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FOURTEENTH BIENNIAL REPORT
OF THE
STATE BOARD OF
CHARITIES AND CORRECTIONS
OF COLORADO

1917-1918



Fourteenth Biennial Report

OF THE

State Board of Charities and Corrections of Colorado

For the Biennial Period Ending
November 30, 1918

TO THE GOVERNOR



DENVER, COLORADO.
EAMES BROTHERS, STATE PRINTERS
1918



LETTER OF TRANSMITTAL

OFFICE OF THE
STATE BOARD OF CHARITIES AND CORRECTIONS
State Capitol, November 30, 1918

To His Excellency,
JULIUS C. GUNTER,
Governor of the State of Colorado.

Sir: The State Board of Charities and Corrections presents herewith for your consideration its fourteenth biennial report, for the biennial period ending November 30th, 1918.

Respectfully submitted,
ELLA S. WILLIAMS,
President.

ALICE ADAMS FULTON,
Secretary.

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A COMPLETE LIST OF MEMBERS OF THE STATE BOARD OF CHARITIES AND CORRECTIONS SINCE MARCH 19, 1891.

Name	Residence	Appointed	Remarks
Rev. Myron W. Reed	Denver	1891	Resigned 1893
Rev. John C. Hay	Pueblo	1891	Resigned 1893
William F. Slocum	Colorado Springs	1891	Resigned 1896
Bruce F. Johnson	Greeley	1891	Expired
J. S. Appel	Denver	1891	Expired
Dennis Sheedy	Denver	1891	Expired
J. Max Clark	Greeley	1893	Declined
J. Warner Mills	Denver	1893	Resigned 1897
John K. Mullen	Denver	1893	Resigned 1893
Dennis Mullins	Denver	1893	Resigned 1894
Dr. Myron A. Wheeler	Denver	1893	Expired
Dr. Minnie Love	Denver	1893	Expired
Frances C. Belford	Denver	1894	Resigned 1897
Dr. Ida Noyes Beaver	Denver	1895	Resigned 1898
J. S. Appel	Denver	1895	Expired
William F. McDowell	Denver	1896	Expired
William F. McDowell	Denver	1897	Resigned 1899
Rev. T. H. Malone	Denver	1897	Expired
Mrs. Sarah S. Platt	Denver	1897	Expired
W. W. Sullivan	Greeley	1897	Resigned 1897
T. H. Devine	Pueblo	1898	Expired
Mrs. N. P. Hill	Denver	1898	Resigned 1899
Mrs. Sarah Platt-Decker	Denver	1899	Expired
T. H. Devine	Pueblo	1899	Resigned 1900
O. S. Storrs	Denver	1899	Expired
Dr. Eleanor Lawney	Denver	1899	Expired
L. R. Ehrick	Colorado Springs	1899	Resigned 1903
Dr. Eleanor Lawney	Denver	1905	Expired
Rev. Dr. W. S. Friedman	Denver	1901	Expired
Rev. T. H. Malone	Denver	1901	Expired
Dr. D. H. Dougan	Denver	1903	Expired
Lewis C. Greenlee	Denver	1903	Expired
William Thomas	Denver	1903	Expired
Mrs. Stanley M. Caspar	Breckenridge	1905	Expired
Rev. Dr. W. S. Friedman	Denver	1907	Expired
Mrs. James Williams	Denver	1907	Expired
Rev. William O'Ryan	Denver	1909	Expired
Mr. Lafayette M. Hughes	Denver	1909	Expired
Dr. Elizabeth Cassidy	Denver	1911	Expired
Mr. Elmer F. Beckwith	Longmont	1911	Expired
Mrs. Sarah K. Walling	Denver	1913	Now in office
Rev. Dr. W. S. Friedman	Denver	1913	Now in office
Rev. William O'Ryan	Denver	1916	Now in office
Mrs. James Williams	Denver	1916	Now in office
Dr. Elizabeth Cassidy	Denver	1917	Now in office
Mr. Elmer F. Beckwith	Longmont	1917	Now in office

EX-OFFICIO MEMBERS OF THE BOARD

Governor John L. Routt	Governor Alva Adams
Governor David H. Waite	Governor Jesse F. McDonald
Governor Albert W. McIntire	Governor Henry A. Buchtel
Governor Alva Adams	Governor John F. Shafroth
Governor Charles S. Thomas	Governor Elias M. Ammons
Governor James B. Orman	Governor George A. Carlson
Governor James H. Peabody	Governor Julius C. Gunter

PRESIDENTS OF THE BOARD

Rev. Myron W. Reed	Apr., 1891, to Apr., 1893
William F. Sloeum	Apr., 1893, to Apr., 1896
J. Warner Mills	Apr., 1896, to Oct., 1897
Mrs. Sarah S. Platt	Oct., 1897, to Jan., 1900
Mrs. Sarah S. Platt-Decker	Jan., 1900, to Apr., 1902
O. S. Storrs	Apr., 1902, to Apr., 1903
Dr. Eleanor Lawney	Apr., 1903, to Apr., 1904
Rev. Thomas H. Malone	Apr., 1904, to Apr., 1905
Rev. Dr. W. S. Friedman	Apr., 1905, to Apr., 1910
Mrs. Stanley M. Caspar	Apr., 1910, to Apr., 1911
Mrs. James Williams	May, 1911, to May, 1914
Rev. William O'Ryan	May, 1914, to June, 1915
Dr. Elizabeth Cassidy	June, 1915, to May, 1916
Mrs. James Williams	May, 1916, to Apr., 1917
Mrs. James Williams	Apr., 1917, to Apr., 1918
Mrs. James Williams	Apr., 1918, Now in office

SECRETARIES OF THE BOARD

W. H. Broadhead	Apr., 1891, to July, 1893
John H. Gabriel	July, 1893, to Dec., 1895
John W. Lowell	Feb., 1896, to Jan., 1897
Henry C. Olney	Jan., 1897, to June, 1897
Mrs. Henry C. Olney (acting)	June, 1897, to Nov., 1897
C. L. Stonaker	Nov., 1897, to Apr., 1903
Clarence E. Hagar	Apr., 1903, to June, 1909
William Thomas	June, 1909, to Apr., 1917
Mrs. Alice Adams Fulton	Apr., 1917, Now in office

**MEMBERS OF THE STATE BOARD OF CHARITIES AND
CORRECTIONS, 1917-1918**

GOVERNOR JULIUS C. GUNTER

MRS. JAMES WILLIAMS
President

REV. FATHER WILLIAM O'RYAN
Vice-President

MRS. SARAH K. WALLING

REV. DR. W. S. FRIEDMAN

DR. ELIZABETH CASSIDY

MR. ELMER F. BECKWITH

MRS. ALICE ADAMS FULTON
Secretary

MISS MAY HENDERSON

MISS FRANCES FARRAR
Stenographers

COMMITTEES

- Private Charities**—Mrs. James Williams, Rev. William O'Ryan, Rev. Dr. W. S. Friedman.
- State Home**—Mrs. Sarah K. Walling, Rev. Dr. W. S. Friedman, Dr. Elizabeth Cassidy.
- State Insane Asylum**—Rev. William O'Ryan, Rev. Dr. W. S. Friedman, Mrs. James Williams, Mrs. Sarah K. Walling, Mr. Elmer F. Beckwith.
- State Home and Training School for Mental Defectives**—Mrs. James Williams, Rev. Dr. W. S. Friedman, Rev. William O'Ryan.
- Soldiers' and Sailors' Home**—Dr. Elizabeth Cassidy, Mrs. Sarah K. Walling, Mr. Elmer F. Beckwith, Mrs. James Williams.
- Industrial Workshop for the Adult Blind**—Rev. Dr. W. S. Friedman, Mr. Elmer F. Beckwith, Rev. William O'Ryan, Dr. Elizabeth Cassidy.
- Industrial School for Girls**—Mrs. Sarah K. Walling, Dr. Elizabeth Cassidy, Rev. Dr. W. S. Friedman, Mrs. James Williams.
- Industrial School for Boys**—Mrs. James Williams, Rev. William O'Ryan, Rev. Dr. W. S. Friedman, Dr. Elizabeth Cassidy.
- Penitentiary and Reformatory**—Rev. William O'Ryan, Mrs. Sarah K. Walling, Rev. Dr. W. S. Friedman, Dr. Elizabeth Cassidy, Mrs. James Williams, Mr. Elmer F. Beckwith.
- County Jails, County Farms, County Hospitals**—Rev. Dr. W. S. Friedman, Rev. William O'Ryan, Mrs. James Williams, Mrs. Sarah K. Walling, Dr. Elizabeth Cassidy, Mr. Elmer F. Beckwith.
- Auditing Committee**—Mrs. James Williams, Rev. William O'Ryan, Mr. Elmer F. Beckwith.

**STATE INSTITUTIONS UNDER THE JURISDICTION OF
THE STATE BOARD OF CHARITIES AND
CORRECTIONS**

STATE HOME FOR DEPENDENT AND
NEGLECTED CHILDREN
2305 So. Washington Street, Denver, Colorado
(Established 1895)

BOARD OF CONTROL.

	Term Expires
Mrs. Margaret Patterson Campbell.....	1919
Mrs. Anna Reynolds Morse.....	1919
Mr. William V. Hodges.....	1921
Mrs. Parmela Curtis Porter.....	1923
Mrs. Clara L. Hunter.....	1923

Term, six years. No salary.

C. A. Donnelly, Superintendent.
W. B. Rankin, State Agent.

SOLDIERS' AND SAILORS' HOME

Monte Vista, Colorado
(Established 1889)

BOARD OF COMMISSIONERS.

	Term Expires
Mr. W. H. McDonald.....	1921
Mrs. Lora M. Ginders.....	1921
Mr. H. S. Vaughn.....	1921

Term, four years. No salary.

John Conkie, Commandant.

INDUSTRIAL WORKSHOP FOR THE BLIND

618 East Arizona St.
Denver, Colorado
(Established 1907)

BOARD OF CONTROL.

	Term Expires
Mr. Albert A. Reed.....	1919
Mr. C. W. Hall.....	1921
Mr. B. M. Webster.....	1923

Term, six years. No salary.

H. S. Morgan, Superintendent.

COLORADO STATE HOSPITAL
Pueblo, Colorado
(Established 1879)

BOARD OF CORRECTIONS.

	Term Expires
Mr. Frank S. Hoag, Pueblo.....	1919
Mr. Charles J. Moynihan, Montrose	1921
Mrs. Helen L. Grenfell, Denver	1923

Term, six years. Salary, \$1,200 a year each.

H. A. LaMoure, M.D., Superintendent.

STATE HOME AND TRAINING SCHOOL FOR
MENTAL DEFECTIVES
Ridge, Colorado
(Established 1909)

BOARD OF CONTROL.

	Term Expires
Mr. Charles D. Griffith	1919
Mr. Gustav Anderson	1921
Mr. Thomas F. Daly.....	1923

Term, six years. No salary.

A. P. Busey, M.D., Superintendent.

COLORADO STATE PENITENTIARY
Canon City, Colorado
(Established 1868)

BOARD OF CORRECTIONS.

	Term Expires
Mr. Frank S. Hoag, Pueblo	1919
Mr. Charles J. Moynihan, Montrose	1921
Mrs. Helen L. Grenfell, Denver	1923

Term, six years. Salary, \$1,200 a year each.

Thomas J. Tynan, Warden.

COLORADO STATE REFORMATORY
Buena Vista, Colorado
(Established 1889)

BOARD OF CORRECTIONS.

	Term Expires
Mr. Frank S. Hoag, Pueblo	1919
Mr. Charles J. Moynihan, Montrose	1921
Mrs. Helen L. Grenfell	1923

Term, six years. Salary, \$1,200 a year each.

M. P. Capp, Warden.

STATE INDUSTRIAL SCHOOL FOR GIRLS
Morrison, Colorado
(Established 1897)

BOARD OF CONTROL.

	Term Expires
Mrs. Louise Arkins	1919
Mrs. Ellen Van Kleeck	1920
Mrs. James D. Whitmore	1921
Hon. Edward C. Stimson	1922
Mrs. Mary C. Anderson	1923

Term, five years. No salary.

Elizabeth Purcell, Superintendent.

STATE INDUSTRIAL SCHOOL FOR BOYS
Golden, Colorado
(Established 1881)

BOARD OF CONTROL.

	Term Expires
Mrs. John Bond	1919
Mrs. Thalia Rhoades	1919
Mr. D. R. Hatch	1921
Mr. Charles W. Owens	1923

Term, six years. No salary.

Fred L. Paddelford, Superintendent.

RULES

OF THE STATE BOARD OF CHARITIES AND CORRECTIONS OF COLORADO

I. OFFICERS.

The officers of the Board shall be a president, a vice-president, and a secretary.

The president and vice-president shall be elected at the annual meeting, and the vice-president shall act in the absence of the president.

The duties of the secretary shall be:

1. To be present at all meetings of the Board and to keep a record of the same.
2. To conduct the correspondence of the Board.
3. To devise and execute a proper system of statistics for the institutions, subject to the inspection of the Board.
4. To study diligently the whole subject of charities and corrections with reference to the present and future interests of the State of Colorado.
5. To prepare the biennial report to the Governor, subject to the approval of the Board.
6. That the secretary, under the statutes, having been declared the secretary of the State Board of Pardons, shall act under such rules as the State Board of Pardons may adopt for the management of said Board.

II. MEETINGS.

Meetings of the Board shall occur on the second Tuesday of each and every month of the year. The meetings in January, April, July and October shall be the quarterly meetings; provided, that the president of the Board may postpone any quarterly meetings at his discretion, not to exceed four weeks.

The April meeting is hereby designated the annual meeting.

Special meetings may be held at the call of the president of the Board, or, on the written request of any two members, at the call of the secretary.

At special meetings no final action shall be taken on any subject not specified in the call for said meeting, unless all the members be present.

Meetings shall be held in the office of the Board at the capitol when not otherwise ordered, and four members of the Board shall constitute a quorum.

III. ORDER OF BUSINESS.

1. Reading of the minutes of the preceding meeting.
2. Report of the secretary.
3. Reports of committees.
4. Communications.
5. Unfinished business of last meeting.
6. Miscellaneous business.

IV. COMMITTEES.

There shall be appointed annually by the president of the Board the following standing committees:

1. State Home.
2. Soldiers' and Sailors' Home.
3. Industrial Workshop for the Blind.
4. State Insane Asylum and State Home and Training School for Mental Defectives.
5. State Penitentiary and State Reformatory.
6. State Industrial School for Girls.
7. State Industrial School for Boys.
8. County and Municipal Institutions.
9. Private Charities.
10. Auditing Committee.

Which committees shall report at least once a year at the regular meetings of the Board, and serve until their successors are appointed.

V. FINANCE.

All accounts for expenses shall be audited by the auditing committee and certified by the president, who shall be a member of said committee.

VI. VISITING PUBLIC INSTITUTIONS.

Charitable, penal and reformatory institutions supported by the state shall be visited by the secretary, as directed by the Board, or at his discretion, and at least annually by each member of the Board.

Hospitals, poorhouses, and private charitable institutions shall be visited by the secretary or some member of the Board.

VII. COMPLAINTS.

No complaints or charges against any institution under the jurisdiction of this Board shall receive consideration by this Board unless the same are made in writing and signed by the person or persons making the complaint or charges.

VIII. AMENDMENTS.

These rules may be changed or amended during any biennial period by a two-thirds vote of the members of the Board, notice that such an amendment is to be offered having been given to each member of the Board at least ten days previous to the meeting.

IX. POLITICAL ACTIVITY.

In the interest of efficiency, all employees of this Board shall be required to refrain from, directly or indirectly, participating in political activity of any kind. A violation of this rule by an employee will be a good and sufficient reason for his or her dismissal from the employment of the Board; satisfactory proof of such activity having been presented to the Board and after a hearing has been held at any regular meeting of the Board.

LAWS PERTAINING TO THE WORK OF THE STATE BOARD OF CHARITIES AND CORRECTIONS

495. State Board of Charities and Corrections—Members—Appointment—Term.

Section 1. That the Governor shall appoint six persons, by and with the advice and consent of the Senate, who shall constitute a State Board of Charities and Corrections, to serve without compensation; two of whom, as indicated by the Governor upon the first appointment, shall serve for two years, two for four years, and two for six years; and upon the expiration of the terms of each, his or her place and that of his or her successor, shall, in like manner, be filled for the term of six years. The Governor shall be ex-officio a member of said Board. Appointments to fill vacancies caused by death, resignation or removal before the expiration of such terms may be made by the Governor, to hold until next meeting of the General Assembly. The Governor may at any time remove any member of said Board upon causes to be specifically stated.

496. Board Room—Meetings—Rules.

Section 2. The secretary of state shall provide rooms suitably furnished for the use of the Board; in which it shall hold regular meetings quarterly, but it may hold adjourned, special or called meetings at such times and in such places within this state as, in its discretion, shall be deemed necessary. It may make, adopt and enforce for the regulation of its own proceedings, such rules and orders as are necessary to carry into effect the purposes for which this Board is created and maintained. It shall have the power to investigate the whole system of public charities and correctional institutions, to examine into the condition and management of all prisons, jails, reformatories, reform and industrial schools, hospitals, infirmaries, orphanages, public and private retreats and asylums for the insane, and any of such institutions which derive their support wholly or in part from state, county or municipal appropriations, and the officers of the various institutions named herein shall, without unnecessary delay, when so requested, in writing, furnish to the Board such information, statistical or otherwise, as may be demanded, and said Board shall in all cases require from such institutions an annual report to be made as of June 30th of each year and filed with the Board within twenty (20) days thereafter, containing such matters and in such form as may be prescribed by the Board. Failure to so report or to report in full shall render every person or persons having

charge or control of such institution liable to a penalty of five dollars per day for each day in default, to be recovered by the secretary of the Board for the Board as a debt in any court having competent jurisdiction of the amount and the persons.

497. Appointment and salary of Secretary.

Section 3. The said Board shall appoint a secretary, who may or may not be a member of said Board, and who shall be paid for his services in addition to his traveling expenses, such annual salary as shall be agreed upon by the Board. All accounts and expenditures shall be paid in the same manner as the expenditures of the executive departments of the State are paid.

498. Board investigate method of conducting similar institutions in other states.

Section 4. Whenever the Board shall deem it advisable and expedient to obtain information in respect to the condition and practicable workings of charitable, penal, pauper and reformatory institutions in other States, the Governor may authorize or designate any member or members of said Board, or the secretary thereof, to visit such institutions in operation in other States; and by personal inspection to carefully observe and report to said Board on all such matters relating to the conduct and management thereof as may be deemed to be interesting, useful and of value to be understood in the government and discipline of similar institutions in this State.

499. Members of Board not to be interested in contract.

Section 5. No member of said Board or their secretary shall be directly or indirectly interested in any contract for building, repairing or furnishing any institution, which by this act they are authorized to visit and inspect; nor shall any officer of such institution be eligible to appointment on the Board hereby created.

500. Report of Board.

Section 6. The Board shall biennially make to the Governor a full and complete report of all their acts during the two preceding years, stating fully and in detail all expenses incurred, all officers and agents employed, with a report of the secretary, embracing all the respective proceedings and expense during the two years and showing the actual condition of all the institutions under their control, with such suggestions as they may deem necessary and pertinent. This report shall be printed as a public document.

501. Board shall investigate eleemosynary institutions—May license same.

Section 7. The State Board of Charities and Corrections shall have the power to receive and make inquiry into complaints

regarding the conduct and management of private eleemosynary associations, societies and corporations operating and existing within the State of Colorado; to require reports from and to issue licenses to said private eleemosynary institutions; to revoke such licenses for due cause and to visit and investigate such institutions. The requirement of an annual report and the penalties for default thereunder shall be the same as provided for public institutions under Section 496, Revised Statutes of 1908, as the same is by this act or may hereafter be amended.

502. Investigation of Eleemosynary institutions—Powers of Board.

Section 8. The State Board of Charities and Corrections, upon the official request of the Governor, or of the General Assembly, or upon the sworn complaint of two or more citizens of the State, or upon its own motion, may at any time make an investigation by the whole Board or by a committee thereof, of the condition and management of any private eleemosynary institution, company, society or organization, and the Board or committee making such investigations shall have the power to send for persons and papers and to administer oaths and affirmations.

503. Notice of institution of complaint—Hearing.

Section 9. Upon formal complaint being lodged with the secretary of the State Board of Charities and Corrections, the secretary shall immediately notify the officers or authorities or persons in control of any private eleemosynary institution, society, association or corporation against which complaint is lodged, that such complaint has been made, transmitting a copy of the complaint, and the said State Board of Charities and Corrections, at a regular or special meeting called for the purpose, shall give said society, association or corporation due notice of the time when a hearing will be had regarding said complaint, and shall permit said society, association or corporation to submit such information and such testimony in defense as may be determined upon by them.

504. Report of Investigation.

Section 10. A full report of such investigation, including findings and recommendations, shall be transmitted to the Governor for his consideration and such action as he may deem wise and expedient.

505. Licensed Institutions—Report—Revocation of License.

Section 11. In order that the said Board of Charities and Corrections may have knowledge of the operations of private eleemosynary societies, associations and corporations, all such institutions of a charitable nature shall obtain a license or permit, without fee, renewable annually, from the State Board of Charities and Corrections, and shall file with the State Board of Char-

ities and Corrections, on or before the first day of June of each year, or within twenty days thereafter, an annual report of its operations, giving the name of the society, location or principal office, name of principal officers, and such other information as to finances, number of people cared for and assisted, as the Board of its discretion may request; and, failing to file such annual report, the State Board of Charities and Corrections may revoke said license or permit.

Any person or persons operating a private eleemosynary institution after its license or permit has been revoked, or license has been refused after a public hearing, shall be liable for a misdemeanor punishable upon complaint filed by the secretary of the Board of Charities and Corrections before a justice of the peace, with a fine not to exceed one hundred dollars (\$100) or imprisonment for not to exceed ten (10) days, or both.

506. Eleemosynary Institution Defined.

Section 12. For the purpose of this act, eleemosynary or charitable institutions are those which receive money by solicitations or donations from the general public for the purpose of assisting and caring for dependent, neglected, defective or delinquent children not wholly supported and maintained by parents or guardians; hospitals, orphanages, schools, homes or associations having to do in a general or special way with persons incapable in whole or in part of self-support, wherein, through public and private donations and contributions they receive thereby assistance and support, or other institutions, whether they do or do not receive public or private donations, which advertise or hold themselves out as being ready to receive disabled, incapable or dependent women or children for care and treatment; provided, that no institution reporting to and licensed by the State Board of Health, under Chapter 172 of the Session Laws of Colorado for the year 1909, shall be required to report or to obtain a license from the State Board of Charities and Corrections.

507. Board of County Visitors—Appointment—Term.

Section 13. The probate judge of the several counties of this state shall appoint, on the first day of May, 1893, six persons, three of whom shall be women, and not more than three of whom shall have the same political affiliations, who shall constitute a Board of County Visitors, two of whom, as indicated by the appointing judge, upon the fixed appointment, shall serve for one year, two for two years, and two for three years, and upon the expiration of the term of each, his or her place and that of his or her successor shall, in like manner, be filled for the term of three years, who shall constitute a Board of Visitors, for the inspection of all charitable and correctional institutions supported by such county, who shall serve without compensation; Provided, however, that if, in any of the counties of the state, at any time after August 1, 1911, there be not in existence a Board of County Visitors, as

provided for in this act, or if at that time, or any time thereafter, the probate judges of any of the several counties shall fail to appoint such Board or to fill vacancies occurring in such Board, it shall be the duty of the State Board of Charities and Corrections to file with such county judge a petition setting forth such fact and asking for the appointment of such visitors as may be necessary to constitute or complete such board. No costs shall be chargeable on account of such petition. If, within thirty days thereafter, any probate judge with whom any such petition is filed shall fail to so appoint and constitute such Board of County Visitors, the State Board of Charities and Corrections may, by resolution, appoint the proper number of persons to complete or constitute such County Board of Visitors, in the same way and with the same effect and limitations as the probate judge might have done.

508. Duties of Board of County Visitors.

Section 14. It shall be the duty of such Board of Visitors, by personal visitation or otherwise, to keep themselves fully advised of the condition and management of all charitable or correctional institutions supported in whole or in part by county or municipal taxation, or which are under county or municipal control, or any private hospitals, infirmaries, asylums, retreats and orphanages and especially the infirmary, county jail, municipal prisons and children's homes; and they shall recommend such changes and additional provisions as they may deem essential for their economical and efficient administration, and at least once in every three months all of said institutions shall be visited by said Board or a committee of its members.

509. Report of Board.

Section 15. The Board of County Visitors each year shall prepare a full report of their proceedings during the year, with such recommendations as they may deem advisable, and shall file the same with the secretary of the State Board of Charities on or before the 15th of November of each year.

510. Notice to Board of Proceedings to Commit to Industrial School.

Section 16. It shall be the duty of the probate judge or other officer in each county, whenever proceedings are instituted before him to commit a child to the boys' industrial school at Golden, to have notice of such proceedings given to the Board of County Visitors of such county, whose duty it shall be to attend such proceedings, either as a body or by a committee and protect the interests of such child.

511. Construction of Act.

Section 17. The courts are to construe this act liberally so as to effectually carry out the intent of the Legislature in its enactment.

(Colorado Statutes Annotated, Morrison.)

REPORT OF THE BOARD

To His Excellency,
JULIUS C. GUNTER,
Governor of Colorado.

Sir: Herewith we tender the Fourteenth Biennial Report, covering the years 1917 and 1918, of the State Board of Charities and Corrections.

During this period we have been absorbed in the winning of the war, and the preservation of the lives and health of our citizenship, both the soldiers in the field of battle and in the camps at home, and the civilian population. The social welfare board having jurisdiction over us all has been the United States Government, through its various war organizations, which have been so comprehensive, so thoroughly organized and so efficient that the members of this Board and its employees have tendered their services, with our organization and facilities, to our National Government, subject to its orders, doing only those things that did not duplicate the efforts of the War Department.

One of the principal duties of this Board is to keep in constant touch with the jails, poor farms and county hospitals, and all county and state institutions, by personal visitation, particularly with a view to preserving the public health by measures of sanitation and otherwise, where the State Board of Health does not reach, but where this duty is placed by law upon us. Almost all of the counties have been thoroughly canvassed for social welfare conditions, but where jails have been abandoned almost entirely because of the decrease in jail commitments since prohibition became effective in the state, and where the war organizations were taking care of cases of poverty in their respective locations, we have not spent the money nor the time to make visitations, believing it to be unnecessary. However, we consider it most important in the coming period of reconstruction that we be thoroughly equipped with a sufficiently large office force and a sufficient number of employees of an expert character who shall be specialists in their lines, to gather and bring the data into this office upon which this Board will be enabled to do some effective work, and to be responsible for the social welfare of the whole state, so far as the laws pertaining to the specific subjects and institutions will permit.

The acts of the Board, as embodied in the minutes of its meetings, the visitations and inspections made, the conditions of the state institutions and the work they have done during the

past two years, a condensed report from all the county officials of every county of the state concerning the jails, poor farms, county hospitals, poor relief funds, dispensation of the Mothers' Compensation Act, and of all the private eleemosynary institutions and associations coming under the jurisdiction of this board and operating under license, with the financial statements of all, as they appear in the files of the office of the State Board of Charities and Corrections, are to be found in the report of the Secretary of this Board further on.

Suffice it to say that we, the members of this Board, approve generally the report of the Secretary and commend it to your attention, particularly in connection with the needs in this state of legislation concerning the insane and the feeble-minded, and suggestions for necessary legislation along social welfare lines, tending to concentrate and consolidate all efforts in this direction.

Respectfully submitted,

THE STATE BOARD OF CHARITIES AND CORRECTIONS,

By ELLA S. WILLIAMS,
President.

REPORT OF THE SECRETARY

To the President and the Honorable Members of the
State Board of Charities and Corrections,
Denver, Colorado.

Ladies and Gentlemen :

In compliance with the requirements of the law under which this department exists and exercises its functions, I have the honor to submit a report embracing the proceedings of the Board ; inspections and visitations made to penal, semi-penal, correctional and eleemosynary institutions, public and private, within the state and without its borders ; a financial statement for the biennial period ; the general social condition of the state and each county of the state, with a specific report on each institution, showing its condition ; and such suggestions for legislation as seem to me absolutely imperative if the Board of Charities and Corrections of Colorado is to keep pace with the social welfare boards of other states, where modern and universally recognized methods and standards are in effect.

Respectfully submitted,

ALICE ADAMS FULTON,
Secretary.

MEETINGS OF THE BOARD

There have been eight meetings of the Board held during the last biennial period, the small number of meetings being due to the extraordinary conditions brought about by the war and the great amount of work done in connection with war activities by various members of the Board and the Secretary.

At these meetings all the work of the office and the investigations made by the members of the Board, the Secretary and the Investigator, has been reported, and these reports are embodied in the records of the office.

At the annual meeting held April 10th, 1917, Mrs. James Williams was elected President of the Board, and Rev. Father William O'Ryan was elected Vice-President, to serve for the ensuing year.

At this meeting the following employees were elected: Mrs. Alice Adams Fulton, Secretary; Mrs. Sarah K. Walling, Investigator; Miss May Henderson and Miss Frances Farrar, Stenographers.

At the annual meeting held in 1918, Mrs. James Williams and the Rev. Father William O'Ryan were re-elected to fill the respective offices of President and Vice-President for the ensuing year.

At the meeting of May 8, 1917, Dr. Elizabeth Cassidy was designated as the choice of the Board to be appointed by Governor Gunter to visit institutions similar to our own in eastern states, and at the same time to act as the delegate of the Board to attend the National Conference of Charities and Correction held in Pittsburg, of that year. Dr. Cassidy made this trip as delegated so to do, and the reports of these inspections and of the annual meeting of the National Conference were submitted, approved and appear in the records of the office.

As there is nothing specific in the law covering traveling expenses incurred in attending the National Conference, and it has been the custom of the Board for many years to make these trips of inspection of institutions in other states at the time and in the vicinity of the place of holding the annual meeting of the National Conference, thus attending the Conference at very little or no additional expense, the custom was adhered to in 1917, with the result that it was necessary to bring suit against the State Treasurer to recover the expenses advanced by Dr. Cassidy on this trip. These expenses were recovered, but I suggest that application be made to the incoming legislature to make a specific appropriation for the purpose of allowing delegates of the Board to attend the annual meetings of the National Conference. It

is the most important source of information on all phases of public welfare that exists, which information should be disseminated to the people at large through the State Board.

The institutions visited by Dr. Cassidy in eastern states in 1917 were as follows: the Western Penitentiary, Pittsburg, Pa.; the Government Hospital for the Insane, Washington, D. C.; the New York Reformatory for Women, Bedford Hills, N. Y.; the Workhouse, Blackwell's Island, N. Y.

At the meeting held April 30, 1918, Mrs. James Williams, President, and Mrs. Alice Adams Fulton, Secretary, were designated by the Board to be appointed by the Governor to attend the annual meeting of the National Conference of Social Work in Kansas City, May 15th to the 22nd, and to visit institutions in the states of Missouri, Iowa, Kansas and Nebraska. These appointments were made, and Mrs. Williams and Mrs. Fulton visited, inspected and reported upon more than sixty institutions and associations on matters relating to the conduct and management thereof, deemed to be interesting, useful and of value to be understood in the government and discipline of similar institutions in this state.

The institutions and Boards visited by Mrs. Williams and Mrs. Fulton in 1918, in the states of Kansas, Nebraska, Missouri, and Iowa, were as follows:

Jefferson Barracks (Military Prison), Leavenworth, Kan.
Federal Penitentiary, Leavenworth, Kan.
Soldiers' Home, Lansing, Kan.
Girls' Reformatory (Industrial School), Leavenworth, Kan.
State Penitentiary, Lansing, Kan.
State Insane Asylum and Psychopathic Hospital, Topeka, Kansas.
St. Mary's Academy for Girls, Lansing, Kan.
Dr. Goddard's Sanitarium (Evergreen Place), Leavenworth, Kan.
State Hospital for the Insane, St. Joseph, Mo.
State Penitentiary, Jefferson City, Mo.
State Reformatory, Booneville, Mo.
Missouri Colony for the Feeble Minded and Epileptic, Marshall, Missouri.
State Board of Charities and Corrections, Jefferson City, Mo.
State Home for Dependent Children, Lincoln, Neb.
State Penitentiary of Nebraska, Lincoln, Neb.
Woman's Reformatory, Rockwell City, Neb.
Home for Epileptics, Woodworth, Neb.
Deaf and Dumb Institute, Lincoln, Neb.
Soldiers' Home, Marshalltown, Iowa.
State Hospital for the Insane, Independence, Iowa.
Institute for the Feeble Minded, Council Bluffs, Iowa.
Home for the Deaf and Dumb, Glenwood, Iowa.
State Board of Control, Des Moines, Iowa.

Kansas City Municipal Farm (Jail) and Woman's Reformatory, Kansas City.
 Jackson County Home (Poor Farm), Kansas City, Mo.
 Parental Home for Girls, Independence, Mo.; McCune Home for Boys, Independence, Mo. (both farms under one farm superintendent).
 Children's Hospital (Mercy Hospital), Kansas City, Mo.
 St. Joseph's Hospital, Kansas City, Mo.
 Little Sisters of the Poor, Kansas City, Mo.
 The George Nettleton Home, Kansas City, Mo.
 Ft. Omaha, Omaha, Neb.
 Ft. Crook, Lincoln, Neb.
 County Hospital, Lincoln, Neb.
 County Poor Farm, Lincoln, Neb.
 County Insane Ward, Lincoln, Neb.
 Old Ladies' Home, Lincoln, Neb.
 Orthopedic Hospital, Lincoln, Neb.
 Recuperation Camp, Des Moines, Iowa.
 Camp Dodge (50,000 boys) and Ft. Des Moines, Des Moines, Iowa.

The personal inspection in various counties has not been so general for the past two years as it would have been had not the country been engaged in war. Immediately war was declared, the war organizations—particularly the American Red Cross, the National Health Bureau, the Council of Defense and the War Council and the National League for Woman's Service—were organized in every community. There was not a single phase of social welfare at home that was not immediately taken under the wing of the same organizations having to do with the welfare of the army abroad. These organizations constituted truly "the second line of defense," and the training was intensive. With these organizations at work, there was no need for us to spend much money going into communities amply able to take care of themselves. However, one or more members of the Board or the Secretary made personal inspections of all the state institutions, and of the county institutions, such as jails, poor farms, and county hospitals; and also of all private eleemosynary institutions and associations coming under the jurisdiction of this Board, in almost all of the counties of the state. The reports of these inspections are on file and appear in our records, and the reports of the heads of these institutions and of county officials are to be found in this report, so far as we have received them.

We find it very difficult to get intelligent reports, or reports with any similarity to each other or accuracy, from the county officials. This is not to be wondered at when we consider there are sixty-three counties, and a board of county commissioners, a county judge, a sheriff, and superintendents of institutions, in each county, all of varied and mostly indifferent talents for accounting. The tables here appended are not represented to be accurate, but the best we can do.

GENERAL CONDITIONS AND NEEDS RELATING TO SOCIAL WELFARE IN COLORADO

All social welfare agencies, whether public or private, have to do with that class of citizens sometimes called the "socially inadequate." They are divided into three classes, called the "Three D's"—Defectives, Delinquents and Dependents. They are all three closely allied and all more or less an outgrowth of the first class—the Defectives.

I. MENTAL HYGIENE—THE INSANE AND THE MENTAL DEFECTIVES.

This is the most important subject for social welfare workers in this state to consider at this time, and should command the attention of the Legislature. Feeble-mindedness is one of the gigantic social problems. From the grade of defectives known as "Morons" usually come our criminals, prostitutes, drunkards and vagabonds. We find them in our reformatories, girls' and boys' schools, penitentiaries, dives and brothels, before the police courts in the cities, as tramps in the country, and in all the alms houses and hospitals. They are most prolific in perpetuating their kind. It has come to be generally conceded that feeble-mindedness and epilepsy are hereditary taints, and the crux of the problem is to prevent the increase of these people. **WHEN WE SOLVE THE PROBLEM OF THE MENTALLY DEFECTIVE WE SHALL HAVE TAKEN THE FIRST STEP TOWARDS THE ABOLITION OF ALL POVERTY AND CRIME.**

A clearer conception and better definition of what constitutes **INSANITY** should be had. It is a word without uniform significance. Colorado's definition is as follows:

"The term 'insane person' includes idiots, and any person so insane or distracted in mind as to endanger his own person or property, or the person and property of others, if allowed to go at large."

And yet in Colorado we frequently have persons answering the above description committed to the Home and Training School for Mental Defectives, which is probably a more proper place than the Insane Asylum, provided there were facilities for classification between the "trainable" and "custodial."

The feeble-minded, as you know, are divided into two classes—the "trainable" cases and the "custodial" cases; also, the males and the females.

Miss Edith M. Forbush, Statistician of the National Committee for Mental Hygiene, New York, says:

"It would be impossible to attempt to give a review of existing laws in various states relating to mental diseases. One is

greatly impressed with the lack of uniformity. In some states the care of the insane is humane, well-considered and creditable; in some others, the mentally sick are classed with the criminal and we find such expressions as 'charged with insanity,' 'suspected of insanity,' etc., all of which, taken with trial by jury, tends to give the sufferer the impression that he is a criminal, if he is not already under such delusion. Detention in jail pending commitment certainly does not tend to eradicate this impression, and gives an added stigma. Such procedure, to say the least, does not help to bring before the public the fact that insanity is in reality a disease, that the sufferer has committed no crime, and disgrace should not be associated with mental disease any more than rheumatism, tuberculosis, or other diseases." THE EVILS MENTIONED ARE ALL EXTANT IN COLORADO.

The remedies suggested in the program outlined for meeting the situation by the above authority, are as follows:

1. STATE-WIDE PSYCHOPATHIC HOSPITAL SERVICE. Free mental clinics, along with other clinics, should be established as a branch of the general hospitals. Psychopathic Hospitals should be established in the larger cities, or at least one in the state, besides the psychopathic wards in the general hospitals. We must make more adequate provision for preventive work; hence, there must be early recognition of mental disorders. This naturally requires higher and more uniform standards of psychiatric training in the medical schools.

2. Uniform commitment laws, safeguarding constitutional rights of the individual, making adequate provision for volunteer admission, temporary and emergency commitments, and commitment for observation.

3. Absolute abolition of detention in alms houses or jails, even temporarily, but patients awaiting admission to a hospital for the insane should be admitted to a psychopathic hospital or to a psychopathic ward of a general hospital.

4. Provision for the parole of patients, vested in the medical head of the State Hospital, who should be required to have sufficient experience in the treatment of mental cases to determine when eligible for parole.

California proposes an institution costing \$350,000 to be erected on an 800-acre tract of land for the feeble-minded.

The finance committee of the New York State Senate, in 1917, approved building plans for various state hospitals and kindred institutions, which will involve the appropriation of \$2 000,000 a year for the next 20 years, for new buildings and repairs.

From our Reformatory and our Girls' Industrial School comes a plea for hospitals—especially needed for the mentally defective who find their way into these institutions, where the influenza has swept through with practically no hospital service.

THE COLORADO BOARD OF CORRECTIONS

(Administrative Board of the Penitentiary, Reformatory and State Insane Asylum.)

In Colorado every state institution has an administrative board. All the members of all these boards serve without pay, save one, and the powers and duties of that one are not different from nor greater than the other subsidiary boards. That one board is known as the Board of Corrections, and was created by an Act of the Twentieth General Assembly; and in its creation one of the most inconsistent things known to the welfare of society was done—the crime was committed of classing the mentally sick with the criminals; the Insane Hospital was placed under the supervision of this Board along with the Penitentiary and the Reformatory. Had the law creating this Board required special qualifications of its members, specifying that they must be alienists, or professionals in mental diseases of high attainments, and had the salaries been adequate to obtain efficient professional service, then this Board might well be in charge of the Insane Hospital and the Home and Training School for Mental Defectives, as well as all the penal and semi-penal institutions of the state, no matter by what name the Board might be called; then the money would be well spent.

This Board should be abolished, and if there *must* be administrative boards over all the institutions, intervening between the State Board of Charities and Corrections and the heads of the institutions, then there should be a law enacted creating one board over the Insane Hospital and the Home for Mental Defectives and another over the Reformatory and the Penitentiary, to which might logically be added the Boys' Industrial School and the Girls' Industrial School.

THE INSANE ASYLUM

Up to the time of the convening of the Twentieth General Assembly, there was not ample provision made for the material welfare of the mentally sick, to say nothing of any provision for their scientific examination, classification, treatment or care leading to restoration to health.

The Twentieth General Assembly made very generous appropriation for more buildings, and thus relieved the crowding at this institution. The Twenty-first General Assembly made appropriations as follows:

APPROPRIATION FOR BIENNIAL PERIOD 1917-1918

1. Maintenance—including salaries of officers and employes.....	\$170,000.00		
Vetoed	60,000.00		
	\$110,000.00		
Balance			\$110,000.00
Improvements etc.—			
2. Alterations in laundry plant and laundry machinery	\$10,000.00		
Vetoed	5,000.00	\$ 5,000.00	
3. Cold storage and ice plant.....		5,000.00	
4. Kitchen equipment		2,000.00	
5. Furniture and fixtures		10,000.00	
6. Grading and improvements to grounds.....		5,000.00	
7. Amusements		2,500.00	
8. Tunnels		5,000.00	
9. Elevator in administration building.....		2,000.00	
10. X-ray apparatus		1,500.00	
11. Completion of basement in new bldg.....	\$11,000.00		
Vetoed	5,000.00	6,000.00	
12. Increasing fire protection.....	\$35,000.00		
Vetoed	5,000.00	30,000.00	
13. Repairs, additional ground and improvements	\$20,000.00		
Vetoed	5,000.00	15,000.00	89,000.00
			\$199,000.00
Total appropriation			\$199,000.00

Our last biennial report showed that there were 1,465 patients at the end of the period ending November 30, 1916; the report of the institution for the year ending November 30, 1917, shows a population of 1,648, and on December 1, 1918, of 1,742.

The natural deduction would be that insanity has increased in the state, or the population has increased, the population of the State Hospital being greater by 257. However, this is not a

correct conclusion, because our reports from the various counties showed in 1916 about 400 patients being cared for by the various counties at their own expense, there having been no room at the State Hospital for these additional patients until the new buildings were completed, while the 1918 reports show very few in the same counties. Another cause for this showing of an increased population is the natural result of the amendment to the law relating to admission to the Asylum, the Twenty-first General Assembly having passed a law compelling the State Board of Corrections, having jurisdiction over the Asylum, to admit all insane persons committed to the Asylum, or to provide care elsewhere at the expense of the state.

During the present period there have been 173 cases of influenza in the institution with 4 deaths, and 2 suicides. A total of 598 have died during the last biennial period.

Two general dining rooms have been erected and the two basements under the hospital building have been finished, for which appropriations were made by the last General Assembly.

The male and female center buildings have been equipped with automatic sprinkler systems, reducing the fire hazard.

The tunnel connecting these center buildings has not yet been completed, but materials are on the ground and the work will be finished as soon as possible.

The ground east of the main building has been graded and roads laid out and surfaced, preparatory to landscaping this portion of the grounds, and materials for the irrigation system have been purchased.

The X-Ray apparatus and the passenger elevator have been purchased and installed with money appropriated for that purpose.

A refrigerating and ice plant has been installed in the basement of the male kitchen building.

WAR WORK

There is an art room at this institution where a few of the inmates who can do so have the privilege of working, and they have made the following articles:

Two hundred and eighty-one sweaters, 90 pairs of wristlets, 155 pairs of socks, 36 helmets, 212 wash cloths, 12 shirts, 92 napkins, 219 tray cloths, 1,008 handkerchiefs.

The employees have responded to calls of the Red Cross and Liberty Loans.

THE GREENHOUSE

The greenhouse supplies plants and flowers for every ward and for the tables.

AMUSEMENTS

The amusements consist of dances, band concerts, vaudeville entertainments and moving picture shows. One new piano and two victrolas have been purchased. Special dinners have been served on Thanksgiving and Christmas.

RECOMMENDATIONS

FARM: Necessity for this has been brought to the attention of the legislature for many years. It would provide necessary outdoor employment for a large number of patients; it would decrease the cost of maintenance, because of its produce; it would make possible a dairy sufficiently large to furnish adequate milk, which cannot be done at present (great quantities of condensed milk are used, when these poor sick people need the best); it would take the hogs away from the close proximity to the patients' buildings.

Appropriations asked of the Twenty-second General Assembly are as follows:

For the purposes of purchasing a farm, away from the institution.....	\$100,000.00
For dairy barn and hog houses.....	25,000.00
For Nurses' Home (they now sleep in patients' buildings).....	125,000.00
Cottages for contagious diseases.....	20,000.00
Wards for tubercular cases.....	5,000.00
Improvement to the grounds.....	7,500.00
Repairs and improvements.....	30,000.00
Library and amusements.....	2,500.00
Furniture and furnishings.....	12,000.00
Insurance.....	15,000.00
Laundry and laundry machinery.....	5,000.00
Addition to power house and engine room.....	10,000.00
Boilers and dynamos.....	15,000.00
Total	\$372,000.00
Deficit in cost of maintenance for last period.....	70,000.00
	\$442,000.00

STATE HOME AND TRAINING SCHOOL FOR MENTAL DEFECTIVES

The name of this institution implies one thing, and its actual use goes in another direction. This is because there does not exist in Colorado any place suitable for the detention and care of the hopeless idiot, who is incapable of receiving any training or education, yet who is not a subject for the insane asylum, and cannot be left to roam at large.

This is the merest beginning of an institution for its purpose. It is evident that the institution is very far from meeting the needs of the state.

The Twenty-first General Assembly made the following appropriation for the institution:

1	Maintenance, including salaries of officers and employees	\$ 80,000.00
2	Improvements, etc.	
	Construction of cottages	\$40,000.00
	Vetoed	10,000.00
		\$30,000.00
3.	Excavation and construction of sewer to Clear Creek..	5,000.00
4.	Repairs to property and improvement of grounds....	1,000.00
		\$ 36,000.00
		\$116,000.00

The State Home and Training School for Mental Defectives is asking the Twenty-second General Assembly for the following appropriations:

For maintenance (assuming that the additional cottages will be built and the 300 applicants now on the waiting list are admitted)	\$160,000.00
Four cottages	200,000.00
Furnishing four cottages.....	14,000.00
A deep well and pump house.....	10,000.00
For underground tunnel to various buildings.....	10,000.00
For repairs and improvements to grounds.....	10,000.00
	\$404,000.00

The Superintendent of this institution states that in spite of the high cost of living they have reached the end of the biennial period without a deficit.

They turned back the appropriation of \$30,000 made by the Twenty-first General Assembly, and in explanation the Board of Control and the Superintendent of the institution state they

did so because they had asked for \$160,000 for four cottages and \$30,000 was not enough for one. Further, that had the money been used for the erection of a cottage the legislature had failed to make any provision for the maintenance of the additional inmates.

There is no use talking about school buildings or anything else until shelter and food shall have been provided for all applicants for admission.

It is my belief that an expert, in the employ of the State Board of Charities and Corrections, should pass upon all questions regarding the construction of buildings at all the public institutions, and be in direct charge of such construction, under the supervision of the State Board; also, that the State Board should have the power to decide what class of patients should be placed in the various buildings at either the Insane Asylum or the Home for Mental Defectives, unless a Board of Psychiatry or a Psychopathic Hospital be established, and that appropriations for the care of the mentally sick be not asked of our legislature in such manner as to leave the impression that the granting of the appropriation is a personal favor to the Superintendent, or Warden, or subsidiary Board having direct supervision over the business management of the institution. This impression can never be eradicated until the legislature is assured that the money they appropriate is to be properly and economically spent, and this assurance must come from the placing of the authority and responsibility in some person or board in whom they must have confidence. The legislature itself should designate that person or board, not by name but by qualification, and specify what the qualifications must be. It seems to me most inadvisable to vest such authority in a subsidiary board because that brings a complete lack of uniformity or standardization in our institutional buildings, which we hope will stand for many years.

At the State Home and Training School for Mental Defectives there is some opportunity for farming, because there are 310 acres of ground. In other states where the mentally defective and insane are classified, some very efficient labor is obtained without any injury to the patient but with great benefit, and this aids very materially in the maintenance. The ground could be used to good advantage at this institution if the cottages can be erected to house this class of mental defectives.

The present administration building might also be used as the Psychopathic Hospital of the State and cottages should certainly be erected at once for housing at least 400 patients. The capacity of the present building is 80 persons.

There has been little change in the population in the last two years. At the last report there were 42 boys and 39 girls enrolled, and during the period there have been admitted 2 boys and 3 girls, and only 1 girl of these 5 new patients is curable. The room was made for these admissions by reason of the dis-

charge of two incurable boys, one was sent to the Insane Asylum and the other given into the custody of a relative. The feeble-minded never become normal nor reach a stage where it is safe or proper to discharge them from an institution during the procreative stage.

The health of the children has been excellent excepting for an epidemic of diphtheria in October, 1917, without any fatalities.

Amusements have remained the same as at the time of the last report, there having been no funds for merry-go-round, slides, etc. A pavilion was built on the boys' playground for their protection from the sun and inclement weather, and it has proven a convenience and a comfort. The children are kept out of doors and in the open many hours each day, unless the weather forbids.

About the same school work has been carried on as heretofore excepting for some Red Cross work.

The farm has yielded abundantly, but a hail storm in August, 1918, destroyed much of the wheat, alfalfa, garden stuff, and other crops, but enough staple products were raised to carry the institution through to another season.

The wheat yield, regardless of the loss, was 2,142 bushels, and brought a check for \$4,244.45. There are 50 acres of winter wheat now in the ground. About 7,000 lbs. of potatoes were raised. The silo was filled twice during the period and has proven a profitable feed for the dairy herd. The boys have done a great deal of work on the farm and garden and are getting more useful as they grow older. They help in the kitchen and laundry, and do other work. They follow a leader well, but, of course, have no initiative.

The girls do all kinds of domestic work, and some of them sew, crochet and do other fancy work, and help gather vegetables and berries from the garden and prepare them for cooking.

All the pork needed at the institution during the last biennial period has been produced at small cost, swill being used, with corn and barley raised on the premises.

The poultry yield has not been as good as hoped for, but will be increased and should furnish all the eggs required.

II. DELINQUENTS

Delinquents, like Dependents, follow closely on the heels of the Defectives.

Penology should deal with correctional systems as parts of one whole, and the parole and probation systems are the foundation stones on which reform is builded; but the mentality of every inmate of a penal or semi-penal institution should be known, classified and registered before entrance in order that his treatment may be calculated to readjust him to meet the requirements of society.

The California Penitentiary recently made some mental tests of a number of prisoners, with the following results:

Feeble-minded, 17.9 per cent.; Border Zone, 12.8 per cent.; Dull, Normal, 26.9 per cent.; Average, Normal, 34 per cent.; Superior, 7.7 per cent.

THE STATE BOARD OF PARDONS

The State Board of Pardons, of which Board the Secretary of the State Board of Charities and Corrections is also Secretary, under the law, meets with the question of a man's sanity, or mental status, when considering a very large percentage of the applications for clemency.

While speaking of the Board of Pardons under this head of penology, it has seemed to me that there is such a serious defect in our law, or our practice, as to lay us liable to go far astray from the intent and purpose of the law as expressed in certain of its provisions, and lead to inequality of justice without the slightest intent on the part of any one so to do.

The Board of Pardons has not one cent of money—not even a postage stamp—and it is only by inference that the investigations required by law can be made and the docket-written at the expense of the Board of Charities and Corrections, it being construed that the Secretary of both boards being the same person, he or she may use the funds of the Board of Charities indiscriminately. Neither is there any money with which to pay the expense of the members of the Board to go to the Penitentiary for their meetings, and the prisoner making application for clemency has no possible means of personal access to the Board unless the individual members go to the Penitentiary at their own expense. Every applicant for executive clemency should have an opportunity to appear before the Governor and the Board of Pardons in person and for that reason all or a large part of the meetings should be had at the Penitentiary.

It is most regrettable, to my mind, that a Board created and existing for the express purpose of advising with the Governor when considering the granting of mercy, clemency or justice to persons who have already been convicted and sentenced by the courts, hence necessarily having already received the verdict of

a jury, should not be personally accessible to the prisoners petitioning this "Power above the Court's decree."

Under rule 2 of the Board of Pardons, "Applications must be made on blanks furnished by the Warden to prisoners upon their request, the Warden forwarding the same to the Secretary of the Board of Pardons * * * ." It is utterly impossible for the prisoners to say a *written* word without the censorship of the Warden, and for a good many different reasons the prisoner might not wish to do this. This is not intended in any way to cast any reflection at all on the Warden, or the officers of the Penitentiary, but it is merely questioning the system. The Board of Pardons or the Governor should be in a position to receive the confidence or confessions of a prisoner, should he so desire.

This works a still further hardship upon the newly committed prisoner, particularly if he has no friends nor family to intercede for him, for, under Rule 4, "No application will be heard by the Board until the prisoner has served at least one year of his sentence, except at the request of the Governor or a member of the Board." How is the Governor or a member of the Board to know whether a prisoner wishes to communicate with them or not, or whether he has a justifiable reason to make a request for a hearing or not, under the present system?

That it is the *intent* of the law that a prisoner in the Penitentiary shall have a friend to intercede for him without the intervention of the Warden, is found in Rule 9: "The Secretary of the Board of Pardons will at all times assist the applicant by correspondence to secure statements from those interested, or HAVING PERSONAL KNOWLEDGE OF THE APPLICANT, OR OF THE FACTS RELATING TO THE OFFENSE COMMITTED."

While the above rules are not law, and they are old, still the procedure of the Board at the present time adheres more or less closely to the practice as here laid down.

The only effective way to right this wrong, if it is a wrong, and I think it is, would be to amend the law creating the Board of Pardons, making it much more specific, both as to duties and procedure, and give the Board at least enough appropriation to pay traveling expenses for holding meetings at the penitentiary. Also, it might or might not be proper to pay the members of the Board a per diem for attending meetings, as they are mostly people whose time is valuable.

Unless the above mentioned defect can be remedied, the State Board of Pardons would better be abolished, leaving the Governor to exercise his discretion alone under the authority vested in him by the Constitution, using the facilities of the State Board of Charities and Corrections for investigation and information, as is done now and has always been done, the Board of Charities and Corrections having formerly almost double the present number of employees.

THE COLORADO STATE PENITENTIARY

The Colorado Board of Corrections, having supervision over this institution, makes a report which is as concise as possible, considering the importance and size of the institution, and is well worth quoting. It is as follows:

“In the opinion of the Board the method of financing the penitentiary ought to be reversed. At present the method of providing funds with which to maintain the penitentiary is as follows: The General Assembly appropriates from sixty to seventy per cent. of what it is known the cost of maintaining the institution will be and then trusts to providence and the elements to produce the remainder from money it is hoped will be forthcoming from farming, cattle raising, and other minor operations, invariably leaving a deficit.

In the opinion of the Board the General Assembly should make an appropriation equal to the total cost of maintaining the penitentiary for each biennial period, and allow what money is obtained from farming, cattle raising and other operations to be used for the purchase of sufficient land and equipment which would finally result in the penitentiary owning enough land to become practically if not wholly self-supporting. This is entirely possible, and can be brought about within a very short time if the right kind of co-operation is given by those in position to enact the necessary legislation.

The question of where such farms, etc., should be located could be left with the Governor and the Board of Corrections having supervision over the institution, and it is the opinion of the Board that the state should procure more land for farming and cattle raising purposes.

The total cost of maintaining the penitentiary for the biennial period was \$326,071.38, for everything except special appropriations for additions and improvements at the penitentiary and on the farms operated. Of this amount the General Assembly appropriated \$225,000.00, and the remainder, \$101,071.38, was made up from cash received from the sale of cattle and farm products, lime rock, etc., and in supplies produced on farms and used at the penitentiary and on the farms.

The total cash received during the biennial period from the operation of farms and the sale of lime rock, etc., was \$78,537.45, of which \$48,820.63 was received from products produced on the Avondale farm alone. The Avondale farm also produced hay, barley, oats, beans, turnips, stock beets, ensilage and straw used at the penitentiary and on the farm to the value of \$42,486.70. There is also on hand at the Avondale farm hay, straw, oats, ensilage, calves, cows, hogs and colts of a total value of \$10,457.55, making

a total production at the Avondale farm for the biennial period of approximately \$101,764.88, or about \$50,000 per year from 640 acres of land.

The actual cash outlay at the Avondale farm for the biennial period was \$35,186.52. Of this amount \$500 was expended for five shares of Bessemer Ditch stock, \$3,175 for an electrical pumping plant and seven wells, and \$10,163 for live stock purchased during the period with which to keep up the grade of the stock being raised, all of which are assets. It will therefore be seen that the approximate expense of conducting the farm is only about \$22,000, leaving an approximate net profit to the state from the conduct of this farm for the biennial period of over \$79,000. The total amount produced, as stated above, being about \$101,764.88.

The approximate profit derived from the operation of the other three farms and the prison gardens at Canon City is about \$16,000.

While the report of the Warden of the penitentiary shows an apparent deficit of \$22,533.93, the fact of the matter is there is on hand at the Avondale farm, at the penitentiary and on other farms operated by the institution, stock and farm products of an appraised value of over \$31,000. Most of this stock and the products on hand it was deemed inadvisable to dispose of during the biennial period for the reason that some of the stock was not sufficiently fattened to sell, and if all of the products on hand were sold, the same amount would have to be bought later on.

In addition, the sum of \$20,042.80 was expended out of the maintenance fund of \$225,000 appropriated by the assembly for improvements of a permanent character which were absolutely necessary to the successful conduct of the institution and of its various operations.

These improvements include \$4,372.95 for two large auto trucks, \$3,173.13 for installing the electric pumping outfit to save the crops on the Avondale farm. The sum of \$1,527.12 for new electric apparatus to reduce the cost of light and power at the penitentiary, \$1,500 for an ice plant at the penitentiary, \$500 for five shares of Bessemer Ditch water stock, \$1,077.44 for new farm implements at the Avondale farm, \$3,304.23 for improvements at that farm, and \$4,587.91 for improvements at the penitentiary.

It will be understood that all of the above are **EXCLUSIVE** of special improvement appropriations made by the General Assembly.

It will be seen, therefore, that the apparent deficit of \$22,533.93 shown in the report of the Warden is more than offset by the value of the assets on hand (salable), amounting to \$31,000, and the permanent improvements made from the maintenance fund, amounting to \$20,042.80.

The per capita cost of maintaining the penitentiary for the biennial period has been \$0.5847 per day, an extremely low average.

This includes everything except improvements provided for by special appropriations.

While the population of the penitentiary has decreased about 18%, the cost of supplies increased over 50%, the only average decrease being in the price of salt, which decreased 32%.

Wages had to be increased from 10% to 20% in the case of practically every employee of the institution except the Warden.

APPROPRIATIONS

In the opinion of the Board the appropriation for maintenance should not be less than \$250,000, providing it is not the intention of the General Assembly to appropriate enough to pay the total cost of maintaining the institution.

On the other hand, if the state desires to go out of the farming and cattle-raising business, the Board recommends an appropriation of not less than \$320,000 for the biennial period.

For general improvements and repairs an appropriation of not less than \$12,000 should be made.

For a new electric and heating plant the sum of \$25,000 should be appropriated."

The statement of sales of products of ranches and gardens and of live stock, sent to prison and fed at ranch, and balance on hand, and of expenses, shows:

	Sales, Etc.	Expenditures
Avondale Ranch	\$101,764.88	\$35,186.52
Glenarm Ranch	2,175.93	732.19
Ranch Three	5,768.89	158.53
Gardner Ranch	3,962.00	2,072.87
Prison Gardens	6,685.92	1,174.10
	<hr/>	<hr/>
	\$120,357.62	\$39,324.21

PENITENTIARY

The value of the road-building done by convicts to taxpayers amounted to \$578,000. Five road camps have been operated, 181½ miles of new road have been graded, 48½ miles have been graveled and re-surfaced, and 31½ miles of retaining walls have been constructed in canyons to support these roads; 337 individual prisoners have worked away from the institution on this work.

At the commencement of the period the prison population was 697. During the period the institution received 537 inmates. The total loss from escape was 1 1/3%.

As seen from the preceding tables, the extraordinary efforts which were made to meet the demands for all food products had splendid results. The policy of the institution to do everything in its power to assist the nation in time of war was responded to with enthusiasm by all the officers and convicts, all of whom worked to the top notch of their efficiency. The female prisoners did their share of knitting and other war work, and the investments in Liberty Bonds, W. S. S., Red Cross and all other activities were exceedingly generous.

THE COLORADO STATE REFORMATORY

This institution reports that it is finishing the biennial period in splendid shape financially. The plan of permitting the boys to work on farms away from the institution and earn wages for themselves and their families, begun in 1913, is still continued, with most gratifying results, and has proven beyond any question the efficacy of this system of reform.

The institution itself, with inmate labor, has harvested this fall, 7,191 bushels of peas, wheat, oats and barley; they have put up between 700 and 800 tons of hay, of which they will sell about 400 tons at a handsome profit to the state; the institution now has more than \$20,000.00 worth of live stock, consisting of 52 head of horses, 164 head of cattle and 265 head of hogs. Besides this, they have used hogs of their own raising for the Reformatory, and have raised all the garden stuff and vegetables that have gone on their tables, with very few exceptions. This has all been done by most careful and judicious management, starting with an insignificant herd of cattle, and with land not considered the best in the state for farming purposes.

For themselves, the boys earned during the years 1917 and 1918, \$13,124.64, and while earning this money, they saved the state their board, not an inconsiderable item. And for themselves they also earned the respect and confidence of society and learned the value of industry, self-confidence and responsibility for the welfare of their widowed mothers, wives and small children. These boys have almost invariably gone out from the institution and "made good."

WAR WORK

All the above was a material aid in the production of food stuffs. Contributions to Liberty Loan, W. S. S., Red Cross, and other war organizations have been most liberal.

REQUESTS FOR APPROPRIATION

Besides the amount necessary for maintenance, this institution's requests are very modest, but those requests are most important. The first one is for a HOSPITAL. There is nothing so important in any institution as a hospital, particularly in a correctional institution where the delinquency is not always a crime but often the result of disease.

At the Reformatory, where the inmates perform most of the labor, and they can have the assistance of the experts in the

trades from the Penitentiary, building is done very cheaply. The estimated cost of building and equipping a hospital at the Reformatory is only \$5,000.00. I most sincerely urge the members of this Board to use their persuasive powers with the legislature in granting this small request.

Another request, which was granted by the last Legislature, but vetoed by the Governor, is that the Reformatory have a parole officer of its own. When the parole system is the whole foundation of our success in making and re-making men in Colorado, surely the State Reformatory should have a parole officer. Let us hope that this Legislature will be as wise and generous as the last, and that the Governor will not find it necessary to veto the appropriation.

APPROPRIATIONS MADE FOR STATE REFORMATORY
FOR BIENNIAL PERIOD 1917-1918

1. Maintenance		\$100,000.00	\$100,000.00
2. Salaries and expenses of parole officer.....	\$5,000.00		
Vetoed	5,000.00		
3. General improvements, repairs and betterments	5,000.00		
Vetoed	3,000.00	\$ 2,000.00	
4. Tools and implements	\$1,500.00	1,500.00	
5. Equipment for machine shop.....	2,000.00		
Vetoed	1,000.00	1,000.00	
6. Equipment and machinery for shoe shop.....	1,000.00		
Vetoed	500.00	500.00	5,000.00
Total appropriation			\$105,000.00

THE STATE INDUSTRIAL SCHOOL FOR BOYS

This school is splendid and its activities and accomplishments too great to even begin to enumerate them in this report. I therefore am compelled to refer you to the report of the Board of Control of the School and of the Superintendent, which is to be found in the files of our office.

This is a military training school, and a trades school, and a regular school, all of the highest order, as you all know. There is an average population of close to 300 boys, who receive food, clothing and shelter of the very best, care and training, recreation and work, of the kind calculated to make citizens of the finest mental, moral and physical type. The war record of this institution speaks for itself—between 400 and 500 of these boys in the navy, army, aviation and marine corps during the war, many of them officers; hundreds of them working on farms and in shops at men's wages, on parole, not one failing to "make good."

Their requests for appropriation I will not mention, further than to say that the wonderful success of the past indicates that whatever they ask for from the state will be returned to the state ten-fold. Like other institutions, they are asking for more ground for farming purposes, based upon the success they have had with the limited acreage of the past, and this appropriation, if made, would undoubtedly be in the interest of economy to the state.

The appropriations made by the Twenty-first General Assembly were as follows:

1. Maintenance	170,000.00		
Vetoed	10,000.00	\$160,000.00	\$160,000.00
2. Purchase additional machinery for manual training departments and repairing machinery	\$ 5,000.00		
Vetoed	2,500.00	\$ 2,500.00	
3. Necessary repairs to buildings.....	10,000.00		
Vetoed	5,000.00	5,000.00	
4. Improvements, etc.		\$ 7,500.00	7,500.00
Total appropriation			\$167,500.00

THE STATE INDUSTRIAL SCHOOL FOR GIRLS

This institution has long been noted as one of the best institutions in the whole country. The training here consists of reading, orthography, geography, arithmetic, grammar, physiology, drawing, civil government, history, penmanship, composition, deportment, cottage department; and the special classes in arts and crafts, cooking, model sewing, plain sewing, dressmaking and the orchestra. No girl is eligible for parole until she has finished this training.

These girls have for years done outside work, laying their own cement walks, doing their own gardening and some farm work, and in general doing chores. They did not have to be told when this country went to war that girls could do much of the work that has always been considered man's special privilege.

This institution has survived and worked out its own salvation on ridiculously small appropriations always. From the last legislature they received the munificent sum of \$1,000.00 for improvements and not any of the things they had planned on could be done.

The same cry comes from the girls as from the boys at Buena Vista—"We sorely need a hospital." This great need has been before the visiting committees for the past ten years. The space used now is in an attic, crowded, poorly ventilated, and no equipment or conveniences of any kind. There is no kind of institution in the state where a thoroughly equipped, modern hospital is more desirable than in the Industrial School for Girls, where such a large percentage reach the institution diseased and come from a class of mental defectives requiring the special care that should be dispensed by a psychopathic clinic.

There is also needed at this institution a cottage to take care of the mentally defective girls, and another cottage to relieve the congestion. There is room at present for 129 girls, and the school should take care of 200, making it possible to classify. **NO APPROPRIATION HAS BEEN MADE FOR ADDITIONAL HOUSING ACCOMMODATIONS FOR THE PAST TEN YEARS.**

The influenza epidemic went through the school with a mere excuse of a hospital.

A good spirit of co-operation exists between the girls and the officers, the girls respond cheerfully to requests made of them and seem to appreciate the many privileges given them for good behavior.

WAR WORK

Early in the spring of 1917 the school became interested in war work, and at the close of the year they had made:

125 sweaters, 24 helmets, 152 pairs of socks, 24 pairs of wrist-lets, 60,940 surgical dressings.

For relatives in the service: 49 sweaters, 20 pairs of wrist-lets, 31 pairs of socks, 17 helmets, 9 scarfs.

The girls on parole have bought \$1,050.00 in Liberty Bonds and \$420.00 in War Savings Stamps.

The faculty have responded generously and have bought \$10,550.00 in Liberty Bonds; \$4,340.00 in War Savings Stamps.

There has also been splendid co-operation throughout the school towards conservation, and they have kept well within the government requirements.

APPROPRIATION MADE FOR STATE INDUSTRIAL SCHOOL
FOR GIRLS FOR BIENNIAL PERIOD 1917-1918

1. Maintenance, including salaries of officers and employes	\$30,000.00	
Vetoed	6,000.00	\$24,000.00
2. General repairs to buildings		1,000.00
Total		<u>\$25,000.00</u>

Maintenance is supplemented by the payment of 50 cents per day for each girl by the county which commits her.

TOTAL EXPENDITURES FOR THE STATE CHARITABLE AND CORRECTIONAL INSTITUTIONS, JULY 1, 1916, TO JUNE 30, 1918.

	Salaries and Wages	Clothing	Sub- sistence	Ordinary Repairs	Office Domestic and Outdoor Expense	Permanent Improvements	Total
State Hospital (Insane Asylum).....	\$154,872.87	\$ 42,147.58	\$234,759.60	\$ 4,555.10	\$162,212.93	\$243,072.04	\$ 841,620.12
State Home and Training School for Mental Defectives	30,723.87	2,139.54	15,024.06	393.04	21,773.84	4,020.15	74,074.50
State Penitentiary	117,525.59	22,941.91	85,893.43	5,920.56	62,155.46	6,688.48	301,125.43
State Reformatory	35,253.65	8,003.10	18,466.02	5,011.95	15,381.79	.....	82,116.51
State Industrial School for Boys.....	51,062.23	12,079.38	56,369.60	6,864.05	63,102.82	3,625.61	193,103.69
State Industrial School for Girls.....	29,095.42	4,636.99	15,249.01	7,009.36	12,812.49	.....	68,803.27
State Home for Dependent and Neg- lected Children	36,141.00	12,421.11	31,468.88	2,153.57	29,165.66	42,143.84	153,494.06
Soldiers' and Sailors' Home.....	43,313.85	10,327.26	38,171.75	3,194.69	44,826.93	14,250.89	154,585.37
Industrial Workshop for the Blind.....	19,149.00	.....	.....	964	.....	1,000.00	20,158.64
Totals	\$517,137.48	\$115,196.87	\$495,402.35	\$35,111.96	\$411,431.92	\$314,801.01	\$1,889,081.59

TOTAL POPULATION OF STATE CHARITABLE AND CORRECTIONAL INSTITUTIONS, DEC. 31, 1916, TO NOV. 30, 1918.

	Inmates Present at Beginning of Period			Received for First Time During Period			Readmissions During the Period			Discharged, Paroled, Placed Out, Fur- loughed, Died, Etc.			Number at End of Period			Average Daily Attendance		
	Fe-			Fe-			Fe-			Fe-			Fe-					
	Male	male	Total	Male	male	Total	Male	male	Total	Male	male	Total	Male	male	Total			
State Hospital (In- sane Asylum)	839	626	1,465	542	328	870	2	.....	2	419	234	653	994	747	1,741	955	748	1,673
State Home and Train- ing School for Men- tal Defectives	42	38	80	2	3	5	.....	.....	.....	3	3	6	42	40	82	.....	.....	.....
State Penitentiary	664	33	697	481	.....	481	84	.....	84	681	11	702	539	22	561	.....	.....	635
State Reformatory	111	.....	111	322	.....	322	46	.....	46	423	.....	432	94	.....	94	130	.....	130
State Industrial School for Boys.....	287	.....	287	339	.....	339	54	.....	54	409	.....	409	292	.....	292	272	.....	272
State Industrial School for Girls.....	.....	124	124	.....	141	141	.....	30	30	.....	320	320	.....	116	116	.....	127	127
State Home for De- pendent and Neg- lected Children	142	86	228	112	92	204	79	71	150	227	167	394	104	90	194	95	81	176
Soldiers' and Sailors' Home	243	.....	243	87	.....	87	72	.....	72	219	.....	219	211	.....	211	166	.....	163
Industrial Workshop for the Blind.....	15	2	17	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	17	2	19
Total	2,343	903	3,252	1,885	564	2,449	337	101	438	2,381	735	3,126	2,276	1,015	3,291	1,635	928	3,228

COUNTY JAILS

There are a number of counties in the state which have had no inmates in the jails since the state "went dry," and others with almost none, excepting for a few prisoners arrested for reasons incident to the war, such as draft evasion, etc. Other counties show a marked decrease in the number of jail admissions during the past two years.

First, all persons confined in a jail are entitled to such treatment as to not endanger their lives or their health; second, those found guilty and sentenced to serve jail sentences should be permitted to work, or compelled to work, if necessary, at some occupation suitable to their physical ability and talents, for the benefit, first, of the county; second, of the families dependent on the prisoners for support; and third, the prisoners themselves.

The things necessary to meet the first condition are SANITATION and HEALTHFUL FOOD.

To be sanitary, a jail must have sufficient light and air, must have sewer connections with the plumbing kept in repair, must be scrubbed, cleaned and disinfected frequently, and kept white-washed or painted; must be properly heated, and above all, the bedding must be kept clean. This means that no comforts shall be used, and the blankets shall be washed and disinfected after each prisoner leaves, and kept in a clean, dust-proof closet when not in use.

Prisoners themselves, on admission, must be examined, and if afflicted with a contagious disease, must be treated and kept separate from the other prisoners, and their clothing properly disinfected or burned. The same thing applies to the clothing if pest-infected.

Our state institutions have always found it necessary to make a thorough examination of every inmate on entrance, coming from a jail, to find if he is carrying any disease or vermin into the institution, so common is it for jail prisoners to be found infected or infested.

Food for jail prisoners should be sufficient and clean and wholesome.

The above condition is what the members, Secretary and Investigator have been particularly striving for during the past two years, and it has indeed been a struggle, with only partial success. There is no way under the sun to compel a sheriff, or a sheriff's wife, or a jailer, who is innately a slovenly, untrained housekeeper in his or her own home, to appreciate the necessity of keeping clean a public institution, or jail. Neither is it possible to impress upon a county commissioner, or a board of county

commissioners, with the same deficiencies in his own education and experience, the real economy of spending the few dollars necessary to *keep the community clean*, especially when he "was elected on an economy platform," promising not to spend the people's money for whitewash or blankets.

The only way we will ever accomplish our ends in the way of sanitation and health is by educational propaganda, unless jail keepers are put under civil service, and elective officers no longer have control.

The next question in connection with jails is the question of *work*—and right here is the meeting place between the jail and the state institution, and the place for the beginning of methods of REFORM.

At the last meeting of the National Conference of Social Work, in the Division of "Public Agencies and Institutions," one of the most important discussions was under the subject, "STANDARDS OF ADMINISTRATION OF THE COUNTY JAIL."

The speakers were numerous, prominent among them Amos W. Butler, Secretary of the State Board of Indiana for more than twenty years; Hastings H. Hart, LL.D., one of the oldest members of the National Conference, now of the Department of Child Helping, Russell Sage Foundation, New York, who made a report on this plan to the National Committee on Prisons and Labor; Mr. H. H. Shirer, Secretary of the State Board of Ohio; and the most sensational and interesting, Mr. Frank H. Tracy, Sheriff, Montpelier, Vermont, who is the author of a scheme for *employing jail prisoners*, which has been adopted widely since Mr. Tracy proved its efficacy,—notably, Delaware, Connecticut and Wisconsin, where a law was passed making it compulsory that every sheriff adopt this plan.

The digest of the points made by these various speakers is as follows:

1. THE JAIL OUGHT TO BE THE MOST REFORMATORY INSTITUTION IN THE WHOLE COUNTRY. IT IS FIRST AID TO THE INJURED. IT IS THE MOMENT OF OPPORTUNITY.

2. EVERYBODY KNOWS THAT THE JAILS OF THE UNITED STATES ARE THE SCHOOLS FOR CRIME.

The first reason for this is because jails serve two purposes—detention of persons accused of crime, those awaiting trial, and the insane; and also punishment of those sentenced.

Many decent men get in jail who are innocent—not over half are convicted; the insane are sick; and the bums are perfectly happy in jail and steal to get there.

They are all thrown in together. In some places they are curiosities. In Syracuse, N. Y., they charge an admission of 15 cents to see the "jail birds."

3. THE REMEDY IS CLASSIFICATION.

Keep every prisoner to himself, when confined in the walls of the jail. Never put two prisoners in the same cell.

4. JAILS FOR DETAINING PRISONERS UNDER SENTENCE SHOULD BE UNDER THE STATE, AND THE JAILERS SHOULD BE UNDER CIVIL SERVICE.

5. PUT JAIL PRISONERS TO WORK TO EARN WAGES.

Pay such wages into county treasury, and care for family out of poor fund, or let wages or part of wages go direct to family. In this way the social workers get the man disciplined at no cost.

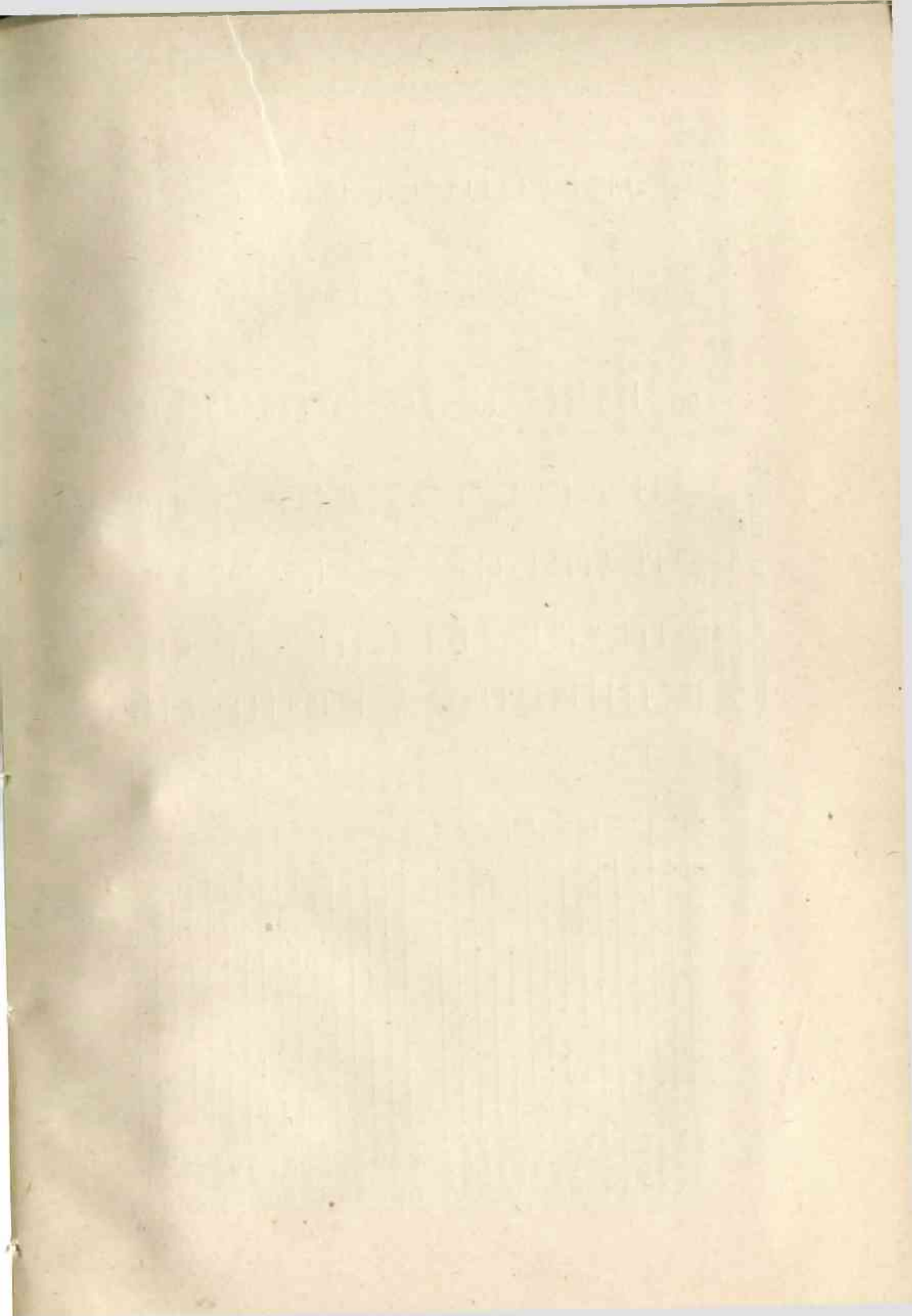
Parole jail prisoners, so they can earn wages and support their families,—the judge to commit to custody of sheriff. (Sheriff Tracy reported that in 9 years 3,500 had been paroled, and had lost only 1 man; 7 had attempted to escape and 6 had been brought back.)

Indeterminate jail sentences.

Jail sentences must be long enough to discipline jail prisoners, and teach them how to work, if they do not know how. For this purpose there must be work assigned or trade schools established.

The jail farm method is ideal, but is slow to accomplish, and impracticable in small counties. Amos W. Butler says there is a legend about how the Indian prisoners live and learn in county jails—they live in idleness at the expense of the taxpayers; and they learn vice,—so they live and learn. Mr. Butler favors the *State Jail Farm*, as they have just inaugurated it in Indiana.

New Haven and Bridgeport are contemplating establishing farm jails. In White Plains, N. Y., the jail is closed and the prisoners are taken out to the jail farm. (Refer to reports of the "Municipal Farm"—at Kansas City.)



REPORTS OF COUNTY JAILS BY SHERIFFS

	No. of Jail Admissions		No. Who Served Sentences		No. Held Awaiting Trial		Are Prisoners Required to Work		No. of Insane	
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918
Adams	182	263	13	42	18	79	No	No	---	---
Alamosa	1	5	6	---	---	---	Sometimes	No	3	2
Arapahoe	---	---	---	---	---	---	---	---	---	---
Archuleta	5	3	---	---	3	3	Sometimes	Sometimes	---	---
Baca	16	14	---	1	41	---	No	Yes	3	8
Bent	---	61	---	37	---	33	---	Yes	---	1
Boulder	167	150	---	---	---	---	No	Yes	7	15
Chaffee	21	32	31	17	18	19	No	No	2	5
Cheyenne	---	7	---	---	---	7	No	No	---	1
Clear Creek	20	9	11	1	8	5	Yes	Yes	---	---
Conejos	---	3	---	2	---	1	---	No	---	---
Costilla	3	---	---	3	---	3	---	---	---	1
Crowley	48	34	48	---	---	---	No	No	---	---
Custer	No Prisoners		---	---	---	---	---	---	---	---
Delta	12	8	4	---	6	8	Some	No	---	---
Denver	For 6 months		---	---	---	---	---	---	---	---
Dolores	1,522	2,397	Not Given		Not Given		No	No	---	---
Douglas	No Prisoners		---	---	---	---	---	---	---	---
Eagle	8	---	---	---	4	---	No	No	---	---
Eagle	13	5	2	---	25	15	No	No	1	2
Elbert	1	---	---	---	---	---	No	No	---	---
El Paso	310	218	58	94	115	122	Trustees Work	No	33	37
Fremont	53	41	24	8	29	33	No	No	3	1
Garfield	36	59	---	1	6	38	No	Light work	4	3
Gilpin	---	17	---	---	3	17	No	No	---	1
Grand	---	---	---	---	13	2	No	No	2	1
Gunnison	13	18	5	2	1	8	Yes	Yes	1	4
Hinsdale	No Prisoners		---	---	---	---	---	---	---	---
Huerfano	424	369	138	47	186	67	Very Little	No	6	---
Jackson	---	---	---	---	---	---	---	---	---	---
Jefferson	64	68	---	8	8	30	No	No	2	7
Kiowa	3	---	1	2	1	2	No	No	1	---

FOURTEENTH BIENNIAL REPORT

Kit Carson	3	---	5	---	---	---	No	No	1	---
Lake	498	254	13	11	485	243	Yes	Sometimes	5	2
La Plata	75	54	23	9	92	43	Not unless so sentenced	Bootleggers work	8	3
Larimer	90	94	26	42	30	17	Yes	Yes	---	5
Las Animas	435	500	83	61	96	439	Optional	With Prisoner	22	15
Lincoln	---	15	---	14	7	---	Sometimes	No	1	---
Logan	119	41	5	---	109	67	Sometimes	Sometimes	7	3
Mesa	---	80	---	19	---	73	No	No	---	4
Mineral	No Prisoners		---	---	---	---	---	---	---	---
Moffat	---	---	---	1	1	6	---	Yes	---	1
Montezuma	---	---	---	---	---	---	---	---	---	---
Montrose	29	33	11	31	18	12	No	No	---	2
Morgan	47	35	8	9	50	---	No	On lawn	2	3
Otero	171	---	118	---	51	---	When Needed	---	7	---
Ouray	10	16	1	2	---	---	No	No	2	2
Park	---	---	---	---	---	---	---	---	---	---
Phillips	No Prisoners		---	---	---	---	---	---	---	---
Pitkin	6	5	---	---	---	---	No	No	2	1
Prowers	83	94	2	---	81	---	Yes	Yes	---	---
Pueblo	66	---	---	---	---	---	---	---	1	---
Rio Blanco	---	8	4	---	5	8	No	No	---	1
Rio Grande	21	---	---	2	17	42	No	No	---	1
Routt	41	---	1	---	12	---	Yes	---	---	---
Saguache	5	12	1	1	2	10	No	No	2	---
San Juan	---	---	8	---	7	---	Yes	---	3	---
San Miguel	---	---	---	---	---	---	---	---	---	---
Sedgwick	5	19	---	---	18	16	No	No	1	---
Summit	14	1	---	---	14	1	Work if More Than 3	---	---	1
Teller	169	126	104	45	208	129	No	No	7	5
Washington	5	8	1	5	4	3	No	No	---	---
Weld	312	---	58	---	126	---	No	---	6	---
Yuma	32	28	4	7	31	21	Yes	Yes	---	---
Totals	5,158	5,204	817	522	1,949	1,623	---	---	151	138

It has been impossible to get reports from the counties left blank, or there have been no jail prisoners.

STATE BOARD OF CHARITIES AND CORRECTIONS

COUNTY JUDGES—JUVENILE COURTS

There is only one Juvenile Court in the state, and that is in Denver,—Judge Lindsey's. In other counties the County Judges hear the juvenile cases, both for delinquency and dependency, and make the commitments to the State Home for Dependent and Neglected Children, the State Industrial School for Girls and the State Industrial School for Boys, or permit children to be adopted into private homes, send them to other than state institutions, or place them on probation.

The tabulated reports of the Juvenile Division of the County Courts of all the counties of the state are appended hereto.

BOARDS OF COUNTY VISITORS

The Boards of County Visitors are, or should be, the most important factor in the social welfare of any county, but it is most difficult to get some of the county judges to realize this. They are the official arm of the State Board of Charities and Corrections, and as such should keep their hands on the pulse of the social conditions of the entire county, in every phase. It is with the active co-operation of some of our boards of county visitors that we have succeeded in making radical changes for the better in some of the county institutions.

Insert Between Pages 50 and 51—Board of Charities and Correction.

	No. brought into Court		No. for Delinquency		No. for Dependency		No. Found Delinquent		No. Found Dependent	
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918
Adams	8	23	2	17	6	6	1	3	7	2
Alamosa	13	4	13	1	.....	.....	5	.....	.....	.....
Arapahoe	30	.....	12	.....	18	.....	10	.....	13	.....
Archuleta	.....	1	2	1	.....	.....	2	1	.....	.....
Baca	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Bent	.....	5	2	2	.....	.....	.....	.....	.....	1
Boulder	3	36	3	31	.....	6	3	31	.....	6
Chaffee	.....	3	.....	.....	.....	.....	.....	.....	.....	.....
Cheyenne	.....	1	.....	1	.....	.....	.....	1	.....	.....
Clear Creek	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Conejos	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Costilla	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Crowley	.....	5	.....	5	4	.....	.....	5	.....	4
Custer	.....	.....	1	.....	.....	.....	1	.....	.....	.....
(Nothing to report for 1918)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Delta	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Denver	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Dolores	.....	.....	.....	1	.....	.....	.....	.....	.....	1
(Nothing in 1917)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Douglas	.....	.....	.....	1	.....	.....	.....	1	.....	.....
(Nothing in 1917)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Eagle	.....	1	.....	.....	.....	.....	.....	.....	.....	.....
(Nothing in 1918)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Elbert	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
(Nothing done)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
El Paso	97	66	32	60	65	27	24	42	26	8
Fremont	22	.....	16	15	7	10	11	14	7	.....
Garfield	15	10	7	8	8	2	6	5	.....	2
Gilpin	.....	2	4	2	.....	.....	2	.....	.....	.....
Grand	1	1	1	1	.....	.....	.....	1	.....	.....
Gunnison	.....	6	.....	4	.....	2	.....	3	.....	2
Hinsdale	No Report	.....	.....	.....	.....	.....	.....	.....	.....	.....
Huerfano	.....	4	.....	4	.....	4	.....	4	.....	1
(Nothing in 1917)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Jackson	No Report	.....	.....	.....	.....	.....	.....	.....	.....	.....
Jefferson	18	7	18	11	.....	.....	9	8	.....	.....
Kiowa	.....	.....	.....	1	.....	.....	.....	1	.....	.....
Kit Carson	1	1	1	.....	.....	1	.....	.....	.....	1
Lake	11	10	11	9	.....	1	11	8	.....	1
La Plata	22	18	19	15	3	3	19	15	3	3
Larimer	48	62	37	44	11	18	34	34	11	13
Las Animas	.....	.....	65	81	14	23	44	47	14	7
Lincoln	.....	4	.....	8	.....	.....	.....	2	.....	.....
(Nothing in 1917)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Logan	14	7	13	6	1	1	10	.....	1	1
Mesa	No Report	.....	.....	.....	.....	.....	.....	.....	.....	.....
Mineral	2	.....	.....	.....	4	.....	.....	.....	.....	.....
Moffat	.....	.....	.....	.....	.....	4	.....	.....	.....	4
(Nothing in 1917)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Montezuma	13	.....	1	.....	9	.....	1	.....	9	.....
Montrose	.....	7	.....	6	.....	1	.....	2	.....	1
Morgan	.....	12	.....	6	.....	6	.....	6	.....	6
Otero	11	.....	10	.....	1	.....	10	.....	1	.....
Ouray	7	4	6	4	1	.....	6	4	.....	.....
Park	Nothing Done	.....	.....	.....	.....	.....	.....	.....	.....	.....
Phillips	Nothing Done	.....	.....	.....	.....	.....	.....	.....	.....	.....
Pitkin	Nothing Done	.....	.....	.....	.....	.....	.....	.....	.....	.....
Prowers	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
(Nothing in 1918)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Pueblo	71	108	68	105	3	3	63	93	3	3
Rio Blanco	4	4	.....	2	.....	4	.....	2	.....	4
(Nothing for 1917)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Rio Grande	No Report	.....	.....	.....	.....	.....	.....	.....	.....	.....
Routt	5	11	1	9	4	2	1	9	1	2
(Nothing in 1918)	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Saguache	6	.....	.....	.....	.....	.....	8	.....	.....	.....
San Juan	7	1	5	1	2	.....	5	1	.....	.....
San Miguel	No Report	.....	.....	.....	.....	.....	.....	.....	.....	.....
Sedgwick	No Report	.....	.....	.....	.....	.....	.....	.....	.....	.....
Summit	.....	.....	.....	.....	.....	1	.....	.....	.....	1
Teller	6	42	24	34	10	.....	24	23	5	.....
Washington	2	1	2	4	.....	.....	2	2	.....	.....
Weld	.....	59	6	32	26	27	5	31	25	32
Yuma	14	7	5	1	9	6	5	1	9	2
Totals	481	521	388	533	206	160	320	406	138	98

Like all other tables, the above is incomplete for the reason that it is impossible to get the County Jud

REPORTS FROM COUNTY COURTS—JUVENILE DIVISION

Delinquents Sent Boy's School		Delinquents Sent Girl's School		Dependents Sent State Home		Dependents Adopted into Private Homes		Delinquents Sent Other Institutions		Delinquents on Probation		Average No. Delinquents on Probation		Petitions Filed for Truancy		Truants Placed on Probation	
1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918
3	3				2					1	17	12	12			20	5
4		1		6		7		1		4				1		1	
			1							2							
	1						2		1		4						
1	4	1	1		6	8				1	17						
	2																
											1		1				
	2					4			1		2						
1																	
							1										
											1						
13	10	2	6	6	7		1			10	26			4	5	4	5
3	9	3	1	1	2					3	5		5				
					1					6	5	6					
	1									2							
			1							1							
			1		2	4					2						
	2		2				1										
1	1	3								3	5						
											1						
1					1												
5	1				1					6	7	6					
6	2	1				2	3		1	7	12	7	12				
3	5	5	4	6	4	5	8		1	26	25						
12	3		6	4	4		1	1	1	26	40		40				
			2								6		6				
	3	1		1	1					9	4						
					3					1		1					
						4				1							
	1				1						1						
			3		6						3				1		1
1		2		1						6	4						
1										1							
25	28	3	2	1		2	2	1	1	38	63			10	2	10	1
			2														
	2	1		4	2						7						
1										5							
1				2						3	1						
							1										
1		2	2							1	12	1			9		5
		1								1	2	1					
4	1	1	4	15	15		12		1		28			1			1
		2	1		1					2	2	2	2	1			1
87	82	29	39	51	59	32	32	3	7	168	303	36	78	15	19	35	19

ages in all the counties to report, and further, because there have been no juvenile delinquency cases in some of the counties.

COURTS

There is only one court in Denver, — Judge [Name] hears the juvenile and neglected children and the State is adopted into institutions, or [Name].

The tabular Courts of all the

The Boards are the official and as such should be the co-operation of the county inst

TABLE NO. 21—BOARD OF CHARITIES AND CORRECTIONS

No. of Cases	Delinquency		Dependency		No. of Cases
	1917	1918	1917	1918	
1	1	1	1	1	1
2	2	2	2	2	2
3	3	3	3	3	3
4	4	4	4	4	4
5	5	5	5	5	5
6	6	6	6	6	6
7	7	7	7	7	7
8	8	8	8	8	8
9	9	9	9	9	9
10	10	10	10	10	10
11	11	11	11	11	11
12	12	12	12	12	12
13	13	13	13	13	13
14	14	14	14	14	14
15	15	15	15	15	15
16	16	16	16	16	16
17	17	17	17	17	17
18	18	18	18	18	18
19	19	19	19	19	19
20	20	20	20	20	20
21	21	21	21	21	21
22	22	22	22	22	22
23	23	23	23	23	23
24	24	24	24	24	24
25	25	25	25	25	25
26	26	26	26	26	26
27	27	27	27	27	27
28	28	28	28	28	28
29	29	29	29	29	29
30	30	30	30	30	30
31	31	31	31	31	31
32	32	32	32	32	32
33	33	33	33	33	33
34	34	34	34	34	34
35	35	35	35	35	35
36	36	36	36	36	36
37	37	37	37	37	37
38	38	38	38	38	38
39	39	39	39	39	39
40	40	40	40	40	40
41	41	41	41	41	41
42	42	42	42	42	42
43	43	43	43	43	43
44	44	44	44	44	44
45	45	45	45	45	45
46	46	46	46	46	46
47	47	47	47	47	47
48	48	48	48	48	48
49	49	49	49	49	49
50	50	50	50	50	50

III. DEPENDENTS

Dependents are the result of defectives and delinquents, as a rule, somewhere along the line.

Potential economic failures can be detected in the public schools by making a determination of the mental status of the pupils. This has been proven and tested quite fully and satisfactorily by a number of states, notably New York State, through its Bureau of Analysis and Investigation, Division of Mental Defectives and Delinquency, of the State Board of Charities.

For accuracy in registration, the social worker expects eventually to seek the history and ancestry of the ward of the state being registered, back to the school records, which in the future will be an important guide for treatment of the adult.

It is self-evident that every child who is mentally or physically retarded in school work is a potential, if not already an actual candidate for dependency.

Let us no longer say: "Here is a little liar; there is a little thief; here is an incorrigible child." Let us find out just what particular defect of mind or body is keeping that child from reacting as society and his parents expect him to do. It is more than likely that it is his father or mother, or grandfather or grandmother.

Let us discover and show in *terms of human behavior* the real meaning of many dry statistical figures.

The state institutions housing dependents are the State Home for Dependent and Neglected Children, the Soldiers' and Sailors' Home, and the Industrial Workshop for the Blind, and reports of these follow.

THE SOLDIERS' AND SAILORS' HOME

This institution has been most admirably conducted during the past two years, to my personal knowledge, the Commandant not only having attended to the regular duties of the management, but being an architect and designer of buildings he has used those talents in the erection of some new buildings to splendid advantage for the amount of money involved. This was a happy combination of talents when new buildings were contemplated.

The appropriations made by the Twenty-first General Assembly, both regular and extraordinary sessions, amounted in all to \$114,000.00. Of this amount \$18,000.00 was used in the erection of additional buildings, leaving \$96,000.00 for maintenance. The increased cost of labor and supplies of over 50 per cent left this institution with a deficit of \$15,000.00, which they are asking the Twenty-second General Assembly to appropriate in the Short Appropriation Bill.

The Commandant requests that the Twenty-second General Assembly amend the law governing this Home so that Colorado soldiers and sailors who have been disabled in the European war may be admitted.

The total appropriation asked for the coming biennial period, covering support and maintenance, construction and repair of buildings, is \$240,000.00.

STATE HOME FOR DEPENDENT AND NEGLECTED CHILDREN

The appropriation made by the 21st General Assembly for maintenance of this institution and for such other purposes as the Board might direct was \$115,000. The Governor vetoed \$8,000 of this, leaving them \$107,000 for the biennial period.

The particular thing that they have accomplished with this was erecting a beautiful new school building, thoroughly modern and up-to-date in every particular, which will accommodate the Home along educational lines, no matter how large the Home may grow.

The old assembly hall has been remodeled and made into a gymnasium or recreation hall, where the children have all their physical fun. The old school building has been made into a model cottage for the accommodation of some thirty boys. This makes the grouping in each family unit much smaller and permits individual attention which already shows splendid results.

They have also remodeled the girls' building in a smaller manner, so as to make a beautiful children's store with large show windows, where children's toys and children's novelties may be displayed. As is known, the government of the Home has been carried on through the children being allowed to buy their necessities and luxuries through credits they obtain through the services they perform. The very happy spirit of the children comes out of this system and the store is its physical expression.

GARDEN

The gardens were a great success in 1918, raising more vegetables of nearly every variety than 300 persons could consume, and sold enough to pay for tools and seed. The boys and girls did much in producing these vegetables.

DAIRY

In 1918 great progress was made in the dairy. In addition to training the boys in dairy husbandry, the following was produced:

Milk, gal.	30,741
Butter, lbs.	3,950
Eggs, doz.	2,437
Hogs, lbs.	6,721
Corn fodder, tons.	20
Corn silage, tons	100
Corn soilage, tons	50
Chickens, raised	300

They were able, from the proceeds of the old-grade herd and by selling the old cows, to purchase an entire new registered herd. These cows are all young and all have exceptionally good official butter fat records. They have installed a pasteurizer and built a new silo.

PORK

They were able to produce 6,721 lbs. of pork by feeding the by-products and garbage.

POULTRY

A poultry unit of some 200 white leghorns produced 2,437 dozen eggs, sufficient for the use of the Home.

HEALTH

The health of the institution during this period was perhaps the best in its history. Notwithstanding the fact that the children all went out to church and their various Sunday schools, there was no contagious disease. The infants likewise were handled very successfully. Of forty-three tiny babies, a large number illegitimate and all having to be fed on the bottle, only one died. This baby was returned to us from a foster home and died the next day. This is the best record we have ever had and the best we have ever read of.

WAR

The Home was very definitely tied up with many war activities. The service flag shows eighty-five names of boys who are known to them, all of whom enlisted in the Army and Navy. They had military drill among the boys in the Home and it was conducted with great success. The children themselves were very much interested in the war and showed a remarkable patriotism for their age. Their restrictions regarding food and waste were placed voluntarily and the little ones were more than glad to comply in every way with every regulation that the grown-ups complied with, in order to help the boys that were at war.

MOTHERS' COMPENSATION

The County Judges are supposed to make the requests of the county commissioners for appropriations under the Mothers' Compensation Act, but this law is enforced in only a few counties, the county commissioners of the other counties making appropriations in individual cases for aiding mothers, just as they grant any other relief.

The report of the New York Association for Improving Conditions of the Poor says: "90 per cent of relief cases are made necessary by sickness or death of wage earner, and 4 per cent by wife desertion, imprisonment, alcoholism, old age and unemployment."

The table giving reports of County Judges concerning dispensation of funds under the Mothers' Compensation Act is found further on in this report.

COUNTY POOR FARMS AND COUNTY HOSPITALS

There are only 19 county farms and 9 county hospitals in the state. The efficiency of the management and their usefulness differs widely in the different counties.

The other counties of the state take care of their aged poor and their sick poor by making appropriations from the poor relief funds, or by maintaining patients in pay-hospitals, or, if senile, or mentally defective, or insane, by sending them to the Insane Asylum. Occasionally one is committed to the Home for Mental Defectives, but the waiting list is so long, and there is no place anywhere for the senile requiring only custodial care,—so, in despair, this class of patients is usually sent to the Insane Hospital, placing a burden there which does not belong to this institution, and crowding it unfairly.

I only wish to take space to say that our neglect of the aged poor, and the attitude of mind of the county officials of many counties which can reconcile them to "throwing a bone" to the helpless old people, who were perhaps our pioneers, and blazed the trail to the wealth of our state, is a sorry tribute to our

generosity and gratitude. I wish a pension law for the aged might be enacted, or that we might have a state institution for the aged poor.

A letter from the Board of Administration of Kansas, just received, informs me that *Kansas is contemplating the establishing of a state home for the indigent poor, disposing of the present system of county alms houses.*

In Colorado such a state home could be established to advantage to take care of those having no place to go, and those county poor farms being improperly, inefficiently or extravagantly conducted could be abolished, the State Board of Charities and Corrections to determine these facts by its investigations.

REPORTS FROM COUNTY COURTS RELATIVE TO MOTHERS' COMPENSATION ACT

	Amount of Appropria- tion Requested		Amount of Appropria- tion Allowed		Amount Expended Yearly Ending June 30		No. of Families Receiving Allowances		N. of Children Involved		Total No. of Families Aided		Total No. of Children Aided	
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918
Adams	\$ 480	.....	\$ 420	.....	\$ 300	\$ 3,612	2	29	5	12	2	29	5	12
Alamosa	.....	.....	.....	\$ 100	.....	.....	.....	2	.....	5	.....	2	.....	5
Arapahoe	1,500	.....	1,500	.....	1,506	.....	8	.....	28	.....	8	.....	28	.....
Boulder	2,750	\$ 3,000	2,750	3,000	2,632	2,950	36	30	82	76	36	30	82	76
Denver	15,000	.....	12,000	.....	11,785	.....	30	.....	92	.....	41	.....	131	.....
Douglas	360	360	360	360	345	360	2	2	7	6	2	2	7	6
El Paso	5,000	5,000	5,000	5,000	4,753	3,889	27	29	79	85	25	21	69	61
Fremont	1,200	.....	.....	.....	300	.....	6	.....	24	.....	6	.....	24	.....
Garfield	1,260	.....	.....	.....	715	715	4	4	16	16	5	5	17	17
Jefferson	.....	.....	.....	.....	510	.....	1	.....	7	.....	1	.....	.....	.....
Kiowa	.....	.....	.....	.....	752	.....	3	2	14	9	3	2	14	9
Kit Carson	1,100	.....	.....	1,100	153	1,100	10	9	1	26	10	10	27	39
Lincoln	.....	.....	.....	.....	600	.....	.....	.....	.....	.....	.....	.....	.....	.....
Logan	1,400	1,800	1,430	1,435	1,240	1,290	13	12	50	45	18	12	50	45
Mineral	.....	.....	.....	.....	.....	.....	1	.....	5	.....	1	.....	5	.....
Montrose	.....	.....	.....	.....	120	.....	1	.....	3	.....	1	.....	3	.....
Morgan	.....	.....	.....	.....	.....	973	.....	6	.....	21	.....	6	.....	21
Pueblo	5,000	5,000	3,000	4,500	3,136	3,461	40	49	144	174	31	30	109	117
Routt	228	.....	228	.....	408	.....	2	.....	6	.....	2	.....	6	.....
Washington	.....	.....	.....	.....	.....	.....	2	2	9	5	2	2	9	5
Weld	.....	3,000	.....	3,000	1,865	2,565	8	11	10	58	8	11	11	58
Yuma	400	200	200	200	160	.....	1	1	4	5	1	1	4	5
Totals	\$24,578	\$20,720	\$26,888	\$18,695	\$31,340	\$50,915	197	188	586	543	198	163	601	476

The sparsity of figures shown above, the inconsistency and inaccuracy of those given, and the percentage of counties not making any attempt to comply with the law or having no necessity so to do, confirm in an emphatic manner the justice of the request made in this report that this Department of State be given the facilities with which to employ such expert service as may be necessary for a complete survey.

COUNTY FARM REPORTS

	No. County Charges Present		No. Adult Blind Present		Tuberculars		No. of Persons Received During the Year		Estimated Value of Buildings and Plant		No. of Acres	
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918
Bent	1	---	---	---	---	---	10	---	\$ 5,500	---	80	---
Boulder	18	21	2	1	---	---	38	26	20,000	\$ 26,000	120	120
Chaffee	10	8	1	1	---	---	24	15	10,000	10,000	40	40
Delta	8	7	---	---	---	---	11	4	8,000	8,000	20	20
Denver	156	143	8	9	14	18	31	177	230,000	250,000	345	220
Eagle	3	3	---	1	---	---	8	6	7,000	20,000	40	200
El Paso	38	40	---	---	---	2	30	36	50,000	---	550	---
Fremont	41	36	1	1	4	1	48	55	---	6,000	46	40
Garfield	19	18	2	2	---	---	58	39	8,000	8,000	10	10
Gunnison	---	---	---	---	---	---	---	---	---	---	---	---
Jefferson	13	13	---	---	---	---	7	1	6,000	6,000	10	10
La Plata	---	---	---	---	---	---	---	---	---	---	---	---
Larimer (Farm and Hospital Comb.)	26	15	1	---	---	---	82	64	20,000	25,000	40	40
Logan	2	8	---	---	---	---	1	---	8,500	14,000	140	120
Montezuma	2	3	---	---	---	---	5	3	8,000	8,000	160	160
Otero	3	2	---	1	---	---	19	8	5,000	---	150	160
Ouray	7	5	1	---	---	---	1	1	10,000	10,000	36	36
Pueblo	70	65	2	3	---	---	233	144	30,000	40,000	20	17
Weld	25	28	2	2	3	2	215	163	18,000	18,000	5	---
Totals	442	415	20	21	21	23	821	742	\$444,000	\$449,000	1,812	1,193

[This section contains a large, faint, and mostly illegible document, likely a continuation of the report or a related administrative record. The text is mirrored and difficult to decipher.]

	Salary Paid County Commissioners as Superintendents of Poor		Salary or Fees Paid County Physicians		Total Expense Outdoor Relief		Total Expense County Poor Farm		Total Expense County Hospital		Amount Expended Under Mother's Compensation Act		Total Amount Expended for Relief of Poor		Receipts From Sale of Produce, Etc.		Total No. of Persons Receiving County Aid		No. of Insane or Feeble Minded at County Expense Not in Asylum		Total Expense to County of Insane or Feeble Minded Not in Asylum		Population of County		
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	
Adams				\$ 50 mo.									\$ 1,352	\$ 2,008			30	35						12,500	
Alamosa			\$ 300	300		\$ 980					\$ 15	\$ 90	400	1,070			11	26					7,000	7,000	
Arapahoe			400	400						\$ 3,260		1,544	2,356	2,021	1,856			100	36	4	3	\$ 1 day	\$ 480 year	12,000	13,000
Archuleta	\$ 50		400	300										504			9	9					3,000	3,000	
Baca			85	52		1,157							767	1,219			12	56					12,000	10,000	
Bent	150	\$ 75	600	600	\$ 1,976	2,718	\$ 752	\$ 981					3,478	4,961			24	20	3	2			11,000	10,000	
Boulder	350		1,748	1,828		11,327	6,043	6,831	3,174	11,747	2,950	2,906	26,968	38,820	\$ 3,266	\$ 4,873	202	180	23	16			32,000	35,000	
Chaffee	200	200	600	600			3,586	4,511					4,662	3,299			86	62					7,500	7,500	
Cheyenne	28	12	171	114	330			154					530	281			4	8					5,400	5,200	
Clear Creek	200	200					1,390	1,649					7,899	7,363			43	36					5,000	2,900	
Conejos													3,500	3,000			53	50	1	1	700	600	80,000	83,500	
Costilla			400	400									6,253	3,916			78	94					6,000	6,000	
Crowley	48	96	120	240		574				517			1,834	1,785			43	8	1	1	260	50	6,000	7,000	
Custer			150	150	33	46	474	826					1,105	1,023			4	3					1,900	2,000	
Delta	117		324	543	3,174	3,698	1,419	1,851			20		4,594	5,827	326	287	17	31	5	2			20,000	16,000	
Denver					*29,263	33,877					11,785	13,119					*2,420	1,436							
Dolores	\$5 a day		120		17									162			1	1					1,400	650	
Douglas	100	100	500	500	521	200			23	123	352	360	521	1,412			3	12	5	4			3,700	4,000	
Eagle		25	500	375	620	1,718	2,328	2,037	373	123			3,823	4,156		477	10	36	5	5			3,500	3,500	
Elbert			839	1,067	903	1,310			807	606			2,550	2,923			15	19					6,800	6,900	
El Paso	158		900	900	20,097	14,788	9,411	19,579			4,300	4,046	34,866	39,314	1,049	3,452							50,000	50,000	
Fremont	150		1,140	800	4,712	5,463	10,521	11,381		Included in farm	300		17,614	16,842	1,153	2,825	101	235	23	18			20,000	19,500	
Garfield	300		600	600	850	998	6,965	6,968		Included in farm	200	411	8,316	8,979	8,191	8,554	11	11	6	1			11,000	11,000	
Gilpin	200	200			5,346	4,734							5,346	4,734			44	35					2,500	1,489	
Grand			365	395	700								345	1,095			7	3	1	1			2,000	2,500	
Gunnison	600	200	600	600	3,085	2,206	1,320	2,858	2,150	94			7,758	6,962		865	64	55	2	3			6,000	6,000	
Hinsdale	Nothing to report																								
Huerfano	200	200	700	700	8,526								8,526	5,986			85		3	4			17,000	15,000	
Jackson			160	160									967	396					2	3			1,100	1,100	
Jefferson	200		280	578	4,889	9,192	3,477	3,464		421	450	490	8,816	12,657			80	80					15,000	15,000	
Kiowa	\$5 a day			52	752	907							762	959			23	11					3,200	4,000	
Kit Carson	355	80									1,048	1,210	3,470	2,317			32	17		2			8,000	8,000	
Lake			1,200	1,200	6,372	3,250		5,876	5,848				13,420	10,336			66	62	2	1			9,000	9,000	
La Plata	100		400	400	529	562			2,456				3,153	3,078			18	16					14,900	14,900	
Larimer			1,238	716	12,731	9,148	8,602	8,871		Included in farm			21,333	18,019	1,738	2,136	719	391	4	5			35,000	35,000	
Las Animas	150		800	800	10,562	13,869			3,402	3,950			18,202	19,773			102	94		3			40,000	40,000	
Lincoln			500	500							40	260	1,511	887			27	17					8,000	9,000	
Logan	\$25 mo.	275	287	432		495		1,901		624	1,225	1,168	714	8,149			24	80	1	3			19,549	20,000	
Mesa			1,000	1,005		3,562			4,023	3,619	725	879	7,621	9,667		480	153	136		1			25,000	25,000	
Mineral			100	150							75	360	658	1,243			9	6					875	1,000	
Moffat			40										945	886			2	2		3			5,800	5,800	
Montezuma																									
Montrose				360		1,955				2,780				5,096		200					11			13,500	
Morgan	200	200		1,343	740	3,354	3,071		970	1,384	1,969	1,297	7,034	6,894			75	65	3				12,000	15,000	
Otero	300	300	2,239	1,885	3,910	4,570	1,409	1,316	1,181	1,529	891	1,005	11,636	10,606	450		150	202		1			23,000	23,000	
Ouray	60	60	200	400		105	3,363	2,967					1,364	4,533	351		7	7					3,500	3,300	
Park	No report.																								
Phillips	\$5 day	\$5 day		Fees									947	991			5	9					4,500	5,000	
Pitkin	200		600	600									3,463	2,992			27	24		2			4,800	4,800	
Prowers			570	720	4,470	5,490							4,770	5,490			139	74	11				16,000	13,000	
Pueblo				1,500		8,642		10,039		See farm		4,361		28,142		183		234		50				65,000	
Rio Blanco			120	120									1,231	1,338			5	8					3,000	3,250	
Rio Grande			375	425		1,305							1,768	1,305			13	28					7,500	8,000	
Routt			200							1,317			2,839	2,938			25	18	7	1			8,500	8,500	
Saguache																									
San Juan			300	300					864	1,187			2,527	3,021			8	9	1				2,000	2,000	
San Miguel	200	200	300	300					300			720	4,000	1,900			54	33	5	1			2,700	6,000	
Sedgwick	60	60	9	37									1,027	1,390			6	9					3,500	3,500	
Summit			420	420	1,621	655			3,170	2,416			4,792	3,491	384		17	13					2,500	1,800	
Teller		83	75	75	6,888	6,005			12,709	12,600			19,673	18,605			172	178	1	2			10,783	9,000	
Washington			91	114	925	694					364	453	1,380	1,259			46	41					9,500	9,000	
Weld	150		3,807	4,033	14,209	10,903			6,178	8,305	1,910	2,380	26,254	26,822	511	1,545									

COUNTY FARM REPORTS

County	No. County Charges		No. Adult Blind		No. of Persons Received		Estimated Value of Buildings and Plant	
	1917	1918	1917	1918	1917	1918	1917	1918
Adams	1	1	1	1	1	1	2,000	2,500
Albany	1	1	1	1	1	1	2,000	2,500
Atkinson	1	1	1	1	1	1	2,000	2,500
Beck	1	1	1	1	1	1	2,000	2,500
Bent	1	1	1	1	1	1	2,000	2,500
Boulder	1	1	1	1	1	1	2,000	2,500
Butte	1	1	1	1	1	1	2,000	2,500
Chaffee	1	1	1	1	1	1	2,000	2,500
Clear Creek	5	1	1	1	1	1	2,000	2,500
Custer	1	1	1	1	1	1	2,000	2,500
Denver	203	214	37	32	3,641	3,356	250,000	250,000
Gunnison	4	4	4	4	12	12	2,000	4,000
Lake	21	22	3	4	11	16	5,000	4,000
Montrose	11	12	1	1	12	12	2,500	5,000
Park	6	4	1	1	6	10	4,000	3,000
Summit	4	2	1	1	43	41	9,500	9,500
Teller	25	17	1	1	68	17	25,000	268,500
Total	276	276	7	6	40	34	\$ 25,000	\$ 268,500

COUNTY HOSPITAL REPORT

County	No. County Charges Present		No. of Adult Blind Present		Tuberculars		No. of Persons Received During the Year		Estimated Value of Buildings and Plant	
	June 30		June 30							
	1917	1918	1917	1918	1917	1918	1917	1918	1917	1918
Clear Creek	5	1	1	1	1	1	1	1	2,000	2,500
Custer	1	1	1	1	1	1	1	2	2,000	2,500
Denver	203	214	37	32	37	32	3,641	3,356	250,000	250,000
Gunnison	4	4	4	4	4	4	12	12	2,000	4,000
Lake	21	22	3	4	3	4	11	16	5,000	4,000
Montrose	11	12	1	1	1	1	12	12	2,500	5,000
Park	6	4	1	1	1	1	6	10	4,000	3,000
Summit	4	2	1	1	1	1	43	41	9,500	9,500
Teller	25	17	1	1	1	1	68	17	25,000	268,500
Total	276	276	7	6	40	34	3,794	3,464	\$ 25,000	\$ 268,500

PRIVATE CHARITIES

The statistical table concerning private charities gives details concerning those private institutions and associations operating under license from the state board, so far as it is possible for us to dissect the figures as they come to us on the blanks furnished for that purpose. The character of relief dispensed differs so widely as between *institutions* and *associations*, and then again differs according to the nature of the relief, so that it is almost necessary to see each individual report to thoroughly understand the figures. Then, again, some are only *partially* eleemosynary.

These reports are all to be found in the files of the State Board of Charities and Corrections, and we invite all those interested to come to the office and see these reports, or write us for detailed statements of any of particular interest.

From the tables given, it seems evident that the expense of granting relief through private agencies is much greater than if it were done through the statutory authorities of the state and respective counties, besides which there is great overlapping and lack of uniformity. The overhead expense, including salaries, etc., is much greater when made by a large number of agencies independent of each other than when all are under the direction of a central authority.

While the private agency is far more likely to have the trained and experienced "social worker" than the public agency, nevertheless the lack of official and statutory supervision over both methods and money, scatters the efforts and results in great waste. On the other hand, it would probably take the state or any county of the state a long time to get its public offices in such shape as to take over the splendid work done by many of the private charities.

With all these employees under a civil service law so administered as to make its examinations practical tests for special qualifications for the duties to be performed, the trained and experienced private "social workers" have a chance to become public servants.

CONCENTRATION OF AUTHORITY AND CO-OPERATION is the order of the day.

	Institutions Total Number Cared for						Associations Total Number Aided				Total Receipts		Expenses for Salaries, Wages, Rent, Office Expenses, Nurses, Investigators' Wages, Etc.		Expense for Relief		Total Expense		
	1917		1918		1917		1918		1917	1918	1917	1918	1917	1918	1917	1918	1917	1918	
	Male	Female	Total	Male	Female	Total	Families	Individuals	Families	Individuals	\$	\$	\$	\$	\$	\$	\$	\$	
Boulder County—																			
Associated Charities																			
Denver County—																			
Adult Blind Home	24	4	28								5,899		1,920			1,662		3,582	
Byers Home for Boys.....	39		39	57		57					5,003	5,865	1,852	2,501	3,000	2,801	4,852	5,303	
Church Convalescent Home	161		161	143		143					3,210	450	1,274	168	606	63	1,881	231	
Children's Hospital	440	449	889	864	794	1,678					256,360	71,104	12,680	44,877	6,350	17,407	19,036	62,084	
Clifton Hughes Training School for Girls.....		122	122		128	128					12,373	14,078	5,169	6,158	7,203	8,818	12,373	14,976	
Colorado Christian Home	45	55	100	30	20	50					3,573	857	1,924	2,430	2,046	2,915	3,970	5,345	
Colorado Cottage Home.....	21	46	67	18	67	85					4,160	6,088	3,171	5,130	1,187	931	4,358	6,061	
Colorado Prison Association.....								474	588		11,833	13,318	10,142	10,738	706	1,097	10,848	11,836	
Denver Coal Guild.....							776		208		1,623	1,335	24	30	1,534	197 Tons of Coal Donated	1,559	935	
Denver Orphans' Home.....	130	99	229			252					20,219	20,513	12,187	9,982	8,090	8,188	20,277	18,170	
Denver Sheltering Home for Jewish Children.....	237	270	507	134	131	265					15,281	13,988	4,281	4,554	4,045	1,846	8,327	6,400	
Epworth Institutional Church.....									Cannot Give		7,301	7,423	6,464	4,473	835	2,949	7,299	7,423	
Florence Crittenton Home.....		168	168		215	215					13,912	14,573	6,953	6,585	6,483	7,082	13,467	13,667	
Flower Girls' Association.....											1,138	1,038	855	944		855		944	
Frances Willard Association.....									Cannot Give		1,159	1,015	585	543	330	296	880	840	
Globeville Social Service Club.....									Day Nursery		1,161	1,296		989	890				
Hospital Saturday and Sunday Association.....									160		8,134	13,845	982	1,529	2,914	3,081	3,876	4,610	
House of the Good Shepherd.....		340	340		354	354					66,965	72,603	26,502	21,946	39,193	49,037	65,695	70,981	
Old Ladies' Home.....		68	68		72	72					18,326	19,509	5,943	7,929	8,958	9,718	14,901	17,648	
Italian Mission									Cannot Give		9,783		8,445		935		9,380		
Jewish Aid Society.....																			
Beile Lennox Home.....	59	24	83	65	33	98					9,848	11,533	4,538	4,910	4,881	6,347	9,418	11,159	
Mt. St. Vincent's Orphanage.....	230	22	252	240		240					14,812	20,255	6,978	8,326	6,470	11,280	13,446	19,606	
National Jewish Hospital.....	291	85	376	259	103	362					173,556	174,718	56,782	68,540	53,224	44,180	110,006	110,720	
Needlework Guild of America.....									Cannot Give		85	93	80	90				90	
Neighborhood House									Do Not Give		5,727	5,638	4,992	3,758	634	1,333	5,626	5,091	
Queen of Heaven Orphanage.....		200	200		200	200					11,354	11,982	3,811	3,736	6,278	8,246	10,089	11,982	
Salvation Army									Cannot Give		11,973	15,515	5,011	5,705	3,840	5,952	9,752	11,657	
Bands House		27	27		30	30					4,037	3,008	1,663	1,936	1,278	1,374	2,941	3,310	
Social Center and Day Nursery.....											4,062	9,126	3,090	4,464					
Social Service Bureau.....							1,795	5,346	1,759	5,452	11,666	10,644	4,568	5,063	8,853	5,130	11,421	10,194	
St. Clara's Orphanage.....	126	293	419	136	287	423					20,423	21,335	8,200	8,011	12,222	13,323	20,423	21,334	
Sunshine Rescue Mission.....									Do Not Give		13,994	12,212	7,089	6,382	4,430	4,019	11,520	10,401	
Tolstoi Guild									About 50		878	1,058			871	489			
United Workers for the Blind.....												359		222		66		288	
Visiting Nurses' Association.....								1,782	1,774		9,635	10,366	7,877	985	560	856	8,437	1,841	
Volunteers of America.....							89	476	106	483	8,605	9,599	6,810	7,362	1,303	1,298	8,113	8,660	
Workingmen's Catholic Mission.....																			
El Paso County, Colorado Springs—																			
Associated Charities							378	1,305	313	1,060	10,213	13,129	2,789	2,048	6,413	5,724	9,202	8,272	
Boys' Club Association.....									Cannot Give		2,546	1,910	1,243	1,446		65	1,243	1,512	
Day Nursery	26	37	63	126	75	201					8,452	6,593	5,385	2,793	2,268	3,048	7,653	5,842	
Hebrew Benevolent Association.....																			
Salvation Army								154			2,877	2,015	1,542	1,423	911	446	5		
Sunnyrest Sanatorium	21	22	43	24	24	48					20,276	14,475	4,008	3,194	4,089	4,957	8,098	8,152	
Visiting Nurses' Association.....								740	226		6,396	6,828	4,416	4,403	282	388	4,698	4,792	
Huerfano County, Walsenburg—																			
Co-operative Board of Charities.....											80			97					
Jefferson County, Golden—																			
Craig Colony	180		180	190		190					12,418	20,280	1,899	1,837	5,954	6,025	7,853	7,862	
Jewish Consumptives' Relief Association.....	306	95	401	322	90	412					143,212	209,338	78,509	92,702	30,221	47,924	108,730	145,736	
Larimer County, Ft. Collins—																			
Associated Charities								167	20	80	405	187	38	30	182	47	221	77	
Morgan County, Brush—																			
Eben Ezer Mercy Institute.....	197	166	363	198	199	397					30,445	35,530	8,565	8,913	10,501	11,035	19,066	18,984	
Otero County, Rocky Ford—																			
Associated Board of Charities.....								115	38	70	446	158	22		334	121			
Pueblo County—																			
Bureau of Charities and Social Service.....							182	630	275	936	4,403	4,979	2,726	2,352	1,598	2,232	4,324	4,585	
Lincoln Home																			
McClelland Orphanage	41	49	90	80	66	146					6,467	8,103	2,696	2,250	3,720	4,840	6,416	7,091	
Settlement House Association.....									Settlement Work				130	562					
Salvation Army											2,174	1,911	1,751	1,587					
Sacred Heart Orphanage.....	101	125	226	128	119	247					15,739	19,046	7,101	8,492	4,436	5,682	11,538	14,174	
Weld County, Greeley—																			
Associated Relief								Not Given	63	241	2,481	3,135	337	596	2,389	1,939	2,726	2,536	
Totals	2,843	2,598	5,280	3,032	3,150	16,654	31,000	12,269	3,144	11,184	\$1,036,555	\$949,580	\$357,522	\$388,257	\$274,149	\$315,153	\$621,213	\$704,446	

Equipment, buildings or improvements not included in expense.

Sometimes the "overhead" expense seems too high, when in reality the "overhead" is the service itself, like visiting nurses, or investigators who are relief agents.

The statis details concern erating under 1 for us to dissee nished for that so widely as bet differs accordin necessary to see the figures. Th

These repor of Charities and come to the offi statements of an

From the of granting reli if it were done and respective c and lack of un aries, etc., is m agencies indepen direction of a ce

While the trained and expc nevertheless the both methods a great waste. On or any county of such shape as to private charities.

With all th ministered as to qualifications for perienced privat public servants.

CONCENTR TION is the order

Insert Between Pages 58 and 59—Board of Charities

100	Denver Coal Field
101	Denver Orphans Home
102	Denver Redwing Home for Jewish Children
103	Denver Y. M. C. A.
104	Denver Y. W. C. A.
105	Denver Y. N. C. A.
106	Denver Y. G. C. A.
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108	Denver Y. P. C. A.
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200	Denver Y. W. C. A. (Branch)

BOULDER COUNTY

ASSOCIATED CHARITIES

Boulder.

(Incorporated 1913)

Dr. Frank O. Burdick.....President

Miss Mae MacLean.....Secretary

To assist all worthy poor and distressed persons of Boulder; to provide them with employment and to render other judicious aid.

CITY AND COUNTY OF DENVER

ADULT BLIND HOME

1316 Bannock Street, Denver

George W. Olinger.....President

R. M. Crain.....Secretary

Mrs. E. L. McIntosh.....Matron

To maintain a home for the adult blind of Denver and to assist any blind person.

BYERS, E. M., HOME FOR BOYS

64 West Alameda Avenue, Denver

(Incorporated 1903)

Mrs. W. M. Byers.....President

Miss Julia Hudson.....Secretary

E. O. Martin.....Superintendent

To afford a home for orphan and half-orphan boys. To build character and to make useful, self-supporting citizens.

CHILDREN'S HOSPITAL ASSOCIATION

Nineteenth and Downing Streets, Denver

(Incorporated 1910)

Mrs. James C. Burger.....President

Mrs. Norman Read.....Secretary

Mrs. Oca Cushman.....Matron

To furnish medical and surgical aid to sick and crippled children under 16 years of age.

CHURCH CONVALESCENT HOME ASSOCIATION

201 West First Avenue, Denver

(Incorporated 1914)

Mrs. Vincent R. Jones.....President

Mrs. E. W. Robinson.....Secretary

Mrs. Ida M. Warren.....Matron

To care for convalescent women and girls from the county and free wards of all hospitals in Denver, and provide suitable employment, encourage and promote industry.

CLIFTON HUGHES TRAINING SCHOOL FOR GIRLS
Eighth Avenue and Oneida Street, Denver
(Incorporated 1900)

Henry M. Porter..... President
Rev. A. Peck..... Secretary
Mrs. A. C. Peck..... Superintendent
Religious, educational and industrial training of young girls.

COLORADO CHRISTIAN HOME
4325 West Twenty-ninth Avenue, Denver

Harold Lockwood..... President
Mrs. Joel Wood..... Secretary
Mrs. M. B. Walker..... Matron
To aid homeless children.

COLORADO COTTAGE HOME
427 Fairfax Avenue, Denver
(Incorporated 1885)

Mrs. F. I. Smith..... President
Mrs. H. V. Kepner..... Secretary
Mrs. M. F. Young..... Matron
To shelter and care for betrayed girls before and during confinement.

COLORADO PRISON ASSOCIATION
State Capitol
(Incorporated 1905)

E. R. Harper..... President
Mrs. Lucy Harrington..... Secretary
W. E. Collett..... Executive Secretary
To aid discharged and paroled prisoners and their families;
to conduct preventive and educational work for the betterment
of prison conditions.

DENVER COAL GUILD
(Incorporated 1911)

Mrs. John A. Nelson..... President
Mrs. Ellen S. Herrick..... Secretary
To send one-half ton of coal to poor families at request of
our members.

DENVER FEDERATION FOR CHARITY AND PHILANTHROPY
251 Coronado Building
(Incorporated 1914)

Frank L. Woodward..... President
Rev. D. H. Fouse..... Secretary
C. M. Schonek..... Treasurer
Guy T. Justis..... Executive Secretary
Centralized effort to effect economies in administration of
subscribed funds and to assist members in administration methods.

DENVER ORPHANS' HOME
Colfax and Albion Streets, Denver

Mrs. Geo. P. Sanger.....	President
Mrs. Maude F. Downs.....	Secretary
Miss Mary Stalker.....	Matron

To administer the affairs of a home for the care, relief and protection of needy children.

DENVER SHELTERING HOME FOR JEWISH CHILDREN
Nineteenth and Julian Streets Denver
(Incorporated 1909)

Mrs. J. N. Lorber.....	President
Max Schayer.....	Secretary
R. Shrank.....	Superintendent

Care of dependent children.

EPWORTH MISSION
Thirty-first and Lawrence Streets, Denver

H. E. Johnson.....	President
P. R. Naylor.....	Secretary
Rev. A. N. Chapman.....	Superintendent

To serve as a center of the physical, social and intellectual and spiritual life of the community and to further development along these lines.

FLORENCE CRITTENTON HOME
4191 West Colfax Avenue, Denver
(Incorporated 1899)

Mrs. A. M. Donaldson.....	President
Mrs. J. A. Wright.....	Secretary
Mrs. Helen Cotten.....	Matron

Girl saving.

FLOWER GIRLS' ASSOCIATION
531 Fifteenth Street, Denver

Mrs. A. S. Carter.....	President
Miss Olive Wilkins.....	Secretary

To secure flowers and distribute them among the sick and needy of the city, and to bring sunshine and happiness into the lives of those in want and distress.

FRANCES WILLARD ASSOCIATION
919 Larimer Street, Denver
(Incorporated 1904)

Mrs. Ida Taylor.....	President
Miss M. B. Cannon.....	Secretary
Mrs. E. M. Craise.....	Superintendent

Material relief, social betterment, and Christian and temperance education.

GLOBEVILLE SOCIAL SERVICE CLUB
4414 Logan Street, Edgewater
(Incorporated 1909)

Luan B. Hanna.....President
Mrs. A. G. Dawson.....Secretary
Mrs. Mary Hardeman.....Superintendent
Day nursery during school year for children whose mothers
are obliged to be away from home during the day.

HOSPITAL SATURDAY AND SUNDAY ASSOCIATION
1440 Curtis Street, Denver

Oscar D. Cass.....President
Archibald A. Lee.....Secretary
To care for all deserving cases of the sensitive sick poor
needing hospital service that is possible under the fund.

HOUSE OF THE GOOD SHEPHERD
Louisiana Avenue and Colorado Boulevard, Denver
(Incorporated 1885)

Sister M. Emiliana.....President and Superintendent
Sister M. St. Euphemia.....Secretary
Reformation of wayward girls beyond parents' control, and
care of orphaned or destitute little girls.

ITALIAN MISSION
West Thirty-sixth and Lipan Streets, Denver

Wm. D. Downs.....President
Frank McDonough.....Secretary
Rev. F. P. Sulmonetti.....Superintendent
To seek and to save that which was lost.

JEWISH AID SOCIETY
1206 Fifteenth Street, Denver

Mr. J. J. Jaffa.....President
Mr. Nathan Rothschild.....Secretary
Mrs. Ray David.....Superintendent
To relieve poverty and extend social service.

LADIES' RELIEF SOCIETY
Thirty-eighth and Quitman Streets, Denver
(Incorporated 1874)

Mrs. Frank Keezer.....President
Mrs. Dewey C. Bailey.....Secretary
Mrs. Emma Wilcox.....Matron
To provide a home for old ladies over 65 years of age.

LENNOX HOME

Federal Boulevard and West Thirty-seventh Avenue, Denver
(Incorporated 1900)

Henry M. Porter President
Rev. A. C. Peck Secretary
Mrs. A. C. Peck Superintendent
Christian training and education of children of both sexes.

MOUNT ST. VINCENT'S HOME

Highland Station
(Incorporated 1892)

Sister Angela President and Superintendent
Sister Mary Anthony Secretary
To care for poor, neglected boys; also infants.

NATIONAL JEWISH HOSPITAL

3800 East Colfax Avenue, Denver

Mr. Samuel Grabfelder President
Mrs. S. Pisko Secretary
Dr. Saling Simon Superintendent
Treatment of indigent consumptives.

NEEDLEWORK GUILD OF AMERICA

(Incorporated 1896)

Mrs. Geo. L. Nye President
Miss Anna McNamara Secretary
To collect new garments and distribute them to hospitals,
homes, and other charities.

NEIGHBORHOOD HOUSE

966 Galapago Street, Denver
(Incorporated 1903)

Mrs. E. S. Kassler President
Mrs. W. C. McLean Secretary
Mrs. Cruise Matron
Day nursery provides mother's care to children whose
mothers are bread winners.

QUEEN OF HEAVEN ORPHANAGE

4825 Federal Boulevard, Denver

Mother Candida Santagostino Superior
Caring for orphans, half-orphans, and destitute children.

SALVATION ARMY INDUSTRIAL HOME

1414 Larimer Street, Denver
(Incorporated 1899)

Evangeline Booth President
Thomas Estill Secretary
Captain Thos. W. Pipes Manager
Temporary relief and employment for homeless and needy
men; to aid them in becoming self-supporting.

SANDS HOUSE
Lakewood
(Incorporated 1915)

Mrs. J. J. Flint	President
Mrs. O. O. Russell	Secretary
Miss Medora Boggs	Matron

To maintain a home for destitute tuberculous women.

SOCIAL CENTER AND DAY NURSERY
2748 Lawrence Street, Denver
(Incorporated 1911)

Mrs. Thos. Daly	President
Mrs. W. R. Eaton	Secretary
Mary E. Holland	Matron

Caring for children of working women during working hours and carrying on social settlement work.

SOCIAL SERVICE BUREAU
1731 Arapahoe Street, Denver
(Incorporated 1915)

Halsted L. Ritter	President
Mrs. Anna G. Williams	General Secretary

Relief and family rehabilitation.

ST. CLARA'S ORPHANAGE
3800 West Twenty-ninth Avenue, Denver
(Incorporated 1907)

Sister M. Clara	President
Sister M. Helena	Secretary

Taking care of orphans, needy and destitute children.

SUNSHINE RESCUE MISSION
1822 Larimer Street, Denver
(Incorporated 1912)

H. W. Moore	President
James H. Pershing	Secretary
Jim Goodheart	Superintendent

For the re-establishment and reconstruction of lives of broken humanity; furnishing employment; re-uniting homes and preaching the Gospel.

TOLSTOI GUILD
1033 Humboldt Street, Denver

Mrs. E. W. Hurlbut	President
Mrs. M. B. Hardesty	Secretary

Immediate relief to any worthy poor: food, fuel, clothing, rent medicine, taxes, care of sick.

UNITED WORKERS FOR THE BLIND

73 Inca Street, Denver

Lucius M. Wilcox President

E. J. Clark Secretary

To promote the industrial, social, educational and economical welfare of the blind.

VISITING NURSE ASSOCIATION

535-36 Temple Court Building, Denver

(Incorporated 1902)

Mrs. Gordon Jones President

Miss Stella McPhee Secretary

Miss Mary MacKay Supt. Nurse

To give to the poor and needy and those of moderate means the best home nursing under existing conditions.

VOLUNTEERS OF AMERICA

1651 Larimer Street, Denver

(Incorporated 1896)

Ballington Booth President

J. W. Merrill Secretary

Colonel A. C. Wright Superintendent

Religious and charitable work.

EL PASO COUNTY

ASSOCIATED CHARITIES

415 Hagerman Building, Colorado Springs

Eugene P. Shove President

Dr. Mary Noble Secretary

Justin L. Hills Agent

To provide adequate relief for those in need; to develop the applicant's resources for self-help and to promote social betterment.

BOYS' CLUB ASSOCIATION

605 South Tejon Street, Colorado Springs

(Incorporated 1896)

Mrs. Chas. L. Tutt President

Miss May Kyle Secretary

Fred R. Smith Superintendent

To care for, nurture and promote the moral, mental and physical well-being of boys.

DAY NURSERY

822 South Tejon Street, Colorado Springs
(Incorporated 1898)

Mrs. F. M. P. Taylor.....	President
Miss Sarah Warren.....	Secretary
Mrs. Baughem.....	Matron

To assist working men and women in care and education of their children. Work entirely non-sectarian.

HEBREW BENEVOLENT ASSOCIATION

Colorado Springs

N. Leipheimer.....	President
M. Greenberg.....	Secretary

Care of all cases of need.

SALVATION ARMY

124 East Huerfano Street, Colorado Springs

Gideon Whaley.....	Manager
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Religious and charitable work.

SUNNYREST SANATORIUM

Colorado Springs

(Incorporated 1911)

Asa T. Jones.....	President
Sister Ida Tobschall.....	Superintendent

To provide care for indigent and semi-indigent, who have tuberculosis in the early stages.

VISITING NURSE ASSOCIATION

Colorado Springs

(Incorporated 1912)

Mrs. John G. Shields.....	President
Mrs. Leonard Curtis.....	Secretary
Miss Olive Chapman.....	Supervisor

To benefit those otherwise unable to secure trained nursing in time of illness; to teach the proper care of the sick and to promote cleanliness.

JEFFERSON COUNTY

BROTHERLY RELIEF COLONY

6000 West Colfax Avenue, Edgewater

(Incorporated 1910)

Mrs. Homer Cones.....	President
Mrs. Fred W. Herbert.....	Secretary
Robt. S. Irwin, M.D.....	Superintendent

To furnish a refuge for destitute consumptives and provide for them medical attendance, good food and sanitary conditions.

JEWISH CONSUMPTIVES' RELIEF SOCIETY

412 Wyoming Building
Denver

Dr. Philip Hillkowitz	President
Dr. C. D. Spivak	Secretary
Dr. M. I. Marshak	Superintendent

To care for and treat indigent tuberculous patients in all stages of the disease, irrespective of creed or nationality, free.

LARAMIE COUNTY

ASSOCIATED CHARITIES
Fort Collins, Colorado

Rollin Adams	President
Dr. G. C. Wilke	Secretary

To assist worthy and distressed persons in such ways as are deemed best.

MORGAN COUNTY

EBEN-EZER MERCY INSTITUTE
Brush, Colorado

Rev. G. B. Christiansen	President
Rev. J. Madsen	Secretary and Superintendent

To conduct a sanatorium for tuberculous patients, a home for old people, a small general hospital, also to train Christian men and women for such work.

OTERO COUNTY

ASSOCIATED BOARD OF CHARITIES
Rocky Ford, Colorado

Mrs. F. W. Welland	President
Mrs. R. W. Beney	Secretary

To help the sick or needy regardless of race or creed.

PUEBLO COUNTY

BUREAU OF CHARITIES AND SOCIAL SERVICE
Pueblo, Colorado
(Incorporated 1916)

Rev. Thomas Casady	President
Rev. John McKee	Secretary
Mrs. Louise Patterson	Superintendent

Relief and family rehabilitation.

LINCOLN HOME
Pueblo, Colorado

Mrs. Ben Bridgeford	President
Altha L. Brandon	Secretary
Mrs. J. W. Jordan	Matron

To care for dependent colored old folks and children.

McCLELLAND ORPHANAGE
Pueblo, Colorado
(Incorporated 1905)

W. L. Hartman	President
O. K. Maynard	Secretary
Clio Nesbit	Matron

The care of homeless and orphan children.

PUEBLO SETTLEMENT HOUSE ASSOCIATION
Pueblo, Colorado
(Incorporated April 14, 1915)

J. E. Creel	President
Miss Lelia Raff	Secretary
Milo L. Whittaker	Superintendent

To train the youth of the city into ways of better citizenship.

SALVATION ARMY
224 West Second Street
Pueblo, Colorado

Captain Edward Clark	Manager
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Religious and charitable work.

SACRED HEART ORPHANAGE
Pueblo, Colorado

Venerable Sister M. Gertrude	President
Sister M. Perpetua	Secretary
Venerable Sister Mary Gertrude	Superintendent

The care of orphans, of destitute and homeless children.

WELD COUNTY

ASSOCIATED RELIEF
Greeley, Colorado

Mrs. Josephine Cheeseman	President
Miss Marian Van Dyne	Secretary

To relieve cases of want, to find employment for the idle, and to concentrate the activities of the various charitable agencies.

THE COLORADO COMMITTEE ON SOCIAL LEGISLATION

This committee was created in the summer of 1918 for the purpose of providing a medium through which individuals and societies directly interested in social legislation might co-operate, to the end that duplication of effort might be avoided, that unwise social legislation might be prevented and that a more definite constructive program of social legislation might be intelligently prepared and properly presented to the coming session of the legislature.

The original membership of the committee consisted of the officials of public and private social agencies and others interested in social welfare, and after having been made permanent representative people from every legislative district in the state were invited to become members.

The sub-committees of this committee, which have already been created, will have charge of bills pertaining to the following subjects: Health, Health Insurance, Tuberculosis, Education, Child Welfare, Labor, Public Institutions, Social Evil.

The bills of special importance which have been considered by the committee are:

1. Amendment to the Industrial Law and Workmen's Compensation Act.
2. Bill providing for a Children's Code Commission.
3. An Act relating to the employment of children.
4. An Act relating to the jurisdiction of courts in cases concerning children.
5. An Act restoring to the Juvenile Courts jurisdiction and power in cases of adults when charged with offenses against children.
6. Compulsory physical training in the schools (originally known as the military training bill).
7. Amendment of the Minimum Wage Law so as to make it effective.
8. Legislation concerning the office of the State Superintendent of Public Instruction, and educational bills generally.
9. Public Health, Woman's Reformatory, etc.
law of this State.

THE NATIONAL CONFERENCE OF SOCIAL WORK

Held at Kansas City, May 15-22, 1918

First of all, I wish to call attention to the fact that the title of the national organization has been changed from "Charities and Correction" to "Social Work." The word "charity" has been, or is being, eliminated from the vocabulary of English-speaking people.

Speakers of national repute at this last convention expressed a hope that the word "charity" would also be eliminated from the title of state boards and social welfare organizations, where it has not already been done.

Relief should be **constructive**, and should not be dispensed as dollars and cents, but (1) in the form of work to which the recipient is adapted; (2) education or training for work if the would-be charity patient is capable of receiving instruction; or (3) material, medical and surgical care, of the very best, should be dispensed by the state as their just dues and rights to those totally unable to care for themselves—the "socially inadequate," as they are sometimes called—be they the aged poor, the neglected and deserted children and orphans, or the mentally incompetent.

The state should care for its people in the same systematic and business-like manner as it does for its property.

The annual meeting of the National Conference of Social Work is the recognized foregathering of practical social service agencies and workers in America. It had its origin in a National organization of State Boards, and hence originally consisted of public agencies only. It has developed and grown until it now numbers in its membership and delegates all those actively engaged in social work, whether as a public or private agent. All who are interested in its objects are invited to participate. Ex-Presidents of the National Conference, and other officers and members, were the first to be sent to the battlefields of France by the National Government, because of their efficiency in social welfare lines. Henry P. Davison, Chairman of the War Council of the Red Cross, is now fighting tuberculosis and promoting child-welfare work.

President Rutherford B. Hayes said: "Name the famous prisons, asylums, reformatories and other similar institutions and the eminent specialists at their heads, and you will find you have named the prominent members of this Society."

S. E. Smith, Superintendent of the Eastern Indiana Hospital for the Insane, 1915, says: "Its active membership includes the best-known social workers of America. The National Conference is the mother of advanced social movements."

Graham Taylor, President of the National Conference, 1914, says: "Such a national gathering is like a great burning glass that seizes all the rays of the sun and brings them into one focus of light and heat. Here have been gathered, West and East, North and South, black and white, Jew and Christian, Protestant and Catholic, in one bright spot, where, forgetting their differences, they have met, mingled and exchanged values. Without compromising any one's convictions, with sincere respect for each other's ideals, all these men and women agree to differ, and yet find themselves in substantial agreement both in the spirit and the standards which they exact of each other. Their orthodoxy is big and broad enough to count them all in, because it is the orthodoxy of the spirit."

Institutions have been the subject of discussion at every annual meeting, and in one way or another the Conference has been defining and raising the standards of administration of all types of institutions ever since its organization in 1874.

And how little attention has been paid by the officials, the legislators or the citizenry of Colorado to the highest source of information and education that exists for the good of the people of our state!

There are probably at least 75,000 men and women engaged in institutional work in the United States and Canada, and this is their one common meeting place. The questions commonly discussed at the annual meetings of the Conference are:

CHILDREN:

Children's Institutions, Children's Codes, Child Labor, Interrelations of the School and Social Work, Vocational and Physical Training in the Schools, Malnutrition among School Children, Diagnosis of School Children, Infant Mortality, Children's Protective Societies, Pensions to Mothers, Recreation, the Child in Court and Juvenile and Domestic Relations Courts, Probation, the Country Child, and the Unmarried Mother and her Child, Home Service Problems, Aid for Expectant Mothers, State Care of Mothers and Infants, Backwardness and Mental Defectiveness, Minimum Wage Laws and other Labor Legislation.

SPECIAL PROBLEMS OF THE INSANE, DEFECTIVE, PAUPER AND CRIMINAL CLASSES:

The Psychopathic Hospital, Commitment Laws, the Colony Plan, Types of Buildings for the Feeble-minded, Community Control of the Feeble-minded, Vocational Training in Institutions, Convict Camps, the County Jail, the Almshouse, Causes of Delinquency, Public Health, Public Defender and Adult Probation.

Tuberculosis, Venereal Disease—the prolific cause of blindness and mental and physical defectives.

The keynote of the last meeting of the National Conference was "Reconstruction After the War," just as "The War" was the subject on everybody's tongue the year before. The discussions covered every phase of the social welfare of a new-born world, and were entered into by the greatest authorities in their own particular lines in America. It is well for all of us that we take heed of their words.

THE STATE BOARD OF CHARITIES AND CORRECTIONS OF COLORADO.

State Boards are, or should be, the pivot around which all social welfare activity and legislation should revolve, because in the State Board is vested the statutory authority of supervision and direction, and it is the permanent department of state which has to do with all the changing conditions of society, out of which grow the transitory and temporary organizations.

Even our Council of Defense, particularly the Woman's Council of Defense, now that the war is over, is devoting its attention to necessary social legislation, particularly along child welfare, and public health lines. As magnificent and important as this organization has been and is, it has no statutory authority, is more or less voluntary, and cannot be made the "central bureau."

All the war organizations will pass away after the mission for which they have been created shall have been fulfilled. But the permanent thing that will remain with us is the training in public affairs that these volunteer workers have received, and they will propose and push the right sort of social legislation, with an understanding they have not hitherto possessed; and they will personally take a hand in the administration of the laws which they have been instrumental in helping to have enacted.

IN COLORADO THE STATE BOARD OF CHARITIES AND CORRECTIONS HAS NOT RECEIVED THE RECOGNITION DUE TO ANY STATE DEPARTMENT, PARTICULARLY THE DEPARTMENT MOST DIRECTLY CONCERNED WITH THE TOPICS OF THE DAY.

I do not pretend to say on whose shoulders should fall the blame. Perhaps it lies in the fact that this is an unpaid Board, and like all unpaid boards, has not the time to devote to the work of the Board to demand the attention of the volunteer workers, and the citizens at large: or, perhaps it has never been shown to any legislature that the functions of the Board having supervision over the human lives and welfare of a whole state require an organization quite equal to, if not surpassing, the State Board having supervision over the lands, or the mines, or the roads, or the live stock, of a state, and really needs a number of

employees, with very specific and carefully defined duties, which can only be performed by experts in their respective lines.

Certain it is that into the office of this Board must come the reports from every county official, the heads of all state and county, institutions, every private institution and association, on every subject pertaining to social welfare; and also into this office come the periodicals and reports from everywhere relating to these and kindred subjects. I am compelled to note the woeful lack of consultation of these records and authorities on the part of volunteer agencies.

FURTHER, THIS BOARD SHOULD BE REORGANIZED IN SUCH MANNER AS TO ENABLE IT TO PERFORM ITS NATURAL FUNCTIONS OR IT SHOULD BE ABOLISHED.

A digest of the laws of other states, the reports of the best authorities in the country on recent tendencies in state supervision and control, and the observations which I have made when inspecting and investigating institutions in other states and noting the marvelous results accomplished in some of them, all lead me to the conclusion that the law governing our own state board should be amended, converting us into a Board of Administration; or better still, call it "The Board of Public Welfare."

Plenty of data can be had in the office for the working out of details of this law.



FINANCIAL STATEMENT
For
Biennial Period Ending Nov. 30, 1918.

SALARIES

	Dr.	Cr.
Appropriation for biennial period, 1917-1918.....		\$10,800.00
Secretary	\$ 3,600.00	
Investigator	2,400.00	
Stenographer	2,400.00	
Stenographer	2,400.00	
Expended	\$10,800.00	
	\$10,800.00	\$10,800.00

GENERAL INCIDENTAL

	—In 1917—	
	Dr.	Cr.
Appropriation for biennial period, 1917-1918.....	\$1,000.00	
Expended for period ending Nov. 30, 1917.....	\$ 467.32	\$ 500.00
(This amount was for stationery, postage, printing, etc., including blanks for reports of all public and private institutions and associations and county officers for the biennial period.)		
Balance	32.68	
	\$ 500.00	\$ 500.00
Portion of appropriation for 1918.....		\$ 500.00
Expended for period ending Nov. 30, 1918.....	\$ 562.63	
(This amount was for stationery, postage, printing, etc., including the purchase of a new L. C. Smith typewriter.)		
Overdrawn		62.63
	\$ 562.63	\$ 562.63

TRAVELING EXPENSES

	Dr.	Cr.
Appropriation for the biennial period, 1917-1918		\$1,500.00
Portion for the year ending Nov. 30, 1917.....		\$ 750.00
Expended for the year ending Nov. 30, 1917.....	\$ 671.20	
Balance	78.80	
	\$ 750.00	\$ 750.00
Portion for the year ending Nov. 30, 1918.....		\$ 750.00
Expended for the year ending Nov. 30, 1918.....	\$ 647.82	
Balance	102.18	
	\$ 750.00	\$ 750.00

SUGGESTIONS FOR LEGISLATION

1. Amend the law governing the State Board of Charities and Corrections in the following particulars:

- (a) Change the name of the Board.
- (b) Penalize in specific terms county officers, and employees of county institutions; employees of state institutions; and executive heads and employees of all private eleemosynary institutions or associations, for failure to comply with the terms of the law;
- (c) Re-enact the provision, formerly a part of the law governing the State Board, relating to the supervision of the construction of buildings for the public charitable and correctional institutions of the state and of the counties and municipalities therein;
- (d) Enact a provision giving the State Board power to exchange labor between all institutions, as has been done between the Penitentiary and Reformatory, enabling building, improvements, and farm labor to be utilized without cost to the state;
- (e) Enact a provision creating a supply department, just as is done in connection with all great corporations, where supplies for all the institutions may be purchased at wholesale prices, dispensed economically, and products of the various institutions exchanged;
- (f) Enact a provision requiring the State Board of Charities and Corrections to make a digest of all laws relating to child welfare and prepare a Children's Code to be presented to the next session of the State Legislature, making provision for the employment of an expert to do this work;
- (g) Insert a provision requiring the printing of at least 1,000 copies of the biennial reports of the Board; copies should be in the hands of all county officers having to report to the Board; of all other public and private agencies reporting to the Board; all state officials and all members of the legislature; and sufficient copies to relieve embarrassment when requested by the social welfare boards and

agencies, public and private, all over the United States, for copies. Complete files of reports from other states, cities and social agencies are in our office.

- (h) Make specific provision for the traveling and incidental expenses of delegates to the National Conference of Social Work. (The most important source of information in existence, and should be distributed to all the social agencies of the state through the State Board, if those agencies and heads of institutions are unable to attend personally.

2. Repeal the law creating the Board of Corrections.

3. Amend the law governing the State Board of Pardons, or abolish the Board.

4. Amend the Industrial Law and the Workmen's Compensation Act.

5. Amend the Minimum Wage Law so as to make it effective.

6. Enact such laws as are recommended by the United States Public Health Department and the State Board of Health, with whatever modifications seem best, relating to public health, and include the establishing of a Woman's Reformatory.

7. Enact some sort of practical Health Insurance law; our Workmen's Compensation Act deals with accident insurance only, and health insurance is just as important in the abolition of poverty and crime.

8. Pensions for the aged poor, or a State Institution for the aged poor should be established, where old couples need not be separated, and where they will find a real home, as do the soldiers and their wives at the Soldiers' and Sailors' Home.

9. Enact a law regulating the jail systems of the state, specifying conditions required for cleanliness and health; and make it mandatory that those serving jail sentences should be employed at suitable labor.

The inaccuracy of many of the tables found in this report and the failure in so many instances of the county officials to respond, only serves to illustrate one of the reasons for asking for a reorganization of the State Board and particularly an enlargement of the office force, in order that we may cover the entire state by our personal representatives. This is the only way in which we will ever be able to have accurate statistics or do any really effective work.

INDEX

	Pages
Board of County Visitors	50
Colorado Board of Corrections	25
Colorado Committee on Social Legislation	71
Committees of the State Board of Charities and Corrections	6
County Poor Farms	55
County Hospitals	55
County Judges	50
Delinquents	32 to 41, Inc.
Dependents	51
Financial Statement of the State Board of Charities and Corrections	77
Industrial School for Boys	39
Industrial School for Girls	40-41
Insane Asylum (State Hospital)	26-27-28
Insane and Mental Defectives	23-24
Inspections of Counties in Colorado	22
Inspections of Institutions in Other States	21-22
Institutions in other States Inspected by Members and Secretary of Board During 1917-1918	21-22
Jails	44-45-46-47
Juvenile Courts	50-50a
Laws	12 to 16
Meetings of the Board	20
Members of the State Board of Charities and Corrections	3-4-5
Mental Defectives and Insane	23-24
Mental Hygiene	23-24
Mothers' Compensation	55-57
National Conference of Social Work	72-73-74
Penitentiary	34-35-36
Presidents of the State Board of Charities and Corrections	4
Private Charities	60-60a
Private Charity Associations and Institutions, Officers and Addresses	61 to 70
Reformatory	37-38
Report of the Board, 1917-1918	17-18
Report of the Secretary, 1917-1918	19 to 79
Rules of the Board	10-11
Secretaries of the State Board of Charities and Corrections	4
Soldiers' and Sailors' Home	52
State Board of Charities and Corrections of Colorado	75-76
State Board of Pardons	32-33
State Home and Training School for Mental Defectives	29-30-31
State Home for Dependent and Neglected Children	53
State Institutions	7-8-9-42-43
Statistical Tables—	
State Institutions	42-43
Jails	48-49
County Courts—Juvenile Division	50a
County Courts—Mother's Compensation	57
County Farms	58
County Hospitals	59
County Commissioners	59a
Private Charities	60a
Suggestions for Legislation	78

