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FIRST BIENNIAL REPORT
OF THE
STATE DEPARTMENT OF
CHARITIES AND CORRECTIONS
OF COLORADO
1923 - 1924

STATE OF MINNESOTA

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First Biennial Report
OF THE
State Department of
Charities and Corrections

Succeeding
The State Board of Charities and Corrections

1923-1924



WILLIAM E. SWEET, Governor
GERTRUDE VAILE, Secretary

THE BRADFORD-ROBINSON PTG. CO
DENVER
1925

LETTER OF TRANSMITTAL

Office of the
STATE DEPARTMENT OF CHARITIES AND CORRECTIONS
State Capitol, November 30, 1924

To His Excellency,

WILLIAM E. SWEET,
Governor of Colorado.

Sir: Herewith I submit report of the State Department of Charities and Corrections for the biennial period December 1, 1922, to November 30, 1924.

Very respectfully yours,

GERTRUDE VAILE,
Secretary.

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STATE CHARITABLE AND CORRECTIONAL INSTITUTIONS

(Reporting to this Department)

(Supported by State Appropriations)

- State Home for Dependent and Neglected Children,
2305 South Washington Street, Denver, Colorado.
- State Home and Training School for Mental Defectives,
Ridge, Colorado, and Grand Junction, Colorado.
- State Industrial School for Girls,
Morrison, Colorado.
- State Industrial School for Boys,
Golden, Colorado.
- Colorado State Reformatory,
Buena Vista, Colorado.
- Colorado State Penitentiary,
Canon City, Colorado.
- Colorado State Hospital (Insane Asylum),
Pueblo, Colorado.
- Soldiers' and Sailors' Home,
Monte Vista, Colorado.
- Industrial Workshop for the Blind,
618 East Arizona Street, Denver, Colorado.

COUNTY AND MUNICIPAL INSTITUTIONS

(Reporting to this Department)

(Supported by County or Municipal Funds)

- Juvenile Judge of the City and County of Denver, and
County Judges of all other Counties on:
- Juvenile Dependency and Delinquency.
 - Administration of Mothers' Compensation Act.
- Boards of County Commissioners:
- Mothers' Compensation
 - Poor Relief
 - County Institutions
 - Blind
- Sheriffs:
- Jails and Prisoners.
- Superintendents of County Hospitals.
- Superintendents of County Farms.

PRIVATE CHARITABLE AND CORRECTIONAL
INSTITUTIONS

(Licensed by and reporting to this Department)

(Supported by voluntary contributions)

For list see pages 66-69.

REPORT OF THE DEPARTMENT

HISTORY OF THE DEPARTMENT

A few words regarding the history of this Department are needed in order to make clear the present situation. The Department of Charities and Corrections succeeds the former State Board of Charities and Corrections and has the same powers and duties.

The Board of Charities and Corrections, consisting of six non-salaried members with overlapping terms of six years appointed by the Governor with the approval of the Senate, was established in 1891. In 1893, the members of this Board were created members of a State Board of Pardons and the Secretary of the former Board became ex-officio Secretary of the latter Board. In 1895 an amendment to the law establishing the Board of Pardons was passed making that a separate Board, but retaining the Secretary of the Board of Charities and Corrections as Secretary of the Pardons Board. This arrangement continued until 1919, when the Board of Pardons was made an entirely separate Department with separate Secretary, office, and office force.

In 1923 the Legislature abolished both Boards and the Secretary of the Pardons Board and created a Department of Charities and Corrections with a Secretary directly responsible to the Governor.

Under the new law, "The Secretary of the State Board of Charities and Corrections shall be known as the Secretary of the Department of Charities and Corrections and shall continue to exercise and shall exercise all the rights and powers and perform all the duties vested in and imposed upon the Secretary and members of the Board of the State Board of Charities and Corrections and its Secretary, all under the direction of the Governor."

The staff of the new Department was fixed at the Secretary and one stenographer.

Mrs. Alice Adams Fulton, the Secretary of the former Board, continued as Secretary of the Department until March 1, 1924.

Miss Gertrude Vaile became Secretary March 1, and is now in office.

Miss Birdie Swanson, who had served as stenographer for four years, left on September 1 for a six months' leave of absence on account of health, her place being filled by Mrs. Byron T. Patten.

REORGANIZATION OF WORK

PARDONS.

Whatever the policy of the Governor regarding executive clemency may be he cannot escape under the Constitution responsibility for considering appeals that are made for clemency. In order that he may do this intelligently it is necessary that someone should gather up for the Governor's consideration the available facts regarding each case. In the lack of a special Pardons Secretary this work was placed again in the Department of Charities and Corrections. It is not now in any way connected with this Department by law, but it is so related to the work of the Department that this would be the natural place for carrying on such work in the lack of any other means specifically provided for that purpose. The work would have to be done either in the Governor's own office or in this office which is also his own, unless he should ask some other office to do it for him as a matter of favor.

The Governor voluntarily appointed to assist him in these grave decisions, an Advisory Board of Pardons, consisting of Father William O'Ryan, Rabbi William S. Friedman, of Denver, both of whom had long served on the Board of Charities and Corrections, Mrs. Helen Fischer of Boulder, and Mr. Hale Smith, Secretary to the Governor. This Board has served without salary in advisory capacity only.

When the present Secretary came into the Department of Charities and Corrections on March 1, 1924, the Governor relieved the Department so far as possible of the pardons work, leaving the Secretary free to devote her time to the regular work of the Department which will presently be explained. The Governor's own Secretary assumed responsibility for preparation of the facts regarding prisoners requesting clemency, but the clerical work remained in the Department of Charities and Corrections. This work has been at best inadequately done, yet it has occupied more than half of the stenographer's time.

It is our opinion that this work cannot be done in a way that will be satisfactory to any Governor and put him in a position to make wise decisions without the full time of one worker somewhere.

THE DEPARTMENT OF CHARITIES AND CORRECTIONS.

The Secretary of the Department of Charities and Corrections with the part time help of a stenographer has undertaken to do what might be possible within the existing limitations to fulfill the letter and the spirit of the laws governing the work.

DUTIES AND RESPONSIBILITIES

The powers and duties of the Department are stated in general in Section 525 of the Revised Statutes quoted at the beginning of this report. The Board (now the Department) shall

"Have the power to investigate the whole system of charities and corrections" within the State. It shall examine into the condition and management of all prisons, jails, reformatories, reform and industrial schools, hospitals, asylums, orphanages, etc., which derive their support wholly or in part from state, county or municipal appropriations. It shall also examine into and require reports from all charitable institutions carried on under voluntary auspices and these agencies may operate only upon license from the State Department. (The word "Institution" within the meaning of the law includes not only institutions inside of walls but any agency created for a particular purpose that comes within the scope of the Department.)

Examination of all institutions caring for children involve particular obligations laid upon the Department referred to repeatedly in laws concerning children.

The licensing of voluntary agencies is a very important power of the State to protect the public against fraudulent solicitation and to protect helpless people from maladministration.

The powers and duties above noted are absolute so far as fact finding is concerned and carry with them very large advisory powers but not powers of direct administration or control over the agencies concerned.

ORGANIZATION AND DUTIES OF SUCH DEPARTMENTS IN OTHER STATES.

Practically all states have central State Departments concerned with the care of dependent, defective and delinquent people. These departments vary exceedingly in their names and in their organization and scope of work. The earliest were of the inspectional and advisory type.

This type with various modifications is that which now prevails in a very large number of states. Of recent years some states have given to their central State Board or Department the control and management of state institutions and sometimes the direct administration of certain kinds of state work outside of institutions, such as child placing and parole work.

There are great differences of opinion among states and among good social workers as to what powers the central department of charities (or public welfare, as it may be called) of a state should have. Changes in existing plans should be made only after very careful study of the best and most successful methods in other states, and of the particularly debatable problems involved.

The Colorado Department is of the inspectional and advisory type, which is the type of several of the strongest departments at present in existence in other states. Such powers wisely used are exceedingly strong and for this kind of work may be the most valuable powers that the state can place in a central body.

OPPORTUNITIES FOR SERVICE

1. State inspection is an opportunity for service very far removed from the merely detective purpose or spirit. Rather it is help from the State to bring to the institutions that detached outside point of view that may be useful to them in many ways. Inspection by a disinterested authority vitally concerned for the welfare of the agencies should perform three very important services.

a. It provides eyes for the taxpayer and the Governor (and for the legislature between sessions) to see what is really happening to those helpless people for whom the public has assumed responsibility;

b. It gives voice to those helpless people to express their needs;

c. It gives defense and interpretation to the earnest management of institutions against unjust criticism or misunderstanding.

All of these services are very gravely needed. The people cared for by these charitable and correctional institutions are peculiarly far removed from the eyes of the ordinary citizen, and they are of all people in our State the most helpless and the most inarticulate. As the Secretary of a certain State Department of Charities and Corrections once remarked: "The Alumni of a State University can speak out about the needs of the University, but the Alumni of a State Hospital for the Insane or a County Poor Farm are not organized and cannot speak convincingly." And just because these things are true the kindly public who really want these people well-cared for, but are not in a position to know, takes quick alarm so that any breath of criticism readily becomes a scandal causing long-continued injury instead of help to the institution unless there is some disinterested representative of the State able to speak on the subject with full knowledge of the facts.

2. The gathering and compiling of facts regarding social agencies should be one of the great services of this Department. Many State Departments of Charities and Corrections do exceedingly valuable research work to discover existing needs in the State and to learn the best methods in use in various places to meet such needs. That responsibility is clearly recognized in law for this Department, Section 527 particularly requiring the Department to make investigations in other states in order to discover the best ways for the conduct of our various institutions.

While this Department is not at present in a position to do much in the way of gathering and compiling facts we hope that the undertakings in that direction presented in the following pages will be of some value.

3. Dissemination of facts and information in a way that may be useful follows as a natural obligation and is an important service which this Department is trying to render.

Inquiries come to us from innumerable sources, from the Federal Government, other states, students of social problems and administration, voluntary agencies in our own and other states. It has been an occasion of humiliation to the Department this year not to have in its possession information regarding social conditions and agencies in this State which other states had a right to suppose that we would have. We hope that Colorado may soon be in a position to bear its appropriate share in such exchange of mutually useful information.

Particularly we are concerned to make available to our own agencies information that they need in their work. We are doing that so far as possible. It was a pleasure in making an unexpected visit to a county court in a small county to find the clerk of the court in the act of looking up for the judge the standards of administration of Mothers' Compensation in rural counties as set forth in a pamphlet from the Federal Children's Bureau which had been sent by this Department to all county judges and county commissioners.

These county officials who have the initial responsibility for the poor, the erring, the handicapped persons in their county, and whose successful or unsuccessful dealing with them will largely determine the problems of the State institutions and affect the quality of our citizenship, are very busy with other heavy responsibilities also. And they are not in office for life, few of them even many years. Because they are in office so short a time and can give so small a part of their attention to these matters while they are in office it is important that they be given every opportunity to profit as quickly as possible by the wisdom and experience of other officials elsewhere if they are to get good returns in human or financial values for the county's investment.

And many of them want such information. As we go about we find that one county wants to know what another is doing in the matter of Poor Relief, Blind Benefit, Mothers' Compensation. Boards of State institutions have asked what other institutions are doing in this, and that, and the other matter.

Through the proper distribution of such information when gathered this Department would seek to make the best work of any agency the inspiration and the achievement of others in similar lines. We have been immensely interested to see what some other State Departments of Charities and Corrections are doing in this matter through very inexpensive news letters to the agencies in their states on various subjects addressed to agencies interested in the problems concerned.

4. Finally this Department should serve as a center of co-operation among institutions. The social work program of this

State, as carried on by state, county, and voluntary agencies, is really all one. But the various parts seem at moments like parts of a jig-saw puzzle that do not readily fit together.

We visit the industrial schools and find them struggling with mentally defective children who cannot profit by the kind of discipline and treatment that the school should give to the normal children for whose benefit the schools are created. But we find the schools for mental defectives unprepared to receive such children and not fully equipped to handle some of them if they do receive them. We find the hospital for the insane overcrowded, and wishing that the counties would keep their harmless senile cases at their county farms. We find the county farms distressed to know what to do with these same senile persons who disrupt the ordinary life of the institution and keep the other old folks nervous and unhappy. We find voluntary associated charities troubled about how to work out with the county commissioners the best division of effort and responsibility for the care of the poor.

We are very sure that if the managers of these various institutions could get together and understand each others' problems, many difficulties of adjustment would be smoothed away and the whole program of service to the people of this State could be made enormously more effective and less wasteful of means and effort. A State Department of Charities and Corrections, with the powers possessed by the Department of this State, is in a wonderful position to serve in bringing about such fellowship and co-operation if it has the means to do its work properly.

WORK OF THE DEPARTMENT, 1923-1924

Since the staff for the past two years, both for the work of the Charities and Corrections Department and the office work of preparing pardons matters for the Governor's attention, has consisted of the Secretary and one stenographer, it has not been possible to do all of the things the law requires of the Department nor to make all the things that were done largely valuable in the ways above suggested. And since both Secretary and stenographer have changed and there has been no continuing personnel in the office, and the stenographic help before the changes was not sufficient to keep full records of what had been done, the present Secretary cannot justly venture to give a full report of the activities of the Department for the whole biennial period.

Since the present Secretary has herself been in office she has visited all of the ten state institutions (three of them since November 30, but before the completion of this report), and has made an extensive detailed study of one—The Boys' Industrial School—on request of members of its Board of Control.

She has visited the following counties, in most instances looking into all of the county's activities for the care of dependent defective or delinquent people—the County Jail, County Farm, County Hospital, Relief of the Poor, Mothers' Compensation, Blind Benefit, Juvenile work of the County Court.

Boulder	Fremont
Larimer	Chaffee
Weld	Alamosa
Arapahoe	Rio Grande
El Paso	Denver
Pueblo	

In Boulder, Larimer, El Paso, Pueblo, and Denver, she has visited a number of licensed voluntary agencies.

In accordance with that section of the law instructing the Secretary to make investigations in other states upon authorization of the Governor in order to learn the most successful and approved ways of carrying on the various kinds of work with which the Department is concerned, the Secretary attended the National Conference of Social Work in Toronto. There she attended especially those sessions dealing with the work of state welfare departments and had individual conferences with many state department secretaries of other states.

Visits in other states en route included the State Board of Control of Minnesota; the State Board of Control of Iowa, and the Iowa State Colony for Epileptics and Mental Defectives; the Municipal Penal Farms of Kansas City; the State Board of Control of Kansas, and the Kansas State Industrial Farm for Women; the State Board of Control of State Institutions and

the State Department of Public Welfare of Nebraska (such work being divided into two departments in that state), the Nebraska State Penitentiary, and the State Hospital for the Insane at Lincoln. She also attended the American Prison Congress at Salt Lake City and visited the Utah State Prison.

The annual reports as required by law from county and voluntary agencies have been called in and such information compiled from them as appeared practicable. Facts found are given later in this report.

It must be frankly stated that statistical information from county agencies must be regarded as approximate only. The reports show many gaps and many evidences of possible misunderstandings or inaccuracies, though all evident ones have been cleared up so far as possible. The Department realizes that it has not been able to keep closely enough in touch with the counties nor to render them services of sufficient value to make them feel the significance and importance of such reports and to enter heartily into the co-operative undertaking of gathering such state-wide information. We earnestly hope within the next biennial period to make this matter of reporting not a mere added burden to the counties but an exchange of experience and information of real uses to them.

An all-day conference, called by the Department as a step toward mutual understanding of agencies and exchange of information and opinion, was held at the State House on June 12, 1924. The subjects discussed were: The Relation of the State Department of Charities and Corrections to the Social Agencies of the State; the Administration of Mothers' Compensation Law; the Blind Benefit; the Feeble Minded; County Jails. Speakers from different parts of the State concerned with administration of these various lines opened the subject for discussion.

One hundred eighty-one persons registered attendance at the conference, including 64 persons from 17 counties outside of Denver. They included especially county commissioners, county judges, county probation officers and State institution board members and superintendents.

Discussion at this conference regarding the situation of the blind in this State resulted in a resolution which was passed asking the Governor to appoint a committee to study into the whole matter of State aid to the blind and make recommendations to the next Legislature.

Special needs of the various institutions coming within the scope of this Department, as seen by the Department, will appear in the following sections. Please note especially the sections on

The Feeble-Minded;
The Insane;
The Blind;
The Boys' Industrial School.

These needs and those relating to this Department itself will be summarized at the close of this report.

ADVISORY BOARD.

In the work which this Department has done during the past seven months the Secretary has had the assistance of an Advisory Board voluntarily appointed by the Governor to advise with him and with the Secretary.

Members of the board are:

Asa T. Jones, President.....	Colorado Springs
Hugh McLean, Vice-President.....	Denver
Dr. Edward Delehanty.....	Denver
Florence W. Hutsinpillar.....	Denver
Anna C. McClintock.....	Denver
J. E. Shanholtzer.....	Brush
Hale Smith	Denver
G. W. Frasier.....	Greeley
Antoinette Bigelow	Boulder

This Board does not exist in law but they have rendered exceedingly valuable services. Not only have they served without salary and borne all of their own expenses in attending meetings and visiting institutions, and carrying on any other work for the Department, but they have borne additional expenses to make larger work possible on the part of the Secretary.

The President of the Board has personally visited all of the State institutions (except the Soldiers' Home at Monte Vista) and has taken the Secretary for some visits. Miss McClintock has taken the Secretary for visits of inspection to nearby counties in her automobile and has borne overnight hotel expenses.

Members of the Board have done important committee work, Dr. Delehanty, particularly, rendering valuable service in regard to mental and health problems, especially in connection with the Boys' and Girls' Industrial Schools.

FINANCIAL STATEMENT

State Department of Charities and Corrections for Biennial Period Ending November 30, 1924

SALARIES

	Dr.	Cr.
Appropriation for biennial period, 1923-1924.....		\$6,000.00
Secretary	\$3,500.00	
Stenographer and Clerk	2,400.00	
Balance	100.00	
	\$6,000.00	\$6,000.00

GENERAL INCIDENTAL

Appropriation for biennial period, 1923-1924.....		\$1,500.00
Expended for period ending Nov. 30, 1924.....	\$1,462.41	
(This amount was for printing, postage, stationery, blanks, supplies, and general incidentals.)		
Balance	37.59	
	\$1,500.00	\$1,500.00

TRAVELING EXPENSES

Appropriation for biennial period, 1923-1924.....		\$1,000.00
Expended for period ending November 30, 1924	\$ 960.92	
Balance	39.08	
	\$1,000.00	\$1,000.00

REPORT OF INSTITUTIONS AND STATE NEEDS WITH WHICH THIS DEPARTMENT IS CONCERNED

THE MENTALLY-HANDICAPPED

THE FEEBLE-MINDED.

The problem of the feeble-minded and the lack of adequate institutions for their care complicates the work of other institutions and runs through the social problems dealt with by the counties and the private agencies.

The State has a State Home and Training School for Mental Defectives which is in two units—an institution at Ridge and one at Grand Junction—both under one Board of Control.

The institution at Ridge has capacity for 78 persons. It has not been possible to admit anyone to that institution except by replacements for years. In 1920 another institution was opened at Grand Junction with a capacity of about 240. There has been no room to receive a boy in this institution except by replacement for more than a year.

Some children who have been committed by court to the institutions could not be received (8 such in Denver). Others are awaiting court action because it is not worth while to commit them when there is no room. The State Child Welfare Bureau tells us that they have received 19 appeals for help in getting commitment of mentally defective boys, which help could not be given. A number of pathetic appeals have come to this office also on behalf of children who cannot be properly cared for by their families and are a serious trial to their communities.

This office sent out a slight questionnaire to county commissioners, county judges and county school superintendents, asking them how many mentally defective persons they personally knew in their counties. Replies from 35 counties including Denver and Pueblo, but not including some other of the larger counties, reported 278 persons known to these officers as feeble-minded. The Denver public schools report 58 children so far below normal that they cannot be dealt with by the public school system even in its special grades.

The Boys' Industrial School and the Girls' Industrial School have between them probably not less than 45 boys and girls who are so far below par mentally that they cannot profit by the kind of training and discipline that such schools should give and are a handicap to the schools in their work with bright children.

The State Hospital for the Insane has many patients, probably over 100, who might better be cared for in an institution for the feeble-minded.

Our existing institutions for mental defectives are largely filled with persons of the very lowest grade of mentality. Since these are the most helpless they are naturally the most likely to be committed first, and we have not had room to take many of the more high-grade defectives, who are the most serious menace to society and who are also the most capable of profiting by institutional training.

The Board of Control of the school is asking for an appropriation for two cottages with a capacity of 50 each. We very earnestly hope that this appropriation can be granted. It will take care of the immediate pressure but will not long meet the need.

Condensed report of the two institutions here follows:

State Home and Training School for Mental Defectives

STATE BOARD OF COMMISSIONERS

James H. Rankin, President.....Grand Junction, Colo.
Sterling B. Lacy, Secretary.....Grand Junction, Colo.
Gustav AndersonDenver, Colo.

Institution at Ridge

Dr. A. P. Busey, Superintendent.....Ridge, Colo.

POPULATION

	Male	Female	Total
Remaining in Institution November 30, 1922.....	40	38	78
Admitted during period	3	2	5
Discharged during period .....	..	2	2
Died during period	3	..	3
Remaining in Institution November 30, 1923.....	40	38	78

FINANCIAL STATEMENT

Support and Maintenance Appropriation	\$ 70,000.00	
Disbursement by voucher	70,000.00	
Repair and Improvement Appropriation	5,000.00	
Disbursement by vouchers	5,000.00	
Cash Fund—		
Balance from previous period	156.25	
Received from pay patients	1,965.00	
From farm products and other collections	5,717.30	
	\$ 7,838.55	
Disbursements for maintenance, equipment, farm, etc.....	\$ 1,937.57	
Balance in Cash Fund.....	\$ 5,900.98	
Net profit from farm in excess of products consumed	6,733.81	
Valuation of property (including 310 acres of land)	\$258,368.88	

Institution at Grand Junction

Dr. Carl W. Plumb, Superintendent.....Grand Junction, Colo.

POPULATION

	Male	Female	Total
Remaining in the Institution November 30, 1922	96	73	169
Admitted during the period	66	66	132
Died during the period	12	13	25
Discharged during the period	7	5	12
Transferred to other Institutions .....	..	2	2
Indefinite Parole	12	6	18
Escaped	5	4	9
	126	109	235
Total remaining November 30, 1924			

The classification of the 235 inmates shows 57 idiots, 116 imbeciles, 62 morons. A school principal who is a psychologist and three teachers have under their charge about 100 pupils. Besides regular class work, the manual training department teaches lace making, knitting, sewing, rug weaving, basketry and other things.

FINANCIAL STATEMENT

Support and Maintenance Fund	\$130,000.00
Cost of Maintenance	131,817.76
	1,817.76
Deficit November 30, 1924	\$ 1,817.76
Repair and Improvement Fund	15,000.00
Disbursements by voucher	15,000.00
 Cash Fund—	
Balance from previous period	3,977.55
Received from pay patients	3,113.33
Other money collected	349.36
	7,440.24
On deposit with State Treasurer	\$ 7,440.24
Value of farm produce consumed	10,758.90
Approximate value of property November 30, 1924	496,104.00

THE INSANE.

The Legislature, session after session, has considered the insane and provided more largely for them, but it has never yet caught up with the needs. Even with the Woodcroft addition the present hospital has about 200 more patients than it can properly accommodate, and the unit has grown larger than the hospital management of most states consider wise for the handling of this kind of group. A second hospital is urgently needed. Further means is also needed to give more adequate care to those in the present hospital, as will be seen from the brief report for the hospital which here follows:

The Colorado State Hospital for the Insane

COLORADO BOARD OF CORRECTIONS

C. J. Moynihan, President.....	Montrose, Colorado
Frank S. Hoag, Secretary.....	Pueblo, Colorado
Helen L. Grenfell, Vice-Chairman.....	Denver, Colorado
Dr. H. A. LaMoure, Superintendent.....	Pueblo, Colorado

POPULATION

	Year Ending 1923			Year Ending 1924		
	Male	Female	Total	Male	Female	Total
Population beginning of year.....	1,252	966	2,218	1,308	1,035	2,343
Admitted during year	236	175	411	276	175	451
Total	1,488	1,141	2,629	1,584	1,210	2,794
 Discharged—						
Recovered	12	15	27	15	35	50
Improved	35	13	48	41	33	74
Unimproved	12	5	17	25	2	27
Not Insane	1	0	1	0	0	0
Died	120	73	193	140	81	221
	180	106	286	221	151	372
Remaining November 30.....	1,308	1,035	2,343	1,363	1,059	2,422

The property is valued at \$2,089,547.00.

The support of the institution is from a mill levy for this purpose and from special legislative appropriations, also from earnings of the institution itself through payments made for some patients, sale of produce, and so forth.

FIRST BIENNIAL REPORT

RECEIPTS, 1923-1924

Balance	\$ 13,457.31
Tax fund, 1923	407,731.10
Earnings, 1923	41,061.24
Tax Fund, 1924	412,982.09
Earnings, 1924	50,472.62
	<u>\$925,704.36</u>
Total Disbursements	\$935,948.26
Deficit December 1, 1924	10,243.90

COST OF MAINTENANCE

	1923	1924	Biennial
Total cost per year.....	\$467,017.04	\$468,931.22	\$935,948.26
Total cost per day	1,279.50	1,302.59	1,299.93
Per capita cost per year	202.17	192.90	197.53
Per capita cost per day .....	.554	.536	.544

Deducting earnings, the per capita cost to the taxpayer for the biennial period was \$178.14 per year, or .494 per day.

The cost of maintenance in such institutions in most states is over \$300.00 per capita per year. We are not spending enough to give care on standards to compare favorably with other states, or to secure a good percentage of cures, although we believe we have exceptionally able management and get all the value possible for that which is spent.

To relieve the serious congestion in the hospital the last Legislature appropriated \$200,000.00 for the purchase of Woodcroft Hospital and its equipment to be used as an annex to the State Hospital. Special appropriations for the biennial period for this and other needs were as follows:

Purchase of Woodcroft Hospital	\$200,000.00
Addition to Nurse's Home	50,000.00
Furniture and furnishings	5,000.00
Irrigation and parking	5,000.00
Farm improvements	1,000.00
Insurance	25,000.00
Library and amusements	3,500.00
Repairs and improvements.....	35,000.00
	<u>\$324,500.00</u>

The hospital is still greatly in need of further equipment, and for the coming period is asking means to meet the following needs:

Staff House and equipment.....	\$50,000.00
Repairs and improvements	50,000.00
Laundry building and equipment	35,000.00
Boiler and stoker	15,000.00
Horse barn and improvements at farm	20,000.00
Kitchen equipment	10,000.00
Ice plant and refrigeration.....	6,000.00
Improvements to grounds	5,000.00
Furniture and furnishings	10,000.00
Library and amusements	3,500.00
Enlargement of amusement hall	25,000.00
Transportation of patients	5,000.00

In addition to these special needs an appropriation for maintenance to supplement the tax levy is imperatively needed. The board of the institution is asking for \$100,000.00 for this purpose. This is needed for immediate use in the coming biennial period. Further plans need to be made for the more adequate regular support of the institution either through mill levy or by other means.

OTHER CARE FOR THE MENTALLY HANDICAPPED.

The new State General Hospital under the direction of the State University, just opening for patients as this report is being written, will with its general medical and its psychopathic departments be of enormous help to all other State institutions, to county officials and to citizens generally, in problems both of mental and physical trouble.

Already an out-patient department of that hospital is dealing with mental cases. There is, however, much of non-institutional care needed in the State besides what the State Psychopathic Hospital would give.

There is yet in Colorado no after-care for the insane to help them to readjustment in their communities and to safeguard the expensive work now being done by the State Hospital for the Insane.

For the feeble-minded, in addition to the further institutional care that is needed, care outside of institutions is also needed and is, of course, much less expensive where possible than institutional care. Although the feeble-minded will always remain feeble-minded some of them could be cared for in their own local community rather than in institutions if their natural guardians could have expert advice and guidance regarding their supervision. This is made available in many states but not in Colorado. It is urgently needed for the protection of society and the individual concerned.

CARE OF THE NEEDY

COUNTY SUPPORT OF THE POOR.

The relief of the poor in their homes is a county function carried on by county commissioners. Our figures on this subject are probably the least complete of any presented in this report, but counties representing 83% of the population of the State have reported 8,127 persons aided in their homes from the county poor fund during the last year for which report was made. Counties expended \$344,370.06 for this purpose in one year.

County relief is a very hard problem and we are impressed that county commissioners are not getting as large returns for this investment as might be possible.

The commissioners are in a very difficult position. If they give relief easily people apply for it easily. The bill for the county rolls up and the people themselves may be demoralized more than they are helped. If it is made very hard to receive relief only those who are already brazen and lost to self-respect will apply for it until they are totally broken in health and courage, and again demoralization of the people results and further county expense to take care of the wrecks.

It is not strange that in every county the secretary has visited she has heard tales of chronic dependents. Even in our young State second and third generation dependents appear. We are raising our own families of paupers to pile up State and county burdens by thousands of dollars, even as the famous Juke family did for the State of New Jersey.

To avoid both suggested difficulties of administration there is only one way—the kind of investigation that can get true and deep insight into the person's need and the reasons for it and then persistent efforts to remove the cause of the need. This takes more time and thought and more personal attention than most commissioners are in a position to give to it.

In two of the counties visited the county has arranged with a local Associated Charities to do this work. In another it was done for the county by the local Red Cross. In another a juvenile probation officer was handling the county relief. In another the county nurse was doing it.

In the smaller counties good constructive results can probably be attained only as the county makes some such plan. Either it may wisely make a contract with a local society to perform this service, even as it contracts with a private hospital for the care of the sick, or it may make some combination plan by which one official serves both the court and commissioners. This latter plan is probably generally the wisest one although that would depend upon local conditions.

The plan of having the county nurse do this work is ordinarily not a wise one. The health work for which the nurse is

primarily responsible is in itself a large and important task which the nurse will never have time to develop if she has to hunt up deserting husbands, find jobs, teach mother to manage her household better and save daughter from running wild of evenings. This social work with families takes a different training and a different point of view from that of the nurse. It is more like that of the probation officer.

However the matter is managed the person who does this work needs to have high personal qualifications of sympathy, good judgment and resourcefulness, and needs to be either already trained for such work or constantly growing in skill through conferences and reading such as this Department hopes to make available and in other ways.

COUNTY FARMS AND HOSPITALS.

Persons who are too feeble or disabled to care for themselves and have not other proper means of care are by some counties given relief in the form of board in private homes and by other counties are cared for at a county home or county farm. Such county homes are generally county hospitals to the extent of caring for the chronic sick and it seems to be largely arbitrary whether they are called county hospitals or county farms. It will be noted in the following tables that outside of Denver there is practically no county that has both a county farm and a county hospital. Certain counties, however,—Boulder and Weld, for example—have a single institution with definite county home and county hospital departments, and these county homes and hospitals do full hospital work, taking surgical and other acute cases.

It will be noted that only 24 of our 63 counties have either a county farm or a county hospital. It will also be noted that in the smaller counties the per capita cost of maintaining an institution is generally very high.

For sparsely settled counties there is need of legislation to empower counties to unite to maintain county farms and county hospitals. Only so can they have good institutions at moderate cost.

FIRST BIENNIAL REPORT

COUNTY FARMS

County	No. of Acres	Estimated Value	Number of Charges Present		Brought in During Year Ending		Cost of Maintenance 1922-1923	Cost of Maintenance 1923-1924
			June 30, '23	June 30, '24	June 30, '23	June 30, '24		
Adams	340	\$125,000.00	100	...	98	...	\$.....	960.35
Bent	80	19,000.00	2	...	3	...	1,408.95	.....
*Boulder	20	87,000.00	7	31	7	14	.....	45,981.65
(a) Denver	360	198,584.84	...	123	...	107	42,239.78	2,982.45
Delta	34	15,000.00	10	8	3	12	.....	3,806.82
Eagle	200	8,700.00	7	10	7	...	4,938.68	.....
Elbert	...	.....	...	...	...	...	4,790.76	.....
El Paso	507	77,000.00	69	55	59	62	20,916.40	19,845.55
Fremont	150	55,500.00	40	42	52	55	10,000.00	10,000.00
Jefferson	10	10,000.00	14	11	1	1	4,303.29	4,164.82
La Plata	20	10,000.00	8	9	8	11	3,761.54	4,452.98
Larimer	...	.....	...	...	...	...	12,860.98	10,556.87
Logan	160	10,520.00	...	1	...	7	629.78	667.74
Mesa	80	26,337.94	18	...	25	...	7,027.80	6,357.49
†Montezuma	160	12,000.00	...	5	...	2	.....	.....
Otero	160	7,000.00	...	3	...	0	889.19	1,199.20
Ouray	12	5,000.00	7	6	...	4	.....	4,270.58
Pueblo	46	128,685.36	62	63	52	54	23,856.77	22,980.71
San Miguel	...	.....	...	...	...	...	5,073.15	1,819.77
Weld	5	30,000.00	40	...	354	...	17,640.20	19,403.50
	2,344	\$825,328.14	384	367	669	329	(b)\$160,337.27	(b)\$159,450.52

N. B. Acreage and valuation as of last report, Adams, Weld, and Mesa for 1923, others 1924.

*Boulder has a single institution with distinct departments for County Hospital and County Home. Cost of maintenance was not separated for the two departments and the total appears on the County Hospital report.

†Leased, not operated by County, but several County charges boarded.

(a) Maintenance cost is from January 1, 1922, to December 31, 1922, and from January 1, 1923, to December 31, 1923.

(b) Total maintenance cost is approximate, since Denver fiscal year is different.

COUNTY HOSPITALS

County	No. of Beds	Estimated Value of Plant	Patients Present		Brought in During Year Ending		Maintenance Year Ending June 30, '23 \$ 23,460.03	Maintenance Year Ending June 30, '24 \$ 21,588.01
			June 30, '23	June 30, '24	June 30, '23	June 30, '24		
Boulder	22	\$87,000.00	12	17	52	69	490.73	247,972.26
Custer	3	.....	3	...	2	....	.....	.....
(a) Denver	575	5,000.00	...	...	...	4,562	247,053.44	.....
Garfield	18	5,000.00	18	19	26	28	.....	.....
Gunnison	12	2,000.00	9	11	6	7	3,265.98	4,401.00
Lake	28	3,000.00	27	22	29	19	6,841.42	7,007.58
Montrose	14	10,800.00	9	10	21	14	4,286.40	3,549.95
Fark	15	3,000.00	5	11	36	36	4,939.98	4,260.00
San Miguel	.....	.....	...	...	...	...	1,114.00	1,049.05
Summit	8	3,000.00	4	3	3	6	2,618.41	2,898.99
Teller	29	.....	18	17	20	...	6,535.00	8,101.99
Total	.....	.....	.....	.....	.....	.....	\$300,605.39	\$327,828.83

(a) Maintenance figures for Denver for January 1, 1921, to December 1, 1922; January 1, 1922, to December 1, 1923, and include the net cost above pay patients for the Denver General, the Quarantine, and the Steele Hospitals.

COUNTY CARE OF THE SICK OUTSIDE OF COUNTY HOSPITALS.

Most of the smaller counties contract with private hospitals for the care of the sick who are a charge upon the county. The care of the sick in their homes is usually provided by a county physician, who is generally paid a very small monthly salary and does this work in addition to his regular practice. Such care of the sick outside of county hospitals is reported for 1924 as \$104,442.06 in 35 counties.

Sixteen counties outside of Denver now employ one or more county nurses. Such nursing service is not wholly nor mainly care of the sick poor. Rather it is educational preventive health work especially concerned with school children, with mothers and infants, and sometimes with contagious diseases. But it also provides visiting nurse care for the sick who cannot pay for it.

STATE CARE.

For aged and disabled soldiers and sailors, and for their wives and widows, the State makes provision through a delightful Soldiers and Sailors' Home located at Monte Vista.

The Colorado State Soldiers' and Sailors' Home

COMMISSIONERS

H. M. Minor, President.....	Rocky Ford
W. C. Danks, Vice-President.....	Denver
Julia E. Killam, Secretary.....	Denver
J. C. Plank, Treasurer.....	Grand Junction
W. M. Decker, Finance.....	Monte Vista
A. W. Hogle, Commandant	

CONDENSED REPORT FOR THE BIENNIAL PERIOD, 1923-1924

Amount expended for maintenance 1923-1924.....	\$181,183.52
Amount expended for permanent improvements.....	12,400.00
Amount expended for repairs.....	15,499.44
Amount expended for certificates of indebtedness for the years 1921-1922	15,159.30

Total amount expended for all purposes.....\$224,242.26

Average present daily 1923.....	146	Per capita cost	\$1.41
Average present daily 1924.....	134	Per capita cost	1.67
Per capita cost per day for the period.....			1.54

	1923	1924	Total
Admissions during the period.....	55	58	113
Discharges during the period.....	56	70	126
Deaths during the period.....	25	18	43
Total loss for the period.....	81	88	169
Net loss for the period.....	26	30	56
Members on furlough.....	82	44	...
Membership	225	195	...

THE BLIND.

Help to the blind is in part a State function and in part is undertaken by State and counties jointly.

The situation regarding the blind is expensive but unsatisfactory and chaotic. As mentioned in the earlier part of this report, the conference held under the auspices of the Department last June passed a resolution requesting the Governor to appoint a committee to study into the problem of the blind and make recommendations to the Legislature.

The assistance of the American Foundation for the Blind was secured in making such study. Public recognition should here be made of the great generosity of the Foundation in giving this service without cost to Colorado. That report is not yet available at this writing. The general situation, however, is clear.

The State makes provision for the blind in four ways, all unrelated. There is an admirable school for deaf and blind children at Colorado Springs under the direction of the State Department of Education. This provides the equivalent of elementary and high school education and does all that may be possible to fit these handicapped children for normal and independent life.

For the adult blind there is:

- (a) A State teacher under the direction of the Department of Education;
- (b) A State work shop for the blind under a board of control—one of the institutions reporting to this Department.
- (c) A "blind benefit" provision for the relief of the adult blind, administered under a Blind Benefit Commission, the cost being borne jointly by the State and the counties.

The State teacher of the adult blind, who is herself blind, teaches individuals in their homes. She has the assistance of a secretary and uses a trifle of State funds for the purchase of materials for home work. This teaching does not attempt, however, to produce goods of any considerable commercial value. The time of the one teacher is more than needed in teaching persons blinded in adult life to read and to carry on other activities needful for their personal adjustment to their handicap. The total appropriation for this work is \$3,500.00 for the year.

The State Work Shop for the Blind manufactures brooms and provides employment at present for 16 blind men and 3 blind women in the factory and for 15 blind peddlers outside. The appropriation for this is \$15,000.00 plus the earnings of the institution.

The blind benefit law states that if a person is blind or practically blind and has not an income of \$360.00 a year, he may receive blind benefit to the extent of \$300.00 a year within the discretion of the Blind Benefit Commission. The commission consists of the State Auditor, the State Superintendent of Public Instruction and a salaried secretary. Application for the benefit is made to the county clerk, the facts of blindness and of income being sworn to by affidavit. This application and supporting information is referred to the Blind Benefit Commission which determines whether the application shall be allowed and in what amount. The county commissioners thereupon pay one-half of the allowance and the State the other half.

The number of persons at present receiving allowances under this act are 1,481. They receive altogether \$249,849.72 (\$124,947.36 from the State and the same from the counties.)

The cost of these measures on behalf of the adult blind is then as follows for the one year of 1924:

Home teaching	\$ 3,500.00	
Workshop	15,000.00	plus earnings
Blind benefit	124,947.36	
Administration of blind benefit..	300.00	
	<hr/>	
Paid by State funds.....	\$143,747.36	
Paid by county funds.....	124,947.36	
	<hr/>	
Total.....	\$268,694.72	

It will be noted that out of this total only \$18,800.00 is expended for administration or any form of training or opportunity for the blind and one quarter of a million dollars is spent for direct financial relief.

Of the persons now receiving allowances probably approximately 367 are capable of receiving training and earning a whole or a part of their support. The following is the group for whom that should be in a very large measure possible:

Between 45 and 60 years old, 129 men, 76 women, total 205		
Between 21 and 45 years old, 98 men, 64 women, total 162		
	<hr/>	<hr/>
	227	140
		<hr/>
		367

Certainly training for employment should be possible for the 162 who are under 45 years old, except as they may have other disabilities unrelated to their blindness. It will be noted, however, that the State is providing nothing in the way of vocational opportunity except for 19 broom makers and 15 broom peddlers, and that at a cost of \$15,000.00 a year more than their own earnings.

Reports from various sources show that the blind benefit has had in some instances the effect of diminishing efforts of the blind toward self-support. Self-support by the blind is precarious at best and rather than run the risk of being disbarred from an allowance and yet not earning enough for comfortable maintenance it is not strange that a blind person should feel that the safest thing is to keep the earning under the limit allowed for eligibility to blind benefit.

If Colorado is to make its generous efforts on behalf of this seriously handicapped group bring to them the greatest help, it is imperative that these various efforts be co-ordinated and that the same power which undertakes to make the person independent shall grant relief where complete independence is not possible.

In Massachusetts a commission for the blind applies itself primarily to developing vocational training and occupational opportunities. It is empowered also to give relief when needed. Under this plan in Massachusetts with a state population of

about 4,000,000 the commission is giving about \$75,000.00 a year in relief, whereas Colorado with a population of about 1,000,000 is giving \$250,000.00 per year in relief. The distribution of funds in Massachusetts is about as follows:

For shops	\$ 53,000
For administration and industrial aid....	112,000
For home teaching.....	10,000
For sight saving classes.....	10,000
For direct relief.....	75,000
	<hr/>
A total of.....	\$260,000

From the reports that reach us there is less complaint and more contentment among the blind of Massachusetts than there is now among the blind of Colorado, even with all our expenditure. Certainly Massachusetts is doing more to make the blind really happy and free.

If the results of our blind benefit are not wholly satisfactory, certainly the present commission is not in a position, even with their most earnest efforts, to make them so, since they have practically no recourse except direct relief to which to turn for the benefit of the blind person who appeals for aid. We rejoice that Colorado has been generous toward this group of handicapped citizens but a different apportionment in the form of help given would be a more effective generosity.

RECOMMENDATION

We would earnestly recommend that the present State efforts for the adult blind be combined under one State Blind Commission whose efforts should be, first, to give the blind every help and opportunity to be independent and, second, to give them such relief as they may need where independence is not fully possible.

And we believe that such a commission should not be made up ex-officio of other State officers. With this opinion the two State officers now serving on the Blind Benefit Commission are in hearty accord. They have both given very generously of their time and thought, though heavily burdened with the responsibility of their own departments.

VOLUNTARY AID TO THE BLIND.

In addition to these official undertakings on behalf of the adult blind mention should here be made of two voluntary organizations supported by private contributions through the Denver Community Chest. These are the Adult Blind Home and the United Workers for the Blind, which will be found listed in the section of this report dealing with voluntary agencies.

The Adult Blind Home provides a pleasant home and some opportunities for handicraft for 24 blind men and women. Eight of the workers in the State Broom Factory live at this home.

The maintenance of the home, above payments from the residents, was \$4,451.51 last year.

The United Workers for the Blind is a society of blind persons and their friends, organized to promote the interests of the blind, and especially concerned with their recreation. This organization received support from benevolent funds to the extent of \$1,156.24 this year.

State Workshop for the Blind

BOARD OF CONTROL

Fred C. Latham.....	Denver
Harry Zimmerhackel.....	Denver
C. W. Hall.....	Denver
H. S. Morgan, Superintendent.....	Denver

The State Work Shop for the blind manufactures brooms. It employs 22 persons, which is the limit of its capacity. Of these 3 are sighted, 16 are blind men and 3 blind women. Fifteen blind salesmen are employed in the sale of brooms.

Workers begin as apprentices at a dollar a day and are increased to a maximum of \$2.25 per day. At present all in the shop have been there a considerable period of time and very few earn less than \$1.50 per day. Four average less than \$30.00 per month and are receiving blind benefit in addition to their wage at the shop.

170,464 brooms have been manufactured during the biennium and 158,688 have been sold. The problem of distribution and sale is a serious one. We believe a plan should be worked out by which other State institutions, also county and municipal institutions, would use these brooms.

FINANCIAL STATEMENT

For maintenance	\$ 15,000.00	
For equipment.....	300.00	
		\$ 15,300.00
Expended from maintenance appropriation.....	\$ 15,000.00	
Expended from equipment appropriation.....	188.08	
Amount unused.....	111.92	\$ 15,300.00
Material on hand Dec. 1, 1922.....	\$ 10,142.75	
Purchased during period	61,240.32	
	\$ 71,383.07	
Less inventory material on hand Dec. 1, 1924.....	12,047.99	\$ 59,335.08
Salary of Superintendent		3,270.00
Wages		28,870.87
Interest and Discount		1,277.03
Equipment depreciation		76.52
Miscellaneous expenses		8,323.99
Total Expenses		\$101,153.49
Received from sale of produce	\$ 85,478.91	
Product increased	1,717.80	
	\$ 87,196.71	
Cost of Operation to State	\$ 13,956.78	\$101,153.49

CHILDREN

Responsibility for the care and protection of children rests upon both State and county authorities. Voluntary agencies are largely concerned also. This Department is especially instructed by law to inspect all institutions caring for children, but it has not had means to go far in fulfilling that duty.

The initial responsibility for the care of children rests upon county commissioners and juvenile courts. Denver is the only county having a separate juvenile court. In other counties the county court sits in separate session as juvenile court.

Children in homes of poverty are a charge upon county commissioners in their administration of relief, except one group of needy families who are a responsibility of the court under the mothers' compensation law, but the co-operation of county commissioners is needed in that administration. Children not in their own homes and children having special individual needs as distinct from the general family need—that is, dependent, defective or delinquent children—are definitely a responsibility of the court. These responsibilities cannot be well fulfilled in the interest of the child by either court or commissioners without the assistance of very good workers who can look carefully into all the facts and carry out plans made for the welfare of the child.

For the courts only 20 counties out of our 63 report any juvenile probation officers. County commissioners, as already indicated, have only in a few instances any worker able to give any considerable amount of time to such work.

DEPENDENT CHILDREN.

The needy families referred to in an earlier section as receiving county relief in one year contained 2,422 children. Watchful care of them is needed in the administration of county aid if their opportunities for right development are to be safeguarded.

MOTHERS' COMPENSATION.

Allowances for the relief of dependent children in their own homes may be granted by juvenile courts under the mothers' compensation act. This law provides that if the parent or parents are poor and unable properly to support said child but are otherwise proper guardians and it is for the welfare of the child to remain in the home, the court may enter an order finding these facts and fix the amount necessary for the support of the child. This amount shall thereupon be paid by the county commissioners.

This law is a recognition of the fact that a mother left alone with the care of young children cannot reasonably be expected both to support them and to care for them properly. Therefore the law which has the power to protect dependent children, and even to take them from their homes if it is for the welfare of

the child, intervenes and makes possible an allowance by which the child may be cared for in its own home without having to be neglected by the work and absence of the mother.

The fund to carry this law into effect is provided by a county mill levy not to exceed $\frac{1}{8}$ mill and by such further appropriations as the county commissioners may make.

Only 36 counties out of 63 are at present administering the mothers' compensation act, although it is mandatory in the law that they should do so. Eighteen counties reporting make less than the permitted mill levy. Seven add to it. In other counties no levy or appropriation for this purpose has been made and anything that is done for needy children is from the ordinary poor fund.

If the county makes an allowance for the bringing up of a child in its own home the county has the responsibility to see that the child is being well brought up. Some mothers need no assistance to that end. An occasional call to see that all is well and to determine whether the allowance needs to be increased or whether the time has come when it can be diminished is sufficient. But sometimes much attention is needed in such matters as the correction of the child's health, his school progress, the mother's skill in household management, her opportunities for work to supplement the allowance when that is possible without neglecting the children or breaking down her own health. Wise and friendly supervision is as important in the administration of this law as careful initial investigation. Very little of such supervision is being given at present outside of Denver. We visited one county where a volunteer officer of the court—a woman—appeared to be doing this with admirable spirit and judgment. Undoubtedly there are other probation officers who are doing this, but in general there is a grave lack. This may well be done, as earlier suggested, by a worker jointly serving the court and the county commissioners.

Following are figures regarding the mothers' compensation. Also figures regarding other children brought before the county courts as dependent:

JUVENILE DEPENDENTS

County	Brought Before the Court Year Ending			Sent to Institutions			Adopted from Court		
	June 30, 1923			Year Ending			Year Ending		
	Female	Male	Total	June 30, 1923	June 30, 1924	June 30, 1924	June 30, 1923	June 30, 1924	June 30, 1924
Adams	14	9	32	12	8	7	..	..	..
Alamosa	..	..	..	..	..	..	..	..	..
Arapahoe	1	..	1	..	1	..	..	..	..
Archuleta	..	0	..	0	..	..	..	..	..
Baca	..	..	..	..	..	..	..	..	..
Bent	..	0	..	0	..	..	..	..	..
Boulder	3	2	11	2	1	4	..	3	0
Chaffee	1	0	2	6	2	0	..	..	..
Cheyenne	..	0	..	0	..	..	..	..	..
Clear Creek	0	0	0	0	..	..	..	..	..
Conejos	..	..	..	..	..	..	..	..	..
Costilla	..	0	..	0	..	..	..	..	..
Crowley	..	3	..	0	..	..	..	..	..
Custer	..	0	..	0	..	..	..	..	..
Delta	11	2	22	6	7	4	..	..	..
Denver	..	451	..	408	..	16	..	..	148
Dolores	0	0	0	0	..	..	..	..	..
Douglas	..	0	..	0	..	..	..	..	..
Eagle	..	0	..	0	..	..	..	..	..
Elbert	..	1	..	1	..	2	..	..	..
El Paso	16	2	35	4	6	2	..	..	..
Fremont	0	5	0	6	..	4	..	..	4
Garfield	0	0	0	1	..	1	..	..	..
Gilpin	0	0	0	0	..	..	..	..	..
Grand	0	0	0	2	..	2	..	..	..
Gunnison	3	0	3	0	..	..	..	..	..
Hinsdale	..	0	..	0	..	..	..	..	..
Huerfano	3	1	10	1	..	..	..	..	..
Jackson	..	..	..	..	..	..	..	..	..
Jefferson	..	..	..	..	..	..	..	..	..
Kiowa	0	0	0	0	..	..	..	..	..
Kit Carson	0	0	0	0	..	..	..	..	..

JUVENILE DEPENDENTS—Continued

County	Brought Before the Court Year Ending			Adopted from Court	
	June 30, 1923		June 30, 1924	Year Ending	
	Female	Male	Total	June 30, 1923	June 30, 1924
Lake	0	0	0	..	..
La Plata	5	4	9	1	..
Larimer	3	..	3	10	12
Las Animas	12	15	27	..	1
Lincoln	..	0	0	1	..
Logan	3	4	7	..	6
Mesa	8	7	15	1	6
Mineral	0	0	0	..	..
Moffat	..	..	..	..	..
Montezuma	..	..	..	..	..
Montrose	0	..	..	1	3
Morgan	12	17	29	7	..
Otero	1	1	2	2	2
Ouray	0	..	..	..	..
Park	0	3	3	..	..
Phillips	0	0	0	..	..
Pitkin	0	0	0	..	..
Prowers	0	2	2	..	..
Pueblo	7	5	12	10	6
Rio Blanco	1	3	4	..	..
Rio Grande	0	2	2	..	..
Routt	0	1	1	1	..
Saguache	0	0	0	..	..
San Juan	..	0	0	..	..
San Miguel	0	0	0	..	..
Sedgwick	..	0	0	..	..
Summit	0	0	0	..	..
Teller	0	0	0	..	..
Washington	..	7	7	14	11
Weld	7	15	22	7	..
Yuma	3	4	7	1	..

STATE HOME FOR DEPENDENT CHILDREN.

When children are committed to the State Home for Dependent Children the board of control of the home becomes their legal guardian. The board of control either holds them in the home or adopts or boards them out as it deems best for the welfare of the child.

Following is a brief report of this institution:

State Home for Dependent Children

BOARD OF CONTROL

Permelia Curtis Porter, President.....	Denver
Margaret Patterson Campbell, Secretary.....	Denver
Anna Reynolds Morse.....	Denver
Anna McNamara Whitaker.....	Denver
Peter H. Holme.....	Denver
Assistant and Acting Superintendent—W. B. Rankin	

FINANCIAL STATEMENT

Maintenance appropriation		\$170,000.00
Disbursement by vouchers.....		170,000.00
Nursery building appropriation.....		25,000.00
Disbursement by vouchers.....		25,000.00
Cash Fund:		
Balance December 1, 1922.....	\$2,122.13	
Deposits	3,540.26	
	\$5,662.39	
Disbursements	\$	3,191.27
Balance		2,471.12
		\$ 5,662.39
Edbrooke Legacy Fund.....	\$	6,788.91
Disbursements	\$5,241.57	
Balance	1,547.34	
	\$6,788.91	
E. C. Howe Cash Legacy Fund.....	\$	104.00
Disbursement	\$	104.00

POPULATION

	1923	1924
Under jurisdiction, beginning fiscal year.....	416	394
Admitted during year.....	120	143
Total cared for directly.....	536	537
Dismissed permanently (adoptions, self-supporting, returned to county, returned to parent, attained majority, died, married).....	104	85
Dismissed tentatively (trial adoption, trial indenture, trial parent, at work, etc.).....	146	146
Total dismissed	250	231
Average placed per month.....	21	19
Total enrolled at end of fiscal years.....	394	409
Present in the home December 1, 1922.....	190	.....
Present in the home November 30, 1924.....	.....	154
Average daily attendance.....	179	175

DELINQUENT CHILDREN.

Wayward and delinquent children are dealt with by the juvenile courts. Unless the wrong-doing is very serious the child is commonly dealt with informally first, often without the filing of a case in court, and the child is placed on probation. The work done by probation officers, and often by the judge himself outside of court, is a very important part and frequently the heaviest part of juvenile court work. Unfortunately we have no figures showing the extent of that except for the Denver Juvenile Court, which dealt with 280 filed and 1,227 unfiled cases in the year ending June 30, 1924. Figures showing cases filed in courts are given on the following pages.

Adults contributing to the dependency or delinquency of children may be tried under our law by the juvenile court. For contributing to dependency, reports show 240 cases of adults and for contributing to delinquency 75 cases of adults in the year ending June 30, 1924.

Children who do not do well under probation are sent by the juvenile courts to the State Industrial School for Boys or the State Industrial School for Girls.

The Boys' Industrial School lacks equipment and means to give good training on modern lines to the difficult children committed to its care. The proper equipment of that school is one of the most serious needs of the State, as will be shown in the brief report of the school which follows:

JUVENILE DELINQUENTS—Continued

COUNTY	Brought before the Court, Year Ending		Sent to Institutions		Placed on Probation		
	June 30, 1923		Year Ending		Year Ending		
	Male	Female	June 30, 1923	June 30, 1924	June 30, 1923	June 30, 1924	
Lake	1	0	12	4	16	..	15
La Plata	4	0	9	2	11	1	4
Larimer	8	24	..	..	..	10	11
Las Animas	28	5	27	15	42	13	14
Lincholn	0	0	6	0	6	..	5
Logan	10	9	19	10	29	8	11
Mesa	2	14	10	3	13	5	7
Mineral	0	0	0	0	0	..	8
Moffat .....	..	..	..	..	..	..	..
Montezuma .....	..	..	..	..	..	..	..
Montrose	3	6	11	3	14	..	..
Morgan	2	1	11	8	19	2	5
Otero	9	0	12	4	16	4	6
Ouray	0	0	..	..	..	..	..
Park	0	0	3	0	3	..	..
Phillips	0	0	0	0	0	..	..
Pitkin .....	..	..	0	0	0	..	..
Provers	4	0	4	3	7	..	..
Pueblo	37	7	38	3	41	17	21
Rio Blanco .....	..	..	0	0	0	..	..
Rio Grande	0	0	1	0	1	..	1
Routt	1	1	..	..	..	..	1
Saguache	0	0	0	0	0	..	..
San Juan	5	0	5	0	5	1	2
San Miguel	0	0	4	1	5	1	4
Sedgwick .....	..	..	0	0	0	..	..
Summit	0	0	0	0	0	..	..
Teller	14	4	7	2	9	3	8
Washington .....	..	..	0	0	0	..	..
Weld	29	14	26	18	44	9	31
Yuma	1	0	6	1	7	..	6

The Boys' Industrial School

Our Boys' Industrial School at Golden has not kept up with the development of thought and method for such institutions, and it cannot do so until there is a large increase of building equipment.

It is to be borne in mind that this is not a penal institution but a school for difficult boys. They are all children from 7 to 16 years old when they are committed, but once committed they remain under the control of the school until they are 21.

This Department made a special study of this school in late October and early November. The following were some of the facts noted:

HOW MANY THERE.

The average number of boys in the school during preceding year was 344.

New admissions from Oct. 1, 1923, to Oct. 1, 1924, were 161. The number in the school at the time of this study was 327. (The 327 is the basis of the following statistics:)

THEIR AGES.

Boys are here of every age from 7 to 20 inclusive.

98 of them are from 7 to 13 years old.

53 more are 14 years old.

THEIR NATIONALITY.

234 (more than two-thirds of them) are white American children of American parents.

37 negroes.

29 Mexicans.

17 Italians.

10 of other nationalities.

THEIR PARENTS.

Only 134 (41%) of the boys have both of their own parents.

52 boys have step-fathers;

51 have step-mothers.

28 are fatherless.

24 are motherless.

20 are both fatherless and motherless.

THEIR HEALTH.

Twenty-three per cent of all the boys were more than 7% underweight at time of admission. This includes some who are very seriously underweight—19%, 20% and up to 24%. A considerable number were not only underweight for their height but seriously stunted in height. For instance, one boy was 15% underweight and 5½ inches under height of the average **short** boy of his age.

The school nurses tell us that during the growing age not only can underweight boys be brought up to normal for their height, but stunted boys can be brought approximately up to their normal height by the right diet and health habits.

THEIR SCHOOL ADVANCEMENT.

Eight boys are of superior intelligence advanced beyond their normal grade in school. Most of them are of normal grade.

Twenty-seven American-born children of American parents are from four to nine years retarded.

Obviously with a group of such varying ages and conditions and every one there because of peculiar difficulties of his own very careful grouping and close individual study and treatment will be needed to develop the boy in the right way.

The school is not prepared to give that sort of treatment and since the fire last summer destroyed the old main building with shops and dormitory it is less prepared than it was. A new cottage then in process of construction just about makes up the lost dormitory space but gives nothing of the intolerably needed addition.

The boys live in five cottages, an average therefore of about 70 in each. Four of these were designed to hold from 40 to 45 boys. They do hold over 70 each. The beds in the dormitories stand head of one against foot of the next in long rows, with a one-foot aisle between them. Dormitories which by measurement of approved institution standards should hold 44 beds hold 76. There are no living rooms because the rooms designed for living rooms have to be used for school rooms. The only living room in each cottage is the basement wash room, which has cement floor and is furnished with one or two bare board tables and benches. There are not enough benches to provide seats for all the boys and not room enough for such benches if provided. Many of the boys must sit on the floor.

The old gymnasium is not good as a gymnasium, for the floor is splintery and the walls are said to be not strong enough for gymnasium apparatus.

There is no school building. What was designed as the living room in each of the four old cottages is used for a school room. There are but the four school rooms and four academic teachers for about 300 boys in school. The boys can be in school only every other day, which may be a good plan for the older boys who have vocational training, but is not well for the little boys from 7 to 14.

Most of the shops were destroyed by the fire and need to be replaced to provide proper vocational training.

The lack of the possibility of proper classification under

existing conditions is a very serious, indeed a fatal handicap, to satisfactory correctional treatment for a group of this sort.

An institution of this kind should have small cottages; our cottages designed for 45 should be the maximum. The ideal now is 20 boys to a cottage and each cottage containing a family group of boys carefully classified according to age and particular need, so that the boys whose needs are most alike can be dealt with as a group. Each cottage in the plans of the best schools is under the care of a "house-father" and "house-mother" and conditions are made as much as possible like those of a well-ordered family.

These boys are here because for some reason their training up to this time has been unsuccessful. They will be here but a short time and will then return again to ordinary family and community life. Their training must be such as will fit them as well as possible and as quickly as possible to make those adjustments in ordinary life in which they have in some way failed up to this point.

This is the most critical and the most hopeful group with which any institution except the similar institution for girls is concerned. They are supposedly normal children who have got started wrong. When the State takes a hand in their bringing up and assumes parental responsibility for them, surely it should spare no expense that may be needful to get these youngsters headed right while there is yet time.

Of the present Board of Control of the School two members were appointed during the current year to fill vacancies, one occurring by death and one by resignation. The resignation of Fred L. Paddelford, the Superintendent, takes effect on this date, November 30. Ben F. Taylor becomes acting Superintendent, December 1.

BOARD OF CONTROL.

Chas. W. Owens, President.....	Golden
Arthur H. Bosworth, Secretary.....	Denver
Mrs. Sarah K. Walling, Member.....	Denver

MOVEMENT OF POPULATION

Number of boys November 30, 1922.....	366
Received (new) during biennial period.....	303
Violated parole and returned.....	74
Escapes of last biennial period returned.....	2
Total number of boys cared for.....	745
Died.....	8
Discharged (boarders, U. S. boys).....	8
Escaped.....	30
Paroled.....	356
Returned to Court.....	14
Pardoned.....	4
Total number leaving school during biennial period.....	429
Remaining in the school November 30, 1924.....	316
Average number per day during biennial period.....	348

FINANCIAL STATEMENT

RECEIPTS

Appropriation Maintenance	\$265,000.00
Appropriation Repairs	10,000.00
Appropriation Building	35,000.00
Cash Receipts	19,664.50
Cash Fire Insurance	13,553.75
Total	<u>\$343,218.26</u>

EXPENDITURES

Support, Maintenance, Current expenses.....	\$270,957.93
General Repairs	17,735.63
Improvements (Cottage)	39,997.82
Land	1,712.40
Cash in State Treasury	12,814.47
	<u>\$343,218.25</u>
Per capita cost per day.....	\$0.853

CASH RECEIPTS

Cattle Department	\$ 4,476.00
Boarders	5,295.67
Swine Department	2,055.68
Wheat	1,301.05
Horse Department	1,368.00
Boys Work	3,413.63
Royalty on Clay	683.79
Premiums Stock Show	109.00
Printing for State Board of Health.....	500.00
Other receipts.....	461.68
Total	<u>\$19,664.50</u>

The Girls' Industrial School

BOARD OF CONTROL

Mr. Edwin S. Kassler, President.....	Denver
Mr. Edward C. Stimson, Secretary.....	Denver
Mrs. Henry Van Kleeck.....	Denver
Mrs. Frederick J. Chamberlin.....	Denver
Mrs. Claude M. Taussig.....	Denver
Anna L. Cooley, Superintendent	

The Girls' Industrial School is supported by State appropriations and by county payments of 50 cents per capita per day for each girl committed to the institution from that county. This is the only State institution for which the counties share the expense.

The institution property consists of a farm of 50 acres—17 acres in alfalfa, 8 acres in garden, 10 acres in orchard, and the remainder in buildings and grounds. There are eight brick and stone buildings including six cottages with a capacity for 165 girls and an administration building and chapel building.

Each cottage is a separate and complete family home for the girls living in that cottage. Girls are carefully classified according to their age and needs. Thorough physical and mental examinations are given them and much attention paid to their individual difficulties.

FINANCIAL REPORT

	Receipts	Expenditures
Maintenance Appropriation	\$ 60,000.00	\$ 60,000.00
Repair Appropriation	6,000.00	6,000.00
Cash Fund from Counties and other sources.....	62,632.58	52,112.90
Total	\$128,632.58	\$118,112.90
Balance on hand		10,519.68
		\$128,632.58
Farm products, 1923-1924, are valued at.....		\$ 12,045.55

The financial needs from the State for the institution as submitted by the Board for the biennial period of 1925-1926 are:

Maintenance	\$70,785.00
To enlarge Executive Cottage	12,000.00
Other repairs and alterations	10,028.00
Total	\$92,813.00

POPULATION

In School, November 30, 1922.....	153
On Parole.....	50
At Crittenton Home.....	3
At Large.....	3
Total Under Care of School, November 30, 1922.....	209
Committed During 1923.....	88
Discharged	67
Returned to Court.....	...
Paroled	102
Escaped	4
Returned—	
For Discipline	14
For Medical Treatment.....	4
For Further Training.....	1
For Change of Place.....	3
	<u>22</u>
Escapes Returned.....	3
In School, November 30, 1923.....	148
On Parole.....	69
At Crittenton Home.....	6
At State Home for Venereal Diseases.....	4
At Large.....	3
Total Under Care of School, November 30, 1923.....	230
Committed During 1924.....	76
Discharged (from Parole).....	75
Returned to Court.....	8
Transferred to State Home for Mental Defectives.....	8
Paroled	93
Escaped	3
Returned—	
For Discipline.....	19
For Medical Treatment.....	1
For Change of Place.....	2
For Further Training.....	1
	<u>23</u>
Escapes Returned.....	3
In School, November 30, 1924.....	143
On Parole.....	66
At Crittenton Home.....	6
Total Under Care of School.....	215
Average Number at the School During 1923.....	145
Average Number at Crittenton Home.....	4
Average Number Supported During 1923.....	149
Average Number at the School During 1924.....	144
Average Number at Crittenton Home.....	8
Average Number Supported During 1924.....	152
Average Length of Stay at the School Before Parole.....	21 Months

LAW BREAKERS

The problem of the offender against society is older than organized society itself. Probably at no time in history has it received as much really constructive thinking as it is receiving now from lawyers, psychologists, sociologists and the public generally. And there is need for more such thoughtful attention for we are yet far from dealing successfully with the problem. We are just beginning to realize that it is very little use to try to apportion punishment, for it is not in human power to do it justly. In the familiar lines of Burns—

"What's done, we partly may compute,
But know not what's resisted."

But two things we must do, protect society and so far as possible reform and save the individual.

COUNTY JAILS

It is in the county jails that the offenders usually first come under forcible control. As a problem of protecting society, if an offender is ever to be turned loose again the only safety and practical economy is to send him out less an enemy and more a friend to society than he was before. But do our jails do that?

County jails have long been described as schools of crime. In our visits to county jails we have seen much to confirm and little to disprove that description. We have visited county jails that have bad air, insufficient light and poor sanitary conditions. Every jail that we have visited has held the prisoners in idleness, except possibly for a few chores around the jail. Will a man who is kept there day after day, week after week, month after month, in poor air with no active exercise, with no occupation for the mind, with nothing at all to do except to swap yarns with the next fellow about their wickedness, come out the more likely to be a useful law-abiding citizen?

Our county jails have two crying needs: improved sanitary conditions in some and work for the prisoners in all. Hard work would be a sentence far more deterrent of crime to many a petty criminal who now lodges in the county jail than any sentence to loafing idleness can be.

STATE INSTITUTIONS

The state maintains a penitentiary at Canon City, and a reformatory for young men who are first offenders at Buena Vista. There is no reformatory for women.

Reports of the county jails and the state institutions follow.

COUNTY JAIL REPORT

COUNTY	In Jail On		Admitted During		Number Who Served	
	June 30, 1923	June 30, 1924	Year Ending	Year Ending	June 30, 1923	June 30, 1924
	June 30, 1923	June 30, 1924	June 30, 1923	June 30, 1924	June 30, 1923	June 30, 1924
Adams	..	5	..	308	..	100
Alamosa	12	0	..	17	3	1
Arapahoe	..	5	230	301	25	17
Archuleta	0	0	..	3	0	3
Baca	1	..	21	..	4	..
Bent	..	2	..	34	..	..
Boulder	..	..	..	..	..	..
Chaffee	1	3	26	34	8	15
Cheyenne	1	1	9	17	2	..
Clear Creek	1	1	14	12	5	1
Conejos	2	..	9	..	3	..
Costilla	0	..	..	1	..	1
Crowley	2	1	71	76	6	33
Custer	0	..	2	..	..	..
Delta	0	..	14	42	2	26
Denver	153	201	3954	4180	..	..
Dolores	..	..	..	..	..	..
Douglas	1	..	..	..	10	..
Eagle	..	..	..	..	..	..
Elbert	1	1	8	9	6	2
El Paso	17	17	351	305	50	56
Fremont	..	..	..	..	..	..
Garfield	..	9	..	56	..	12
Gilpin	..	1	..	1	..	1
Grand	0	0	17	..	..	..
Gunnison	0	0	16	10	8	..
Hinsdale	0	..	..	..	..	..
Huerfano	5	4	184	3	13	5
Jackson	0	..	2	..	2	..
Jefferson	0	24	270	225	10	54
Kiowa	0	..	..	..	8	..

Prisoners Cared for in Garfield County Jail

COUNTY JAIL REPORT—Continued

COUNTY	In Jail On		Admitted During		Number Who Served	
	June 30,	June 30,	Year Ending	Year Ending	Year Ending	Year Ending
	1923	1924	June 30, 1923	June 30, 1924	June 30, 1923	June 30, 1924
Kit Carson	..	1	..	30	..	6
Lake	..	6	..	96	..	42
La Plata	..	..	57	..	..	8
Larimer	0	..	87	82	21	20
Las Animas	12	8	581	1513	67	42
Lincoln	..	..	..	..	..	..
Logan	6	0	82	194	..	63
Mesa	..	6	..	173	..	26
Mineral	0	0	..	..	..	..
Moffat	2	6	10	36	4	12
Montezuma	2	..	5	1	..	..
Montrose	1	3	32	42	32	9
Morgan	5	7	163	84	..	26
Otero	6	..	160	..	35	..
Ouray	..	..	..	4	..	4
Park	..	..	..	..	..	..
Phillips	..	..	..	..	..	..
Pitkin	0	..	12	5	2	..
Prowers	..	..	..	..	..	..
Pueblo	46	..	228	..	..	..
Rio Blanco	1	1	..	..	..	1
Rio Grande	1	2	16	36	7	20
Routt	..	0	..	35	..	4
Saguache	..	..	..	..	..	..
San Juan	0	0	1	2	2	..
San Miguel	..	..	..	..	..	..
Sedgwick	11	..	..	..	..	..
Summit	14	0	10	21	24	4
Teller	4	..	28	..	28	..
Washington	1	0	30	43	9	7
Weld	17	20	419	500	71	..
Yuma	0	..	1	..	69	..
	329	335	7141	8630		

The Colorado State Reformatory

STATE BOARD OF CORRECTIONS

Charles J. Moynihan, President.....	Montrose, Colorado
Helen L. Grenfell, Vice-President.....	Denver, Colorado
Frank S. Hoag, Secretary.....	Pueblo, Colorado
M. P. Capp, Warden.....	Buena Vista, Colorado

Youths from 16 to 21 years of age convicted of a felony for the first time are committed to the State Reformatory at Buena Vista. From 21 to 30 years of age they may under certain circumstance and in the discretion of the trial judge be committed to the State Reformatory instead of the State Penitentiary. The sentence is always indeterminate. A boy may be released as soon as his work and behavior have given satisfactory evidence that he is ready for release. The spirit of the institution is admirable. The boys work energetically and many are released in about seven months. When the boy enters he is first placed under guard where he works in gangs under direction. He is carefully watched and record made as to his spirit, behavior and quality of work. As soon as the warden believes the confidence in him is warranted he becomes a "trusty"—that is to say, he is assigned to tasks where there is no guarding and where he reports to the overseer or warden.

Many boys in the institution are continuously employed in the industries common to institution life, such as the bake shop, tailor shop, shoe shop, printing shop, kitchens, garages and machine shops. This work has large educational value, but it does not pretend to be definite vocational training. The greater number of boys are engaged in the principal industry of the institution, which is farming and especially stock raising.

The institution is justly proud of its pure-bred animals. It is selling registered animals to the stock men of the region in a way that is profitable to both the institution and to the surrounding country. There are at present 110 head of horses, including a famous pure-bred Percheron stallion; 40 head of mules; 75 pure-bred Herefords; 60 pure-bred Holstein cattle; a range herd of about 200 cattle headed by fine Hereford bulls; a flock of between 900 and 1,000 sheep with a good representation of registered animals; 200 head of pure-bred Duroc Jerseys, Hampshires and Poland-China hogs.

The farming has been less valuable than the stock raising. The location is too high to be favorable for extensive diversified farming, and the past year has been an exceedingly dry season in which all the farming of the region has suffered. But espe-

cially it has been less profitable than it might be because most of the land that is tilled is rented and worked on shares. The Reformatory has less than 150 acres of tillable and irrigated land. All the hay and meadow land used by the institution and the greater part of the tilled land must be rented. The boys are scattered in farm camps up and down a valley for 27 miles. That escapes are so few under the circumstances is greatly to the credit of the institution. But the situation is costly financially in institution management and makes also a difficult problem of supervision of the 175 to 200 boys who are out in these camps.

The institution is earnestly pleading for appropriation for the purchase of certain farm lands which it is now renting which are particularly well located for the uses of the institution. The appropriation needed for such purpose would be about \$125,000.

CONDENSED FINANCIAL STATEMENT 1923-1924

Receipts from Appropriation.....	\$165,500.00
State Cash (Farm Earnings).....	24,568.00
	\$190,068.00
Expenditures—	
For Maintenance.....	\$178,320.94
Investment (Cattle, Horses, Sheep).....	11,593.50
Cash Fund Balance.....	149.08
General Revenue.....	4.48
	\$190,068.00
Total Cost of Maintaining Reformatory.....	\$178,320.94
Cost Per Capita Per Day.....	1.54

MOVEMENT OF POPULATION

Present at Beginning of Period.....	190	
New Admissions During Period.....	418	
Readmissions During Period.....	43	
	356	651
Paroled During Period	76	
Discharged	36	
Escaped, Died, Transferred, Departed.....		468
	183	
Present at Close of Period.....		183
Average Daily Population.....		162

AGES OF INMATES COMMITTED—BIENNIAL PERIOD 1923-1924

Age	Crime Against		Totals
	Person	Property	
15.....	..	2	2
16.....	3	26	29
17.....	6	44	50
18.....	3	67	70
19.....	6	86	92
20.....	5	60	65
21.....	1	44	45
22.....	2	38	40
23.....	1	29	30
24.....	3	23	26
25.....	..	1	1
26.....	..	3	3
27.....	2	..	2
29.....	..	1	1
	32	434	456

Need of a Reformatory for Women

Colorado has no reformatory for women. While there are not a great many women in the penitentiary, those who are there must of necessity be under very restricted conditions without opportunities for the occupations and training that they need.

Colorado has a very small and poorly equipped detention hospital for women. Some remarkable work considering the lack of equipment has been done for the moral and physical up-building of women in that institution. During the last biennial period 234 persons ranging in age from 1 year to 59 years have been treated. 126 were 20 years old or under. 76 were from 18 to 20 years old.

The State of Kansas has an industrial farm for women, which is a combination of detention hospital and reformatory. Women are sent there on a charge of vagrancy by commitment from municipal courts and women committing felonies are also sent there. The institution gives splendid physical care and also vocational and other training, which is reformatory in its effect. It appears to be doing fine work with the women concerned, and its records show few repeaters.

We would recommend that Colorado establish a similar institution for women in this State.

State Penitentiary

COLORADO STATE BOARD OF CORRECTIONS

C. J. Moynihan, Montrose.....	President
Frank S. Hoag, Pueblo.....	Secretary
Mrs. Helen L. Grenfell, Denver.....	Vice-Chairman

The population of the Penitentiary has shown considerable fluctuation during the biennial period. On December 1, 1922, it was 858. In May, 1924, it was 926. It decreased again and the period closed with 882 on November 30, 1924.

Prisoners have constructed during the period some long stretches of splendid highways: the completion of the road over Cerro Summit in Montrose County; that thru Poncha Pass in Chaffee County; Work on the Poudre Canyon road in Larimer County; on the highway thru the Devil's Gap in Fremont County and long stretches of mountain highway in Saguache County, replacing Cochetopa Pass Road which will cut down the distance materially and greatly facilitate travel between the Eastern and Western slopes.

It has not been possible, however, to secure as much work for the prisoners on the State highways during the last two years as formerly. In order to keep men employed the Penitentiary has leased more ranches and is farming more extensively than before. A large force of men have been working for several months rip-rapping the river banks and making safe the farm lands owned by the State Hospital at Pueblo. Many men have been employed on general improvements and repairs at the Penitentiary.

The amount of work available for prisoners is, however, wholly inadequate to keep them all employed. There seriously needs to be a development of productive industry within the prison walls.

POPULATION

PRISONERS RECEIVED AND DISCHARGED During the two years ending November 30, 1924

Incoming	Number
Received by sentence of court.....	800
Escaped prisoners returned.....	21
Paroled prisoners returned.....	35
Total	856

Outgoing

Discharged by expiration of sentence.....	103
Pardoned	3
Released by order of court.....	1
Eseaped	33
Died at prison.....	14
Executed	1
Paroled	677
	<hr/>
Total	832

SUMMARY

Population December 1, 1922.....	858
Ineoming	856
	<hr/>
Total	1,714
Outgoing	832
	<hr/>
Population November 30, 1924.....	882
Definite sentencees	31
Life sentencees	24
Death sentencees	3
Indeterminate sentencees	742
Serving first term	494
Serving second term	269
Serving third term	28
Serving fourth term	5
Serving fifth term	2
Serving sixth term	2
	<hr/>
Total	800
Crimes against property.....	413
Crimes against persons.....	312
Crimes against person and property.....	75

WOMEN PRISONERS

In prison December 1, 1922.....	38
Received by sentence from court.....	25
Received from state of Wyoming.....	9
Received from U. S. Government.....	30
	<hr/>
Total	102
Discharged	34
Paroled	31
	<hr/>
	65
	<hr/>
In prison November 30, 1924.....	37

FIRST BIENNIAL REPORT

FINANCIAL STATEMENT

Appropriation—Maintenance	\$230,000.00
Appropriation—Salaries	203,000 00
Cash for convict labor expended for maintenance.....	15,804.61
Ranches and gardens and products thereof consumed.....	31,267.89
	<hr/>
	\$480,072.50

PER CAPITA COST

Average daily number of prisoners, 881

Total annual cost of maintaining Penitentiary.....	\$240,036.25
Annual per capita.....	272.46
Daily per capita.....	.75
Annual expenditure less earnings.....	216,500.00
Annual per capita cost to taxpayers.....	245.74
Daily per capita cost to taxpayers.....	.67

**SUMMARY OF EXPENDITURES BY STATE AND COUNTIES
FOR DEPENDENT, DEFECTIVE AND
DELINQUENT PEOPLE**

On the following pages appear cumulative tables showing the expenditures of State and counties for dependent, defective and delinquent people, also more detailed tables showing the expenditures of the separate counties for various forms of relief.

The reports from the counties are so incomplete, and also there are several variations in the date of the report year, that we have refrained from totalling those tables. The figures for the blind for 1923 are complete. They were taken from the books of the State Auditor and represent the State's half—which would equal also the counties' share—of the county expenditures of 1923 as refunded by the State in 1924.

For the other figures, if we may assume that the counties which reported for one year but not for both spent in the year for which they did not report an amount equivalent to that in the year for which they did report, we should have the following interesting approximate estimate of county expenditures for those matters for the past two years.

The item of county expenditures for care in other institutions shows in that table a large difference between 1923 and 1924 because that item was not separately called for in the 1923 report and was frequently included in the home relief. The other institutions referred to are mainly the State Industrial School for Girls and the Florence Crittenton Home.

APPROXIMATE COUNTY EXPENDITURES FOR RELIEF

Year Ending	July 1, 1922, to June 30, 1924					Total
	Home Relief	County Farms and County Hospitals	Other Medical Care	Co. Chgs. in Other Instits.	Blind		Mothers' Compensation
June 30, 1923.....	\$354,121.82	\$465,893.22	\$ 63,121.12	\$15,471.00	\$124,947.36	\$1,150,514.46
June 30, 1924.....	344,370.06	492,560.84	104,442.06	36,928.89	132,966.54	1,254,311.81
Totals	\$698,491.88	\$958,454.06	\$167,563.18	\$52,399.89	\$257,913.90	\$2,404,826.27

NUMBER OF PERSONS AIDED

The number of persons aided by this expenditure for one year—again making an approximate estimate by adding the figures for each county for the last year reported—was as follows:

By Home Relief.....	8,127
On County Farms.....	1,336
In County Hospitals.....	5,165
Blind	1,481
Mothers' Compensation.....	2,622 (Mothers and Children)
	<hr/>
	18,731

County	Relief of Poor in Their Homes	County Farms and County Hospitals	Other Hospital Care	Dec. 1, 1922, to		Mothers' Compensation
				Nov. 30, 1923	Blind	
Adams	\$ 5,525.49	.....	.....	\$ 1,012.50	.....	\$ 3,495.08
Alamosa	2,895.91	.....	.....	412.50	.....	2,486.65
Arapahoe	.....	.....	.....	1,338.32	.....	.....
Archuleta	1,600.00	.....	.....	150.00	.....	.....
Baca	2,381.22	.....	.....	.....	.....	.....
Bent	8,407.57	\$ 1,408.95	\$ 1,653.26	616.66	.....	.....
Boulder	19,995.73	23,460.03	.....	3,943.75	.....	4,373.00
Chaffee	.....	.....	.....	221.25	.....	.....
Cheyenne	1,108.62	.....	.....	.....	.....	.....
Clear Creek	.....	.....	.....	600.00	.....	.....
Conejos	3,514.00	.....	.....	2,179.25	.....	.....
Costilla	5,384.00	.....	.....	2,180.50	.....	.....
Crowley	.....	.....	.....	1,050.00	.....	.....
Custer	80.00	490.73	.....	650.00	.....	.....
Delta	1,864.58	.....	.....	1,221.25	.....	2,410.00
Denver	38,838.20	289,293.22	.....	51,847.33	.....	50,953.50
Dolores	679.98	679.98	.....	.....	.....	.....
Douglas	1,235.00	.....	.....	.....	.....	385.00
Eagle	.....	4,938.68	.....	300.00	.....	.....
Elbert	1,409.61	4,790.76	.....	150.00	.....	.....
El Paso	32,017.34	20,916.40	.....	595.83	.....	.....
Fremont	4,884.43	10,000.00	.....	7,221.04	.....	8,440.00
Garfield	.....	.....	.....	2,065.08	.....	.....
Gilpin	4,275.40	.....	.....	255.00	.....	1,800.00
Grand	300.00	.....	.....	150.00	.....	.....
Gunnison	4,740.75	3,265.98	.....	300.00	.....	240.00
Hinsdale	.....	.....	.....	962.50	.....	805.00
Huerfano	6,708.77	.....	2,603.69	300.00	.....	.....
Jackson	646.63	.....	.....	4,488.92	.....	.....
Jefferson	7,180.29	4,303.29	.....	.....	.....	.....
Kiowa	719.80	.....	.....	2,326.33	.....	.....
Kit Carson	.....	.....	.....	300.00	.....	.....
Lake	8,101.40	6,841.42	.....	.....	.....	1,905.00
				1,525.00	.....	480.00

FIRST BIENNIAL REPORT

COUNTY AID, JULY 1, 1922, TO JUNE 30, 1923—Continued

County	Relief of Poor in Their Homes	County Farms and County Hospitals	Other Hospital Care	Dec. 1, 1922, to Nov. 30, 1923		Mothers Compensation
				Blind	Compensation	
La Plata	4,251.49	3,761.54	1,973.80	625.50	1,592.00	
Larimer	\$16,314.23	\$ 12,860.98		\$ 3,324.50	\$ 8,715.00	
Las Animas	12,431.17		\$ 4,422.63	12,817.20		
Lincoln	1,100.00			587.50		
Logan		629.78				1,550.00
Mesa	3,588.82	7,027.80	541.87	1,317.50	2,127.82	
Mineral					262.50	
Moffat					385.83	
Montezuma	5,293.07				360.00	
Montrose	2,832.64	4,286.40		1,265.91		
Morgan	10,115.75			219.00	3,390.00	
Otero	14,860.73	889.19		1,815.00		
Ouray				300.00	180.00	
Park		4,939.98		45.00		
Phillips	3,346.30				995.00	
Pitkin				737.50		
Pueblo	8,745.06	23,856.77		4,061.22	7,338.00	
Prowers				525.00		
Rio Blanco	2,389.23					
Rio Grande				550.00		
Routt				300.00	600.00	
Saguache	4,083.92			427.50		
San Juan	3,782.08					
San Miguel	1,093.25	6,187.15	581.09	750.00		
Summit	1,351.94	2,618.41		237.50	600.00	
Sedgwick						
Teller	7,800.00	6,535.00		1,840.50	1,510.00	
Washington	5,220.12				4,200.00	
Weld	34,793.73	17,640.20		2,369.58	4,025.00	
Yuma	6,580.39			1,059.50	2,560.00	

COUNTY AID, JULY 1, 1922, TO JUNE 30, 1924

County	Relief of Poor in Their Homes	County Farms and County Hospitals	Other Medical Care	County Charges In State Institutions	Dec. 1, 1923 to Nov. 30, 1924 Blind	Mothers' Compen- sation
Adams	\$ 3,610.00		\$ 2,976.28	\$ 536.55	\$ 1,177.00	\$ 3,308.30
Alamosa	2,900.00		300.00		525.00	
Arapahoe					1,506.23	
Archuleta	3,053.21		525.44	144.12	72.89	
Baca					430.83	
Bent	8,062.19	\$ 960.35	1,009.06		675.00	1,842.00
Boulder	10,067.84	21,588.01	2,585.00	2,173.00	4,445.00	
Chaffee						
Cheyenne	830.00					120.00
Clear Creek	7,500.00		1,911.00		658.00	
Conejos						
Costilla					1,715.83	
Crowley	2,549.27				1,050.00	
Custer						
Delta	2,377.83	2,982.49				4,750.00
Denver	48,605.77	320,953.51	19,200.00	13,972.00	50,761.00	64,997.50
Dolores	620.00		1,240.00			
Douglas	1,688.78					
Eagle	582.00	3,806.82			150.00	210.00
Elbert	1,844.01		2,030.29	1,130.00		1,973.56
El Paso	34,908.39	19,845.55	28,788.38	367.00		7,937.50
Fremont		10,000.00		746.00	2,471.25	
Garfield					364.82	
Gilpin	1,035.00		1,320.00		212.50	
Grand	300.00				300.00	240.00
Gunnison	4,062.03	4,401.00	600.00		1,062.92	911.00
Hinsdale					300.00	
Huerfano	8,289.33		1,168.60	182.50	4,488.92	
Jackson			884.23			
Jefferson	14,278.71	4,164.82	1,779.68		2,778.59	
Kiowa	751.83		216.50		441.83	

FIRST BIENNIAL REPORT

County	Relief of Poor in Their Homes	County Farms and County Hospitals	Other Medical Care	County Charges In State Institutions	Dec. 1, 1923 to Nov. 30, 1924 Blind	Mothers' Compen- sation
Kit Carson	5,173.92	.....	3,773.31	1,596.00	.....	1,845.00
Lake	3,217.00	7,007.58	.....	.....	1,558.34	480.00
La Plata	3,533.78	4,452.98	2,128.85	.....	1,002.60	1,518.22
Larimer	\$12,824.22	\$ 10,556.87	.....	\$ 1,900.00	\$ 3,872.00	.....
Las Animas	21,004.64	.....	\$ 6,131.01	.....	15,982.50	.....
Lincoln	.....	.....	.....	.....	500.00	.....
Logan	16,616.51	667.74	3,689.15	3,687.95	267.50	\$ 1,257.45
Mesa	2,563.75	6,357.49	3,210.75	789.00	1,779.13	1,820.50
Mineral	.....	.....	.....	.....	150.00	.....
Moffat	1,782.38	.....	.....	183.00	.....	.....
Montezuma	4,423.25	.....	919.05	.....	399.56	.....
Montrose	2,954.89	3,549.95	.....	.....	1,435.40	.....
Morgan	2,314.32	.....	1,586.83	415.00	675.42	3,197.41
Otero	17,821.10	1,199.20	1,564.24	.....	2,322.50	3,850.00
Ouray	.....	4,270.58	.....	.....	.....	.....
Park	540.00	4,260.00	2,300.00	.....	.....	100.00
Phillips	2,300.00	.....	.....	.....	.....	700.00
Pitkin	2,337.10	.....	1,423.10	.....	742.05	300.00
Pueblo	11,381.80	22,980.71	3,962.50	1,182.94	4,973.23	7,528.00
Prowers	.....	.....	.....	.....	525.00	.....
Rio Blanco	1,487.16	.....	700.00	.....	.....	.....
Rio Grande	1,613.00	.....	840.00	180.00	912.50	.....
Routt	959.00	.....	3,726.89	182.50	497.80	.....
Saguache	4,083.92	.....	.....	.....	.....	.....
San Juan	3,948.56	.....	.....	.....	.....	.....
San Miguel	516.87	.....	1,567.35	769.00	.....	240.00
Summit	944.84	2,868.82	22.50	.....	750.00	.....
Sedgwick	.....	2,898.99	4.20	.....	325.00	600.00
Teller	7,255.71	8,101.99	.....	.....	2,163.50	420.00
Washington	3,102.23	.....	.....	.....	.....	1,235.00
Weld	27,447.29	19,403.50	9,262.69	1,129.50	.....	5,000.00
Yuma	6,315.75	.....	1,795.18	80.23	.....	2,500.00

EXPENDITURES FOR STATE CHARITABLE AND CORRECTIONAL PURPOSES

Maintenance and Improvements 1923-1924

Institution at Ridge.....	\$ 76,937.00
Institution at Grand Junction.....	146,817.76
*State Hospital for Insane.....	1,260,148.26
State Soldiers' and Sailors' Home.....	203,082.96
State Home for Dependent Children.....	128,632.58
†Girls' Industrial School.....	330,403.78
Boys' Industrial School.....	189,914.44
State Reformatory.....	480,072.50
State Penitentiary.....	15,188.08
State Workshop for Blind.....	225,192.77
Blind Benefit.....	
Total.....	\$3,266,226.97

*State Hospital for the Insane has a mill levy, which provided \$820,-713.19 of above amount.

†Girls' Industrial School receives per capita payments from counties, which gave \$56,417.00 of above amount.

PERSONS CARED FOR IN STATE INSTITUTIONS

December 1, 1922, to November 30, 1924

	Number present		Admitted Dec. 1, '22, to Nov. 30, '24	Total Cared for During Period	Present at close of period Nov. 30, 1924
	Dec. 1, 1922	Dec. 1, '22, to Nov. 30, '24			
Home for Dependent Children.....	190	263	453	154	
Boys' Industrial School.....	366	395	761	318	
Girls' Industrial School.....	209	164	373	215	
State Home for Mental Defectives, Ridge.....	78	5	83	78	
State Home for Mental Defectives, Grand Junction.....	169	132	301	235	
State Hospital for Insane.....	2,218	862	3,080	2,422	
Soldiers' and Sailors' Home.....	109	113	222	195	
State Penitentiary.....	858	358	1,716	884	
State Reformatory.....	190	461	651	183	
Totals.....	4,387	3,253	7,640	4,684	

LICENSED VOLUNTARY AGENCIES

Services Rendered—Last Report Year

INSTITUTIONS FOR ADULTS OR ADULTS AND CHILDREN

Adult Blind Home—Denver: Provides a home and workshop for homeless and dependent blind persons—capacity (filled).....	24 persons
Convent of the Good Shepherd—Denver: Two departments—Junior for orphaned and half-orphaned girls from two to sixteen years; Senior for older delinquent girls. During year	147 juniors 224 seniors
Florence Crittenton Home—Denver: Home and medical care for unmarried mothers. During year.	134 girls 104 babies
Ladies' Relief Society—Denver: Nursery for old ladies, 70 years and over. Capacity (filled)...	70 persons
Little Sisters of the Poor (Mullen Home)—Denver: An old folks home. Number resident	81 men 60 women
United Negro Protective Association—Denver: Home for negro old folks and orphans. Just opening.....	

INSTITUTIONS FOR CHILDREN

Byers Home for Boys—Denver: For orphaned and half-orphaned boys. Capacity (filled).....	27 boys
Clifton Hughes Training School for Girls—Denver: 32 girls present—during the year	84 girls
Colorado Christian Home—Denver: For orphaned and dependent children from 4 to 15 years of age. Daily average 37. During the year.....	56 children
Denver Orphans Home—Denver: Nursery care for infants and temporary care for older homeless children. Daily average 132. During year...	256 children
Denver Sheltering Home for Jewish Children—Denver: A home for Jewish children whose parents are being cared for in the tuberculosis sanatoria. Daily average 79. During the year	116 children
Globeville Day Nursery—Denver: Day nursery—care for children of working mothers. Daily average	22 children
Lennox Home for Children—Denver. Daily 32. During the year	108 children
Mt. St. Vincents Home—Denver: For dependent and homeless boys from 2 to 15 years old. Daily average 211. During the year	238 boys
Queen of Heaven Orphanage—Denver: Home for girls from 2 to 16 years old. Average number present 213. During year	316 girls
Social Center and Day Nursery—Denver: Care for children of working mothers during working hours. Daily average	70 children
Colorado Springs Day Nursery Association: Provides day nursery care for children of working mothers. 21,900 days' care and complete home care, especially for pre-tuberculous children. Capacity for home care.	32 children
Lincoln Home—Pueblo: A home for old folks and children. About	30 persons
McClelland Orphanage Association—Pueblo: Number present 44. During year	125 children
Sacred Heart Orphanage—Pueblo: Number present 117. During year	180 children

FAMILY WELFARE AND RELIEF

Social Service Bureau—Boulder: Serves families and individuals in distress. During year...	190 persons
Central Jewish Aid Society—Denver: Serves Jewish families in distress	750 cases
Colorado Prison Association: Aids ex-prisoners and prisoners' families—147 families, including	342 persons
Average per month 26 families.	
Needlework Guild for America (Denver Branch): Distributes new garments to institutions and individual families—13,554 garments.	

Social Service Bureau—Denver:	
Serves families in distress. During year 2,211 families....	7,411 persons
Tolstoi Guild—Denver:	
Temporary aid to families in need.	
Associated Charities of Colorado Springs:	
Serves families and individuals in distress, 423 families, including 1845 individuals and 172 homeless men.....	2,017 persons
American Red Cross and Associated Charities—Pueblo:	
Red Cross cares for disabled ex-service men and their families. Associated Charities cares for civilian fam- ilies in need.	
Salvation Army—Pueblo.	

EDUCATIONAL AND RECREATIONAL

Big Brother Movement—Denver:	
Provides "big brothers" for under-privileged boys. Little brothers	274
Boys waiting assignment to big brothers	50
Flower Girls Association—Denver:	
Distributes flowers among the sick and shut-in.	
Neighborhood House Association—Denver:	
A recreational and educational center. Monthly attendance at clubs and classes	416
Monthly attendance gymnasium	1,320
Monthly attendance social events.....	1,400
Conducts day nursery for children of working mothers. Daily average	20
Negro Women's Club Association—Denver:	
Provides day nursery. Daily average.....	18
Temporary shelter for young women	40
North Side Community Center—Denver:	
Educational and Recreational Center in Italian neighbor- hood. Monthly average	1,056
United Workers for the Blind of Colorado:	
Serves the interests of blind people.....	193 persons
Boys Club Association—Colorado Springs:	
Educational and recreational center for boys. Total years attendance 11,150; daily average	80
Pueblo Settlement Association.	

HEALTH AGENCIES

Children's Hospital Association—Denver:	
For sick and crippled children, received at full pay, part pay or full. Number present March 31, 1924, 79. Dur- ing year	2,784 children
Church Home for Convalescents—Denver:	
Provides convalescent care for women and girls recovering from non-infectious sickness. 5,259 days' care given.	247 patients
Hospital Saturday and Sunday Association—Denver:	
Through special arrangements with hospitals and doctors, provides hospital care for sensitive poor. 5,832 days' care to	354 patients
National Jewish Hospital for Consumptives—Denver:	
Hospital for indigent tuberculous patients. Number pres- ent, 189; total for year	383 patients
Sands House Association—Denver:	
Cares for destitute tuberculous women. 8,868 days' care given to	34 women
Visiting Nurse Association—Denver:	
Provides registered nurses to care for sick in their homes and give instruction in home nursing. During the year	8,774 patients
Infant welfare clinics have monthly attendance of.....	1,189 babies
Craig Colony for Consumptives—Edgewater:	
Cares for destitute tuberculous men. 21,405 days' care given	158 patients
Jewish Consumptives Relief Society—Denver:	
For the treatment of indigent consumptives. Present, 246. Cared for during year	539 patients
Visiting Nurse Association—Colorado Springs:	
Provides registered nurses to care for sick in their homes and give instruction in home nursing. Home nursing to Served at 930 clinics at which there were 8,160 calls.	728 patients
Eben-Ezer Mercy Institute—Brush:	
Sanatorium and old people's home. Present, 56. Total during year	111 persons

LICENSED VOLUNTARY AGENCIES—EXPENDITURES LAST CURRENT YEAR
(Date of Fiscal Year Varies)

	Current Expenditure	Refunds and Earnings	Net Cur. Exp. from Charitable Funds	Capital Expenditure
Adult Blind Home	\$ 9,582.21	\$ 5,130.70	\$ 4,451.51	\$ 1,038.56
Big Brother Movement	5,008.23	220.00	4,788.23	.....
Byers Home for Boys	7,939.07	6,095.10	1,843.97	.....
Central Jewish Aid Society	47,357.08	22,461.64	24,895.44	24.50
Children's Hospital Association	131,654.26	106,150.92	25,503.34	5,591.78
Church Home for Convalescents	6,453.03	.....	.....	209.55
Clifton Hughes Training School for Girls	13,123.53	9,333.86	3,789.67	.....
Convent of the Good Shepherd	41,906.95	22,446.01	19,460.94	4,599.00
Colorado Christian Home	8,334.97	1,443.69	6,891.28	.....
Colorado Prison Association	6,883.42	.....	.....	.....
Craig Colony	23,485.39	.....	.....	607.23
Denver Orphans' Home	53,726.42	8,707.85	45,018.57	4,870.54
Denver Sheltering Home for Jewish Children	73,025.25	5,235.35	67,789.90	37,277.93
Florence Crittenton Home	37,392.34	19,283.31	18,109.03	300.00
Flower Girls' Association .....	.....	.....	.....	.....
Globeville Day Nursery	3,006.08	761.82	2,244.26	1,500.00
Hospital Saturday and Sunday Association	15,826.46	1,041.08	14,785.38	18,708.90 Lib.B
Jewish Consumptive Relief Society	349,002.45	.....	349,002.45	30,901.76
Ladies' Relief Society	30,785.18	6,337.79	24,447.39	6,893.24
Lennox Home for Children	11,906.42	7,134.37	4,772.05	.....
Little Sisters of the Poor (Mullen Home) .....	.....	.....	.....	.....
Mount St. Vincent's Home	23,805.09	7,447.81	16,357.28	6,200.00
National Jewish Hospital for Consumptives	349,283.63	.....	349,283.63	125,654.85
Needlework Guild of America (Denver Branch)	154.13	.....	154.13	.....
Neighborhood House Association	14,017.36	3,392.92	10,624.44	3,019.12
Negro Woman's Club Association	3,224.67	889.95	2,334.72	.....
North Side Community Center	5,560.76	.....	5,560.76	.....
Queen of Heaven Orphanage	37,292.86	6,241.51	31,051.35	.....
Salvation Army Relief Department	9,316.17	776.00	8,540.17	.....
Sands House Association	14,011.46	25.00	13,986.46	.....

LICENSED VOLUNTARY AGENCIES—EXPENDITURES LAST CURRENT YEAR—Continued
(Date of Fiscal Year Varies)

	Current Expenditure	Refunds and Earnings	Net Cur. Exp. from Charitable Funds	Capital Expenditure
Social Center and Day Nursery Denver	8,142.71	1,014.40	7,986.46	.....
Social Service Bureau Denver	28,430.55	3,235.79	25,194.76	798.00
St. Clara's Orphanage Denver	43,397.47	12,347.75	31,049.72	.....
Tolstoi Guild Denver	.....	.....	.....	.....
United Workers for the Blind Denver	2,666.19	1,109.95	1,156.24	.....
United Negroes Protective Association Denver	2,094.89	.....	.....	.....
Visiting Nurse Association Denver	52,596.61	13,308.21	39,288.40	4,205.20
Volunteers of America Denver	16,213.11	7,459.35	8,753.76	.....
Colorado Springs Associated Charities Colo. Springs	.....	.....	22,139.41	750.00
Boys' Club Association Colo. Springs	.....	.....	2,821.68	.....
Day Nursery Colo. Springs	.....	.....	8,582.75	.....
Salvation Army Colo. Springs	.....	.....	6,549.33	259.14
Sunnyrest Sanatorium Colo. Springs	.....	.....	11,371.69	.....
Visiting Nurse Association Colo. Springs	.....	.....	10,764.77	567.83
Eben-Ezer Mercy Institute Brush	37,133.67	20,316.65	16,817.02	.....
American Red Cross and Associated Charities Pueblo	.....	.....	24,173.00	.....
Lincoln Home Pueblo	.....	.....	2,114.40	.....
McClelland Orphanage Association Pueblo	.....	.....	9,686.54	.....
Salvation Army Pueblo	.....	.....	7,385.34	.....
Sacred Heart Orphanage Pueblo	25,087.61	10,452.69	14,634.92	.....
Total	\$548,827.68	\$309,801.47	\$306,156.54	\$253,977.13

CONCLUSIONS AND RECOMMENDATIONS

One of the duties laid upon this Department (See. 529) is to include in this report such suggestions regarding the various social needs and agencies here reviewed as the Department "may deem necessary and pertinent."

A considerable number of suggestions have been made in the preceding sections. Here we would repeat only those that seem to be most important.

1. That a State Commission for the Blind be created to consolidate the now unrelated forms of State aid to the adult blind. This includes the Blind Benefit, the State Workshop for the Blind and the State Teacher for the Adult Blind. Such a State Commission for the Blind should have power and means to seek, first, to develop training and vocational opportunities for the adult blind, and, secondly, to give such relief as may be needed to those for whom complete independence is found to be not possible, thus securing the largest returns for the State expenditure and the largest help to the blind.

2. That two additional cottages be provided at the State Home for Mental Defectives. We have shown how desperate is the need for more room for mental defectives.

3. That the Boys' Industrial School at Golden be given a building appropriation of about \$300,000.00 to provide two cottages, a school building with library and recreation hall, a gymnasium and shops. All of these buildings are immediately and seriously needed to relieve the present congestion, to rectify the present unwholesome living conditions, to replace vocational facilities destroyed last summer by fire, to make possible a sounder classification of the boys—in short to make possible effective up-to-date methods of corrective treatment of delinquent children, which are in some important respects not possible under present conditions.

4. That legislation be enacted to empower two or more counties jointly to maintain county homes and county hospitals.

5. That a State Reformatory for Women be established.

6. That a clerk for pardons matters be provided, either in the Department of Charities and Corrections or outside of it, to prepare material which the Governor may need for his consideration in relation to prisoners who seek his clemency.

7. That this State Department of Charities and Corrections be given means to fulfill the spirit and purpose of the laws under which it acts.

All states except Nevada and Mississippi have state boards or departments of charity and correction (under some such name). Most states have found those departments of such real importance to the welfare of the state and the effective conduct of its institutions that they have steadily developed in dignity and responsibility.

The older Eastern states have such strong departments, so largely financed, that comparisons with them lose all value for our present purposes. Several Western and Southern states have very recently created their departments. Although ours was established many years ago a fresh beginning needs now to be made to keep pace with these newly awakening states.

The Georgia situation appears to be most comparable with our own. There is a new department only three years old with powers and duties almost identical with those of our department. That department has a staff and annual budget as follows:

Secretary (a woman), salary.....	\$ 3,300.00
Four state agents, average salary \$2,443.75.....	9,775.00
Three stenographers	3,510.00
Traveling and incidentals.....	3,415.00
	\$20,000.00

The Georgia state agents as requested from the Legislature were to be assigned to the following lines of work: (1) Division of adult delinquents; (2) children's institutions and child placing agencies; (3) division of family service and county institutions; (4) mental problems. The department's report shows, however, that only a temporary worker was secured for mental problems and a second worker was substituted for children's work. The report shows exceedingly useful work done and rejoices that although their staff is small they are all trained and experienced social workers.

We had not seen this report when we realized that the work of our own Department shaped itself in exactly the same way, and we had figured a budget request very similar to this one, which is as follows:

Requested Appropriation, 1925-26

	Annual	Biennial
Secretary	\$ 3,000.00	\$ 6,000.00
Four state agents @ \$2,400.00 each.....	9,600.00	19,200.00
Clerk and stenographer.....	1,500.00	3,000.00
Stenographer	1,200.00	2,400.00
Traveling and incidentals.....	3,200.00	6,400.00
Pardons clerk if that work assigned to this office	1,500.00	3,000.00
	\$20,000.00	\$40,000.00

With such a staff, if the state agents are really trained and experienced social workers, the Department should be able to render to our counties, our State institutions and to other agencies those services which were set forth on pages 10 and 11 which we believe are so greatly needed in this State.

The million and a half dollars spent every year by the State, the million and a quarter spent every year by the counties should certainly bring much larger returns through the co-ordination of work which such a State Department should make possible, and through the gathering and disseminating of information regarding ideals and methods of work which the Department should make available.

NATIONAL CONFERENCE OF SOCIAL WORK

To Meet in Denver, June 10-17, 1925

In closing I desire to call attention to the annual meeting of the National Conference of Social Work which will be held in Denver, June 10 to June 17, 1925. The National Conference met in Denver in 1892, at which time Myron W. Reed, then president of our State Board of Charities and Corrections, was president of the Conference. In the 33 years since it has met but once between the Missouri River and the Pacific Coast. About 4,000 persons will probably come to the Conference from every part of the country, and interested in every kind of social work.

The Conference is divided into ten divisions:

- Children;
- Delinquents and Corrections;
- Health;
- The Family;
- Industrial and Economic Problems;
- Neighborhood and Community Life;
- Mental Hygiene;
- Organization of Social Forces;
- Public Officials and Administration;
- The Immigrant.

These divisions have each four or five section meetings, several divisions holding meetings at once. General sessions of the Conference are held in the evenings. Meeting with the National Conference are "kindred groups," which are national organizations of particular kinds of social work.

- American Association for Community Organization;
- American Association for Organizing Family Social Work;
- American Association of Hospital Social Workers;
- American Association of Social Workers;
- American Association of Social Service Exchanges;
- American Red Cross;
- American Country Life Association;
- Association of Schools of Professional Social Work;
- Canadian Association of Child Protection Officers;
- Canadian Council on Child Welfare;
- Canadian Minimum Wage Workers;
- Child Welfare League of America;

Committee on Public Aid to Mothers for Care of Dependent Children in Their Own Homes;
Committee on Publicity Methods;
Conference on Girls' Work;
Home Economics Group;
Inter-City Conference on Illegitimacy;
International Association of Policewomen;
International Association for Promoting Child Welfare;
National Association of Travellers' Aid Societies;
National Child Labor Committee;
National Children's Home and Welfare Association;
National Conference of Jewish Social Work;
National Federation of Day Nurseries;
National Federation of Settlements;
National Probation Association;
Social Service Council of Ontario;
Social Service Department, Protestant Episcopal Church.

This is a rare opportunity to meet and to hear outstanding social workers from all over the country. It is earnestly to be hoped that all board members and superintendents of our State institutions, all persons engaged in any form of county welfare activity or in voluntary agencies, and persons in general interested in social work and social progress will take advantage of this opportunity and help to make this Conference in Colorado a great success.

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

Session Laws of 1923

“Section 1. That the State Board of Charities and Corrections is hereby abolished and Sections 495 and 496 of the Revised Statutes of Colorado of 1908, and Sections 524 and 525 of the Compiled Laws of Colorado of 1921, and Section 1 of Chapter 83 of the Session Laws of Colorado of 1911, and Section 525 of the Compiled Laws of Colorado of 1921, are hereby repealed, and the Secretary of the State Board of Charities and Corrections shall be known as the Secretary of the Department of Charities and Corrections, and shall continue to exercise and shall exercise all the rights and powers and perform all the duties vested in and imposed upon the Secretary and the members of the board of the State Board of Charities and Corrections under the laws governing and concerning the State Board of Charities and Corrections and its Secretary, all under the direction of the Governor.”

Section 2. The Secretary of the State Board of Charities and Corrections shall be known as the Secretary of the Department of Charities and Corrections and shall be paid an annual salary of \$1,800, the same as the salaries of the other executive officers of the State are paid, in addition to the necessary traveling expenses while making investigations and engaged in the conduct of the business of the Department of Charities and Corrections.” Approved April 26, 1923.

In the opinion of the Attorney General of the State the general duties of the Department of Charities and Corrections continue to be those of the former Board of Charities and Corrections as set forth in Section 525, inasmuch as the Secretary of the State Board of Charities and Corrections “shall continue to exercise and shall exercise all the rights and powers and perform all the duties vested in and imposed upon the Secretary and the members of the board of the State Board of Charities and Corrections under the laws governing and concerning the State Board of Charities and Corrections and its Secretary, all under the direction of the Governor.”

Compiled Laws of Colorado, 1921

“Section 525. It (the Board, now Department) 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 therein, shall, without unnecessary delay, when so requested in writing, furnish to the (Board) Department such information, statistical or otherwise, as may be demanded, and said (Board) Department 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) Department within twenty (20) days thereafter, containing such matters and in such form as may be prescribed by the (Board) Department. 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) Department as a debt in any court having competent jurisdiction of the amount and the persons." (L. '11, p. 203, 1.)

(Public institutions report indigent aliens, 544.)

(For supervision of institutions, see 665; (Board) Department approve appointment of probation officers in counties of over 100,000, 661.)

Section 527. (Board) Department investigate method of conducting similar institutions in other states.

"Section 4. Whenever the (Board) Department 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 the secretary to visit such institutions in operation in other states; and by personal inspection to carefully observe and report 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." (L. '91, p. 327, 4; R. S. '08, 498.)

Section 529. Report of (Board) Department.

"Section 6. The (Board) Department 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." (L. '91, p. 327, 6; R. S. '08, 500.)

(For printing of reports, see 323.)

Section 530. (Board) Department investigate eleemosynary institutions—Licenses—Reports.

"Section 7. The State (Board) Department of Charities and Corrections shall have the power to receive and make in-

quiry 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." (L. '11, p. 204, 2; amending R. S. '08, 501.)

(Section 496 referred to, as amended, is 525.)

(State (Board) Department of Charities and Corrections approve selection of probation officer, 661.)

Section 531. **Investigation of Eleemosynary Institutions.**

"Section 8. The State (Board) Department 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 of the condition and management of any private eleemosynary institution, company, society or organization, and the (Board) Department making such investigation shall have the power to send for persons and papers and to administer oaths and affirmations." (L. '11, p. 204, 3; amending R. S. '08, 502.)

Section 532. **Notice to Institution of Complaint—Hearing.**

"Section 9. Upon formal complaint being lodged with the Secretary of the State (Board) Department 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) Department 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." (L. '01, p. 88, 3; R. S. '08, 503.)

Section 533. **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." (L. '01, p. 88, 4; R. S. '08, 504.)

Section 534. **License—Revocation—Reports to (Board) Department.**

"Section 11. In order that the said (Board) Department

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) Department of Charities and Corrections, and shall file with the State Board of Charities 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, names of principal officers, and such other information as to finances, number of people cared for and assisted, as the (Board) Department in its discretion may request; and, failing to file such annual report, the State (Board) Department 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 after a public hearing, shall be liable for a misdemeanor punishable upon complaint filed by the secretary of the (Board) Department for Charities and Corrections before a justice of the peace, with a fine of not to exceed one hundred dollars (\$100) or imprisonment for not to exceed ten (10) days, or both." (L. '11, p. 205, 4; amending R. S. '08, 505.)

(Forging or defacing official seals, 6775.)

Section 535. **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 to or obtain a license from the State Board of Charities and Corrections." (L. '11, p. 205, 5; amending R. S. '08, 506.)

(Chap. 172, S. L. 1909, is found at 1053 to 1058.)

Board of County Visitors

Section 8900. **Board of County Visitors.**

"Section 29. The probate judges 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 (first) 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 first, 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 judge 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) Department 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 to complete such board. No costs shall be chargeable on account of such petition. If, within 30 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) Department 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." (L. '11, p. 265, 1; amending R. S. '08, 507.)

Section 8902. **Report of Board.**

"Section 31. 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) Department of Charities on or before the 15th day of November of each year." (L. '93, p. 76, 3; R. S. '08, 509.)

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