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STATE DEPARTMENT OF PUBLIC WELFARE

Quarterly Bulletin

October, November, December, 1942

ANNUAL REPORT, 1942

COLORADO
STATE DEPARTMENT OF PUBLIC WELFARE
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Division of Child Welfare
1942
Bureau of Child Welfare
State of Colorado

SERVICES TO CHILDREN BY THE DIVISION OF CHILD WELFARE

The Division of Child Welfare, in its seventh year of operation, gave services to an average of 1,384 children a month. Information on the types of services provided and on the related activities of the Division is presented in the following report.

TYPES AND VOLUME OF SERVICE IN 1942

About three-fifths, or 432, of the monthly average of 751 children provided services classified as major types of supervision or treatment were in their own homes or homes of relatives, and a monthly average of 16 who otherwise would have had to be removed were kept in their own homes through the housekeeper service. An average of 261 children a month were provided care in foster homes, and arrangements were made for institutional care or special service for a monthly average of 42 children. (Appendix Table XV.)

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The children receiving care in boarding homes totaled 400 in the year, 200 boys and 200 girls. Nearly three-tenths, or 117, of the children were placed because of neglect by the parent or parents, and 24 because of birth out of wedlock. Sixty-three of the children were motherless because of death, desertion, or other causes, and another 63 were removed from their homes because of ill health of the parent or parents. Ill health of the child was the reason for 37 placements, and one placement was made because of the ill health of another child in the family. Forty-five of the boys and girls were placed because of delinquency, 14 because of personality disorders, and 6 others needed psychiatric services. The remaining 30 placements were due to a variety of reasons grouped under the heading "miscellaneous."

Through cooperation of the Colorado Psychopathic Hospital and other agencies, psychiatric services are available in 3 of the counties served by child welfare units. Children in adjacent counties in which there are welfare units are also served by the clinics.

Minor services were rendered an average of 633 children a month in the past year. These services included: (1) investigations for other agencies; (2) follow-up work in connection with children who previously had received services; and (3) incidental services to children for whom no responsibility for institutioning further treatment or study was assumed by the child welfare workers.

DETAILED ANALYSIS OF REFERRAL REASONS AND SOURCES AND TYPES OF SERVICE REQUESTED

In a special study of 553 cases involving 953 children referred to the Division of Child Welfare during 1942, the children were classified by age and sex, and the referral reasons and sources were analyzed in detail.

Of the 930 children whose sex was tabulated, 482 were boys and 448 were girls. The median age of the boys and also of the girls was about 10 years; but when the data were analyzed by 6-year age groupings, it was found that a somewhat larger proportion of the girls than of the boys were 12 years of age. Thirty-nine per cent of the girls were in the age group 13-18 years, as compared with only 35 per cent of the boys. 1/ (Text Table 17.)

The 1,049 reasons given for referral of the 953 children are classified in Text Table 18. In studying the figures the following facts should be kept in mind: (1) investigation often proved that the reason given at the time of referral was not the true cause of the child's difficulty; and (2) in some cases more than one cause contributed to the difficulty. One-third, or 311, of the 953 children were referred because of neglect by the parent or parents. Poor home conditions, the next most frequent reason for referrals, were reported for 182 children, and 118 children were homeless. The total referrals in each of the other 7 classifications are shown at the top of the table. The 41 unmarried mothers were referred for services, including, in some cases, arrangements for delivery in an approved maternity home - or for assistance in making plans for the mother, child, or both after delivery.

Three-tenths, or 296, of the 953 children were referred to the Division of Child Welfare of the State Department by county departments of public welfare. Seventy-two were referred by private social agencies and 62 by local child welfare divisions or units, of which there were 12 serving 16 counties. Some of these referrals were made because the families moved from the counties where they had been receiving child welfare services. In other instances requests were made to place children for urban centers in rural communities or to remove rural children to cities, particularly when certain type of specialized care were needed. Referrals by the courts numbered 144, and there were additional referrals by district and county attorneys, county sheriffs, and other law enforcement officers. Other sources of referral are shown in Text Table 19.

They types of service requested at the time of referral are shown in Text Table 20. More than one-half, or 526, of the total 953 children were referred for investigation of their cases, and an additional 107 were referred for detailed study. Studies of the detailed type, entailing minute consideration of the child and his environment, were made not only when requested but also in numerous other instances in order that the total needs of the particular children might be considered fully. Suitable arrangements such as placement in foster homes, in institutions, or with relatives were requested for 178 children; supervision for 93; and treatment of appropriate types for 49.

1/ Age medians and percentages computed for the 414 girls and 466 boys whose ages were tabulated.

COLORADO WHITE HOUSE CONFERENCE

The year 1942 saw the second White House Conference on child welfare in Colorado. At the call of Governor Ralph L. Carr, this conference was held in Denver, March 19-21, pursuant to a plan for state conferences following the national White House Conference on Children in a Democracy in Washington in 1940. Nearly 200 lay and professional leaders worked together in preparation for the Colorado conference, which was attended by 1,350 individuals.

The more important recommendations of the various committees of the conference are summarized below:

- Broad extension of social services for children;
- The removal of discriminations against children of racial minority groups;
- The simplification of procedure in securing birth certificates through adoption of the Model Statistics Act;
- Greater emphasis upon democratic processes in home and school;
- More liberal grants for assistance to mothers of dependent children;
- Better housing for low income families, and improved laws to guarantee minimum housing standards;
- Extension of facilities and opportunities for religious education through an enlarged program on the part of the churches, and through greater cooperation between homes and churches and schools and churches;
- Improvement of the educational system, especially in the rural districts, through a broadened program of state assistance to local schools;
- Consolidation of small school districts;
- More and better provision for healthful recreation, and the establishment of a state recreation council, and a state director of recreation;
- Provisions to insure adequate library service to the children of the state, especially in the rural districts, including a new library law to provide for certification of librarians, and state financial assistance for libraries to school districts lacking financial resources;
- Better protection from exploitive and hazardous employment by raising the minimum age for employment during school hours to 16, establishing 14 as the minimum for employment in agriculture, and 18 for employment in hazardous industries.
- Improved and extended medical and hospital services, especially in the rural districts.

In addition, it was suggested that county conference be held for study of the local situations and comparison with the state and national pictures. To date, a conference has been held in Garfield County, and a preliminary meeting has been called in Larimer County.

RECENT DEVELOPMENT IN CHILD WELFARE IN COLORADO

Six Colorado districts applied in 1942 for funds to assist them in financing a program of day care for children of working mothers under the Lanham Community Facilities Act, a measure passed by Congress in June, 1942. 2/ Applications from 3 of the districts, Aurora, Englewood, and Colorado Springs, have been recommended for approval by the United States Office of Education; Denver's application is still under consideration; and those of LaJunta and Greeley stand unapproved pending further development of need.

The need for programs of day care for children of working mothers in Colorado areas in which there are war industries was studied by a special committee of the Defense and Welfare Committee, a part of the State Defense Council. It was found that there was a growing need for such programs in a number of areas and also for guidance in developing the programs. The special committee, therefore, recommended that the federal Office of Defense Health and Welfare Services provide money, from the \$400,000 allocated to it from the President's Emergency Fund, for the employment of a day care consultant by the State Division of Child Welfare. This recommendation has been approved.

Under the Federal Juvenile Delinquency Act, approved by Congress in June, 1938, the Division of Child Welfare entered into a contract with the Federal Government to assist in making plans for certain young people between the ages of 17 and 21 years who come under the jurisdiction of the Act and who served terms in the Federal Correctional Institute near Englewood. The Division's functions under the contract is to place these children in foster homes, to supervise them while in the homes, to assist them in developing work programs so that they can demonstrate their acceptability for parole, and to make parole recommendations when suitable. During 1942 the Division placed 2 boys at the request of the Federal Government.

Need for receiving homes in which to place children temporarily while more permanent arrangements are being made for them was manifested in three counties during the past year, and action was taken to meet the need. In December the county commissioners of Weld County authorized the establishment of a receiving home in one of the boarding homes approved by the Division of Child Welfare; and a similar plan has been worked out by El Paso County, with the city of Colorado Springs cooperating. In Denver, a receiving home was established, with the three child-placing agencies in the city cooperating.

During 1942 the Legislative Committee of the Denver Council of Social Agencies drafted two bills to be presented to the General Assembly at its session in 1943. One bill provides for the licensing of child-caring institutions, foster homes, day nurseries, and nursery schools by the State Department of Public Welfare. The other bill provides for a 12-month probationary period for children placed for adoption; for registration of all adoptions with the State Department of Public Welfare, Division of Child Welfare; and for investigations by the Division, one of the private child-placing agencies, the Juvenile Court, or an agent designated by the Court. Although the proposed adoption law leaves much to be desired in the way of

child welfare legislation, it is an improvement over the present adoption law.

The Division Child Welfare of the State Department was admitted to membership in the Child Welfare League of America in 1942. The purpose of the League, composed of organizations working in child welfare fields, is to develop standards of service and child protection and care.

In 1942 an additional person was placed on the staff of the Division of Child Welfare to assist the director in certain phases of the work.

Throughout the year the State Advisory Committee on Child Welfare has been most helpful in giving time and thought to the child welfare program.

Table XV

AVERAGE MONTHLY NUMBER OF CHILDREN SERVED
BY THE DIVISION OF CHILD WELFARE SERVICES
BY TYPE OF SERVICE

Year Ended December 31, 1942

Types of Service	Year	Average Number of Children per Month in Specified Period in 1942			
		First Quarter	Second Quarter	Third Quarter	Fourth Quarter
All types.....	1,384	1,372	1,415	1,363	1,386
Major services.....	<u>751</u>	<u>734</u>	<u>747</u>	<u>741</u>	<u>781</u>
Supervision and/or treatment in homes of parents or relatives.....	432	433	421	406	470
Supervision and/or treatment in foster homes.....	<u>261</u>	<u>253</u>	<u>267</u>	<u>266</u>	<u>258</u>
Children in boarding homes.....	218	213	225	219	213
Children in free homes.....	25	23	22	29	28
Children in work homes.....	18	17	20	18	17
Service to children in institutions....	38	32	36	44	39
Housekeeper service to children in their own homes.....	16	12	20	20	9
Others.....	4	4	3	5	5
Minor services <u>1/</u>	<u>633</u>	<u>638</u>	<u>668</u>	<u>622</u>	<u>605</u>

1/ Includes investigations for other agencies, follow-up procedures for children who previously received services, and incidental services to children for whom no responsibility for instituting further treatment or study was assumed by the child welfare workers.

Table 17

Age and Sex of Children Provided
Child Welfare Services in 1942

(953 children included in a special
study of 553 cases or households)

Age <u>1/</u>	Total		Sex Group	
	Number	Per Cent	Male	Female
Total..... <u>2/</u> 930		100.0	482	448
Under 1.....	19	2.0	12	7
1 year.....	43	4.6	25	18
2 years.....	29	3.1	16	13
3 years.....	40	4.3	19	21
4 years.....	48	5.2	26	22
5 years.....	36	3.9	19	17
6 years.....	34	3.7	20	14
7 years.....	48	5.2	25	23
8 years.....	46	5.0	24	22
9 years.....	54	5.8	29	25
10 years.....	54	5.8	23	31
11 years.....	48	5.2	33	15
12 years.....	55	5.9	31	24
13 years.....	59	6.3	32	27
14 years.....	48	5.2	28	20
15 years.....	59	6.3	27	32
16 years.....	58	6.2	33	25
17 years.....	59	6.3	30	29
18 years.....	43	4.6	14	29
Unknown.....	50	5.4	16	34

1/ Age at time of referral

2/ For 23 of the 953 children studied sex was not tabulated

Sources of Referral of Children Provided Child Welfare Services in 1942
Classified by Age of Children
(953 children included in a special study of 553 cases or households)

Age ^{1/}	Total	S o u r c e									
		County Welfare Departments	Courts	Agencies in Other States ^{2/}	Private Social Agencies	Local Division of Child Welfare ^{3/}	County Nurses	Schools	Parents or Other Relatives	Colorado General Hospital	Miscellaneous ^{4/}
Total.....	953	296	144	100	72	62	49	41	31	19	139
Under 1.....	25	10	5	2	1	1	1	-	-	2	3
1 year.....	45	10	5	4	7	3	3	-	3	3	7
2 years.....	31	11	7	4	2	1	1	1	1	-	3
3 years.....	40	13	9	2	3	2	2	2	-	-	7
4 years.....	48	19	5	3	2	2	3	-	2	-	12
5 years.....	36	11	3	5	4	2	1	1	2	-	7
6 years.....	34	9	8	3	3	1	2	-	1	-	7
7 years.....	48	14	4	8	6	2	1	3	2	-	8
8 years.....	46	17	10	4	-	3	3	3	-	-	6
9 years.....	54	18	2	7	5	5	4	4	3	1	5
10 years.....	54	24	8	4	5	4	3	2	2	-	2
11 years.....	48	11	8	6	3	2	4	1	-	1	12
12 years.....	55	20	4	6	3	3	5	3	1	1	9
13 years.....	59	17	10	4	6	2	-	7	2	2	9
14 years.....	48	16	11	5	4	1	2	3	1	2	3
15 years.....	59	17	11	7	1	7	3	3	2	-	8
16 years.....	58	19	9	5	5	3	3	5	4	1	4
17 years.....	59	17	10	5	3	6	5	1	3	1	8
18 years.....	43	9	5	5	4	5	2	1	-	3	8
Unknown.....	63	14	10	11	5	7	1	1	2	2	10

^{1/} Age at time of referral.

^{2/} Investigations of homes in Colorado at request of agencies in other states.

^{3/} 12 child welfare units serving 16 counties.

^{4/} Inclusive of referrals by district and county attorneys, county sheriffs, and other law enforcement officers.

Reasons for Referral of Children for Child Welfare Services in 1942
Classified by Age of Children

(1,049 reasons applicable to 953 children in a special study of 553 cases or households)

Age ^{1/}	Reason										
	Total	Neglect by Parent or Parents	Home Conditions	Homelessness	Emotional or Conduct Problem	Danger of Delinquency	Physical Defect	Child Born Out of Wedlock	Unmarried Mother	Adoption	Mental Deficiency or Illness
Total.....	1,049	311	182	118	114	99	74	66	41	23	21
Under 1.....	28	5	--	7	1	--	1	12	--	2	--
1 year.....	49	10	7	7	2	--	4	15	--	3	1
2 years.....	38	14	4	7	--	--	1	6	--	4	2
3 years.....	47	17	13	6	1	--	3	3	--	2	2
4 years.....	54	25	15	2	2	--	4	3	--	2	1
5 years.....	37	19	6	6	4	--	1	1	--	--	--
6 years.....	36	17	8	1	3	1	3	2	--	1	--
7 years.....	55	22	13	5	3	3	5	2	--	--	2
8 years.....	47	19	7	3	7	3	5	1	--	--	2
9 years.....	57	23	11	8	9	1	3	2	--	--	--
10 years.....	60	24	14	7	6	6	2	--	--	--	1
11 years.....	55	19	9	6	11	4	3	3	--	--	--
12 years.....	57	18	8	7	6	11	5	--	--	--	2
13 years.....	68	19	11	8	10	9	8	3	--	--	--
14 years.....	56	12	7	6	11	8	6	3	--	2	1
15 years.....	64	13	9	9	10	10	6	3	3	--	1
16 years.....	62	10	4	9	12	12	5	1	4	--	5
17 years.....	67	10	11	7	6	22	2	1	7	1	--
18 years.....	44	7	6	4	4	6	4	--	12	--	1
Unknown.....	68	8	19	3	6	3	3	5	15	6	--

^{1/} Age at time of referral.


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