

In planning the program for today it was impossible for us to have all phases of our institutional work represented. You see, we have 12 or 13 classes of wards in our state institutions, and because of that we wished to select those institutions whose work has not been presented to the state in other sectional programs. The section on delinquency has presented the various phases of the subject of the delinquent boy and girl and various phases of adult delinquency many times. The section on delinquency is having a session today, so we felt we would omit that subject from our state institutions' program.

A program is being carried out for rehabilitation of the disabled, and thus the work for crippled children is not presented here. The work for the blind has also been presented at a special meeting of the conference.

We tried, then, to select those phases of our work which we felt would be new and interesting to the members of the conference and which were not being presented by some other section.

I have been authorized by the Board to say that the superintendents of state institutions who attend the state conference are urged to take out a membership in the conference; that it will be a legitimate expense charge. The membership fees are \$3.00 each. If you are going to attend only one session, the charge is only 50 cents.

We are especially honored this morning by having on our program the three deans in the state's work. We have the dean of the Board of Control, the dean of welfare work with and for children, and the dean of state hospital work among the insane.

There is on the Board of Control one member who has served longer than any other board member has ever served. The present chairman has been a member of the State Board for over 16 consecutive years. To the state superintendents and all the workers in state institutions he needs no introduction. They know that there has been no one person in the state of Minnesota who has done more, who has contributed more, or who has been a better friend to the institutions and to the wards of the state and to the superintendents in charge of said institutions than he. There has been no one who has carried out more conscientiously, intelligently and faithfully the duties and responsibilities that have been placed upon the Board of Control by the legislature than Mr. Swendsen, the present chairman. He is going to speak to you this morning, giving you a "Brief Resume of Minnesota's Institutional Program for Its Handicapped Wards." It is a pleasure to present Mr. Swendsen.

## A BRIEF RESUME OF MINNESOTA'S INSTITUTIONAL PROGRAM FOR ITS HANDICAPPED WARDS

C. J. Swendsen, Chairman of State Board of Control

Madam Chairman and Friends: I am requested to give a brief resume of Minnesota's institutional program for its handicapped wards. The fact that it is to be brief prevents me from going into the details of any of the work of the state institutions.

It might not be out of place at this time to give a brief resume of the work of the Board also, going back a few years. I am sure that any one who knows the work of the Board will agree with me that the program of handling the unfortunate wards has always been a heavy one, with great responsibility.

Without referring to myself at all, I think I am justified in stating that the Board has discharged its duty acceptably to the people of the state, and that it always has in mind the protection of society and the welfare of the wards, especially of those in the charitable institutions.

It has been a great privilege for me to serve on the Board for 16 years, and as I let my thoughts run back to 1911, when I was appointed a member of the Board, and make a comparison of the duties and responsibilities of the Board at that time and today, I am amazed at the tremendous expansion of the work.

In connection herewith I might say that as far as I know the Board has always had the confidence of the legislature, and during my time of service every legislature has added new burdens and responsibilities.

In 1911 we had 14 state institutions with a population of 8,461. The expenses of that year for all purposes were \$4,478,558.00. The Board has today under its jurisdiction 18 state institutions with a population of 13,688, and expenses for all purposes are \$9,412,847.00. You will probably be surprised when I state that the total disbursements by the Board for all purposes during the last 16 years have been \$136,383,000.00. This is a tremendous amount of money, and indicates that the Board of Control is not only a welfare board but one responsible for great business interests, also. In handling the business, the Board has never been accused of misplacing a dollar, nor has the Board ever been accused of neglecting the humane side of its work.

I think you will all agree with me that the past years to which I refer have been a period in which much constructive work has been accomplished. During that time the following new institutions have been established: Willmar State Asylum, the State Reformatory for Women, the Colony for Epileptics, and one may also add the Home School for Girls, the Hospital for Crippled Children, and the new State Prison.

It is rather interesting to notice the increase of population in the various institutions. In comparing the population in 1911 with the population in 1927, I find the following:

	1911.	1927.	Increase.
Insane .....	4,964	7,458	2,494
State Prison.....	709	1,321	612
State Reformatory.....	374	590	516
Boys' Training School.....	281	338	57
Home School for Girls.....	66	284	218
State Public School.....	214	434	220

You will notice there is a great increase in the penal institutions, especially the State Reformatory for Men. The increase of population in the State Public School is also very large, that institution now being overcrowded. While the capacity is 315, we have more than 400 children there today. The increase in the hospitals for the insane looks large, but is not in any way alarming, as it compares very well with the increase of the population of the state. The average increase of the insane in the state for the last ten years is approximately 4 per cent. If it were not for the fact that a large percentage of patients committed to the institutions for the insane are paroled, and that the Board gives special attention to the deporting of non-residents to the states where they belong, Minnesota would have been compelled to build several more institutions. A reasonable estimate of the number of paroles can only be based upon the number discharged covering a period of years, which we have found to be about 50 per cent.

Referring to the non-residents, a large number are committed to the hospitals, but under the law it is the duty of the Board to deport such patients to the state or country to which they belong. Since the organization of the Board of Control system, 2,264 patients have been deported, a number which would fill up two ordinary institutions. The saving to the state for support alone, to say nothing about what it would cost to build new institutions, amounts to \$2,264,000.00, based upon the average life in an institution, which is five years, and the per capita cost, \$200.00 a year.

A number of progressive measures pertaining to the welfare of the wards of the state have been adopted within the last six years for the promotion of economy and for the welfare of the unfortunates in all the institutions. Permit me to mention only a few of the vital improvements inaugurated with reference to the welfare of the insane:

1. Occupational therapy has been introduced in all the institutions for the insane. It is true that some industrial work on a small scale had been carried on in the hospitals and asylums for a long time, but within the last few years this work has been expanded so that a large number of patients now have the benefit of this work. Special buildings have been erected at the three large hospitals, and a large number of instructors are employed in these departments. We have found it to be a strong agency in helping cure those who are mentally sick.

2. Experiments in hydrotherapy have been made and found valuable.

3. A few years ago very little attention was given to dental work in the state institutions. Today we have dentists in all the institutions, which everyone concedes is fundamental to health.

4. Up-to-date scientific treatments of the mentally distressed are being used in the care of the patients; as, for instance, the malarial treatment for paresis, better classification, and improved sanitation.

5. Satisfactory arrangements have been made with the State Board of Nurses' Examiners relative to the training schools in the state hospitals, making it possible for our graduates to become registered nurses by one year's affiliation with a reputable general hospital.

6. Special attention has been given to the serving of good, nutritious food, and so on.

We have, as you perhaps are aware, three asylums for the insane in the state, and patients whose mental sickness has become chronic are transferred from the hospitals to the asylums, where they receive such care as they may need. It does not mean, however, that those transferred to the asylums are always hopeless cases, as experience has proved that quite a few so-called chronic cases have recovered and have returned to take their place in society.

Time is brief; otherwise I would tell you something about the other institutions; for instance, the Gillette State Hospital for Crippled Children, where miracles are performed almost every day, and thousands of deformed children have been restored to health.

At the State Sanatorium for Consumptives everything that medical science, good, wholesome food and rest can do for these patients is done, and the results obtained are very gratifying.

I should like to speak of the work done in the correctional institutions, the Boys' Training School and the Home School for Girls, in which 75 per cent of the inmates make good; also the School for the Deaf and the School for the Blind; not forgetting the State Public School at Owatonna, which would in itself be an interesting subject about which to talk. I want to mention that a few years ago a survey was taken of between 4,000 and 5,000 children who had been in the Owatonna school, and as adults they were found in every profession and vocation in life; 70 per cent making good; 20 per cent, fairly good; and only 10 per cent failures.

How about the penal institutions? May I say that there is no coddling of prisoners going on in these institutions? Discipline is strict, but at the same time it is humane. The stripes at the State Prison and the red suits at the State Reformatory for those in the third grade exist no more. The State Prison, as you no doubt know, is the only self-supporting institution of its kind in the world. At the state reformatories special emphasis is laid on teaching the inmates vocational training.

While the state institutions in a number of states are subject to political interference, we are glad to say that in Minnesota we have no politics in any of the departments under the Board of Control nor in the state institutions managed by the Board. This accounts to a great extent for the success of the Board-of-Control system. Let us hope that this condition may continue for all time to come.

## NEW RESPONSIBILITIES OF THE BOARD

The legislature of 1925 added to the Board's responsibilities by giving it authority over:

1. The administration of the Soldiers' Welfare Fund, which provides for the assisting of ex-service men in establishing just claims for compensation, insurance, and providing emergency hospitalization, maintenance and relief for such persons, and corrects and supplements guardianship for the protection of the ward, his dependents and estate. Total amount expended for hospitalization and welfare work since bureau was established, \$25,062.99. Total number of cases on file, 4,433. Initial disability compensation payments secured, \$147,449.08; adjusted compensation secured for veterans, \$32,929.65; insurance payments secured for dependents, \$24,257.00.

2. General supervision of the state camps for disabled veterans of the World War and other wars.

3. Is vested with the responsibilities and duties formerly vested in the Society for the Prevention of Cruelty. Number of cases handled under this department during the last two years, approximately 300.

4. An act was passed transferring to the Board of Control all duties and responsibilities which were formerly vested in the Advisory Commission for the care of consumptives in Minnesota; thus giving the Board advisory supervision over 14 county sanatoria.

The Board approves the establishment of county sanatoria sites, plans, equipment, and appointment of superintendents and medical directors; authorizes state aid of \$5.00 a week per bed for indigent patients; employs a full-time dentist and occupational therapy director, aids in the establishment of free T. B. clinics, and so on.

## CHILDREN'S BUREAU

In 1917 the legislature passed a number of laws pertaining to child welfare. The laws provide for the establishment of the county child welfare boards, enforcement of all laws for the protection of defective, illegitimate, dependent, neglected and delinquent children; inspection, investigation and licensing of maternity hospitals, infants' homes and agencies for receiving and caring for children or for placing them in private homes, supervising and promoting efficiency in handling mothers' pensions, safeguarding the interests of illegitimate children, establishing the paternity and securing for them the nearest possible approximation to the care, support and education that they would be entitled to if born of lawful marriage. Investigation of all petitions for adoption of children, visitations of the children in the homes in which they have been placed.

In the legislature of 1923 a law was passed placing under the Children's Bureau a department for the blind, to aid the blind of the state by home instruction and training, assisting them in securing tools, appliances and supplies, and in marketing the products of their labor, extending care and relief to blind persons who are not capable of self-support.

The Children's Bureau, in carrying out this work, is divided into five departments:

1. General department, including adoptions, placements and unmarried mothers.

2. Department of institutions, including maternity hospitals, child-caring institutions, child-placing agencies, boarding homes and day nurseries.

3. Department of guardianship, including the supervision for the Board of Control of children committed to its care and custody.

4. Department for the feeble-minded committed as feeble-minded to the care and custody of the Board of Control.

5. Department of the blind under the Board of Control for the care of the blind in the state of Minnesota.

After the passage of the law of 1917, the Board appointed Mr. William Hodson director of the Children's Bureau, and under the direction of the Board of Control Mr. Hodson organized the bureau, putting it on a sound basis and according to law. Mr. Hodson gave excellent service and severed his connection with the Board in January, 1923, to accept a lucrative position with the Russell Sage Foundation. The Board was very fortunate in appointing Charles F. Hall as Mr. Hodson's successor. It gives me great pleasure to state that Judge Hall has carried on the work very satisfactorily to the Board.

Since the organization of the child welfare department more than 36,000 children's cases have been handled, and of these more than 12,000 have been unmarried-mother cases. Money collected for the support of illegitimate children by the Board and county boards amounts to almost half-a-million dollars. In the latest biennial period 6,790 children's cases were filed and reported as follows: Adoptions, 701; placements, 568; unmarried mothers, 2,813; miscellaneous (dependent, neglected and delinquent), 802; feeble-minded, 647; inquiries, 781; division for the blind, 378; making a total of 6,790.

Children's institutions—maternity hospitals and boarding homes, agencies certified and licensed under supervision July 1, this year, were as follows:

Maternity hospitals—licensed, 212; license denied or ordered closed, 36; closed voluntarily, 92.

Infants' homes and orphan homes—certified and licensed, 28.

Child-placing agencies—certified, 22.

Boarding homes—certified and licensed, 978; denied and ordered closed, 1,098.

I think we can truly say that the so-called baby farms are eliminated from the state of Minnesota.

Under the law the Board was authorized to appoint county welfare boards in all the counties of the state, and today we have 80 counties out of 87 having child welfare boards.

Feeble-minded—The greatest problem at the present time and one which needs very careful consideration is the question how to take care of the feeble-minded committed to the Board, and how to prevent in some measure the propagation of their kind. The School for Feeble-Minded at Faribault has reached its capacity of about 2,000. We have a waiting list of more than 800, of which 400 should have immediate custodial care.

At Cambridge we have just completed the administration and hospital building, and 145 epileptics will within a short time be transferred from the School for Feeble-Minded, which of course will give room for that number of feeble-minded at Faribault. A second cottage is under construction at Cambridge with a capacity of about 75, which will in a small measure help to relieve the situation.

The sterilization law passed by the legislature of 1925 should be helpful in the decrease of the propagation of the feeble-minded, and also be of economic value in that many of those who have submitted to this operation may go out into the communities and become self-supporting. They should, however, always be under supervision. Since this law became effective 102 feeble-minded persons and 51 insane persons have been sterilized.

The Board believes strongly in the colony plan, and hopes to be able to accomplish something worth while in this direction. I feel it is my duty, on behalf of the Board, to acknowledge the excellent co-operation extended to the Board by the Women's Welfare League of Minneapolis. Beginning in November, 1924, 20 girls were admitted to the club house supervised by the league, and since then quite a number of girls have had an opportunity to live a more nearly normal life in a homelike atmosphere; also to be self-supporting. Some have accumulated nice bank accounts.

On the strength of the success of this colony, the Board requested the legislature for authority to start similar colonies in St. Paul and Duluth. The request was granted, and \$10,000.00 was appropriated. The Board has lately rented quarters in St. Paul, and about 25 girls will be transferred to this home.

#### DIVISION FOR THE BLIND

Much concern has been given this department and the Board is certain that under the present law the most efficient service can be administered to the blind, provided, however, that sufficient appropriations are granted by the legislature. About 2,000 blind persons have been registered with the division. The Board has co-operated with the Department of Re-Education to the fullest extent in the matter of giving these unfortunates schooling and vocational training. During the latest biennial period relief was granted to 299; equipment of various kinds was given to 17; while 23 received maintenance during training. The recent legislature appropriated \$60,000.00 a year for this biennial; therefore we shall be able to extend relief to a larger number than heretofore. In the judgment of the Board at least \$100,000.00 a year should be available in order to do effective work.

#### STATE REGISTRATION BUREAU

Before I close I want to call your attention to one of the most important additions to the Board of Control work; namely, the registration bureau, or the so-called confidential exchange. In 1924 a registration bureau was organized for the departments and institutions under the supervision of the Board of Control. Registrations were taken from old records back to the year 1910, and at the present time there are something like 175,000 registered in the file.

Beginning in April, 1926, all cases committed to the State Board of Control from Hennepin, Ramsey and St. Louis counties have been re-registered with the confidential exchanges in Minneapolis, St. Paul and Duluth, and information exchanged for the mutual benefit of our departments and institutions, as well as the private agencies in those three counties. These re-registrations have totaled over 5,000 in a little more than a year.

A centralized bureau has proved its value in many ways. It has brought about better co-operation and more unified effort among departments and institutions in the handling of state wards. It has saved the parole agents in many instances long trips of investigation, for frequently another department or institution or private agency can supply the information needed and thus save the state a large traveling expense.

This is, so far as we know, the only state exchange of the sort in existence, and it has created widespread interest. There have been visitors from New York, Georgia, Illinois, Missouri, and so on, and recently a social worker from Vienna spent some little time in our bureau comparing notes on exchanges here and in her country.

Right here I want to say that quite a few progressive measures and policies have been adopted in the last few years, and this is one of them. I want to say, also, as a matter of fairness that the woman member of the Board has had more to do with these policies and deserves more credit than the men members, although the Board is responsible for anything which is adopted and put over. We men did not pay so much attention to the confidential exchange; that was put through by the woman member. Neither did we have anything to do with the arrangements made recently with the Nurses Examining Board. The colony plan for the feeble-minded established in Minneapolis originated with the woman member. When the department for the blind was established by the legislature, we had nothing to do with that. If anything we opposed it, but the woman member was chairman of that committee and it became a law. I want to give due credit in this respect.

As to the non-placeable child, for which there is no appropriation, the department of guardianship is listing all children committed to the care of the Board of Control, and is endeavoring as far as possible to exercise as much supervision, follow-up and oversight as can be given depending upon the counties from which such children come, and to pay through their departments a poor relief expense connected with such children. Although the work can not proceed with the same efficiency as if a state appropriation had been allowed, yet much may be done by the friendly oversight of the Board of Control in encouraging local officials to provide proper care for this unfortunate class of children. We have in the state today about 270 non-placeable children.

#### DIVISION OF RESEARCH

The Board has in its organization the division of research, of which Dr. Fred Kuhlmann has charge. The inmates of the correctional and penal institutions are all given mental tests, as are the inmates of other state institutions where children are housed. Besides this, the division has given

its services to the public schools and not less than 52 agencies of various kinds. In the biennium 5,928 individual examinations were made and 9,981 group tests.

And now only a brief statement relative to the Board's program for the future. The program as it is now constituted is exceedingly heavy, and the most important proposition is to carry on hereafter as heretofore, which means eternal vigilance. Minnesota's institutions rank high in the United States, are second to none, and leaders in many respects. The aim is to continue with the high standard which the institutions hold.

As preventive measures the work of the Children's Bureau and the county child welfare boards is of the greatest importance. The program of the State Board of Control on child welfare legislation has been studied by the Federal Children's Bureau and by many of the other states in the Union. It has been commended and approved and regarded by many agencies as outstanding in many respects. The State Board of Control has memorialized the Federal Children's Bureau to make a study at the end of the year 1927 of the ten-year period of the work of these laws.

The further aims of the Board are to have a child welfare board in every county, and to have in every county of 15,000 or over inhabitants a full-time executive agent of the child welfare board. Further to secure the understanding and co-operation of all public officials and social agencies of the counties and state, to carry on a co-ordinated, elastic, and all-embracing program that will aim at prevention of non-social conduct and build a defense for weak humanity, as well as to carry on the remedial work.

Mrs. LaDu: I wish to thank Mr. Swendsen, not only for the splendid paper which he presented, but for the kind remarks which he made concerning my personal work.

Before announcing our next number on the program I wish to make a few remarks in order that you may understand the unique position which the next speaker holds in the state of Minnesota.

We have in Minnesota a very unique situation. Politics never entered into our state institutions in any way to control or influence them; neither has there ever been any attempt to direct the work of the Board in a political way. Because of this we have superintendents who have served since the beginning or organization of the institution of which they have charge.

We have a speaker with us today who has served for almost 41 years as the head of a state institution. This has been possible because of the conditions which I have mentioned; because the superintendents are not changed with every change of administration. The next speaker has not only served the state institution 41 years, but because of the nature of his work he is perhaps more closely connected in his work with the members and delegates to the Conference of Social Work than almost any other superintendent. There is not, I know, a child welfare board in the state that has not had direct and personal contact with the State Public School for Neglected Children, at Owatonna. Mr. Merrill has, by virtue of his position, been able to render the service of advisor, protector and friend to more homeless, helpless and dependent children in the state of Minnesota than any other one indi-

vidual. Nearly 8,000 children have been committed to the care of the State Board of Control and its Public School at Owatonna, where Mr. Merrill has had charge ever since the opening of that school in 1886. He has builded for himself a monument that will last as long as the historical records of the state of Minnesota exist.

I wish Mr. Merrill were going to tell us this morning about his work with the children in that school and about the wonderful results that have been obtained and the wonderful joy and pleasure that have come to him through all these years through the success of those children; of the way in which they write back to him to tell him of the wonderful help he has given them when they needed it; but that is not the subject assigned him today. The program committee and the executive board of the conference felt that there was another subject for Mr. Merrill which he was better fitted to present than any other member of our state institutions' staff. His long service in the institution which has served the children of the state has been closely associated with the social agencies and the State Conference of Social Work ever since its organization, and we wanted him to present not only to our state superintendents this morning but to the visiting friends and delegates to this Conference the history of the state conference of social work and its connection with state institutions. We feel that it will be a very valuable paper to have in the historical records of our conference and state.

I take great pleasure in presenting to you this morning Mr. Galen A. Merrill, who is going to present "The History of the Minnesota State Conference of Social Work and the Part the Institutions of the State Have Had In Its Program."