

SEVENTEENTH BIENNIAL REPORT

of the

State
Board of Control

5th
(~~Fourth~~ Biennial Report
Department of Public Institutions)

of

MINNESOTA



Period Ended June 30, 1934

1934
State Prison Printing Dept.
Stillwater, Minn.

I. REPORT OF THE BOARD OF CONTROL

General Statement

In presenting its seventeenth biennial report covering the period from July 1, 1932 to June 30, 1934 the State Board of Control desires to call attention to the reports of the superintendents of the state institutions and the heads of the several divisions which outline the scope of their work.

The requests of the superintendents and heads of divisions for appropriations for administration, maintenance, repairs and permanent improvements for the biennial period ending June 30, 1937 have received careful consideration by the Board, and its detailed recommendations are submitted in a separate report.

The total number of inmates in the eighteen state institutions on June 30, 1934 was 16,859, an increase of 866 during the biennial period as compared with an increase of 1,703 in the preceding biennial.

An earnest endeavor has been made by the superintendents, heads of divisions and the members of the Board to study the individual needs of the various groups of wards of the state, and to carry out such policies and principles as will best serve in the mental, moral, physical and social rehabilitation of the individuals and will be for the best interests of the state.

The business activities of the Board are set forth in detail for the benefit of the legislature, as well as the taxpayers as a whole, and the closest possible attention has been paid to the manifold needs of the state's wards in order to secure just, humane and economical administration consistent with those needs.

NEW CONSTRUCTION

New buildings erected during the biennial include two cottages with accommodations for 200 patients at the Willmar State Asylum; two cottages with accommodations for 200 patients at the Colony for Epileptics; a modern school building with auditorium at the State Public School; and an addition to the dining room and kitchen at the State Reformatory.

The remodeling of the third floor in four cottages at the Anoka State Asylum provided accommodations for 160 women patients.

A cell wing at the State Reformatory containing 192 cells, for which funds were appropriated in 1931, was completed and occupied during the period.

HOSPITALS FOR THE INSANE

The population of the institutions for the insane has increased 514 during the biennial, making necessary the construction of new buildings. We are asking for three new cottages at the Willmar State Asylum to house 300 patients; a new receiving hospital at the St. Peter State Hospital to house 120 patients; an increased capacity for tuberculous patients of forty beds at the St. Peter State Hospital and forty beds at the Fergus Falls State Hospital, making a total increase of 500 in hospital bed capacity for the insane. During the two-year period 109 non-resident insane persons have been deported.

FEEBLE-MINDED AND EPILEPTIC

The increase in the number of feeble-minded and epileptic persons who are yearly committed to the guardianship of the Board continues far ahead of the state's building program for these groups. Successful outside supervision for certain types of the feeble-minded and epileptic has been demonstrated. The success of outside supervision for these wards, either in their own homes or in state or county homes, is largely dependent upon close supervision, steady employment and opportunities for wholesome friendships and pleasures. Owing to the present unemployment situation fewer girls are being placed in factories and shops. This phase of our work should be stressed during the coming biennial period, in order to relieve the overcrowding in the institutions and make room for the care of those who should be admitted.

There are now 3,171 feeble-minded and epileptic patients cared for in the institutions at Faribault and Cambridge; 175 in the state hospitals, 125 in county and private institutions, and 1,601 additional committed cases. Of these additional committed cases on the waiting list, 868 are receiving outside supervision, leaving 733 who are now in need of custodial care. We urgently recommend that institutional care by the addition of new buildings be provided for this group.

The administration of the law providing for the sterilization of the feeble-minded and insane has gradually released some of these inmates from institutional care. Since the passage of the law 264 insane and 656 feeble-minded persons have been sterilized.

THE DEFECTIVE DELINQUENT

The problem of the defective delinquent demands special and serious attention. Every year many of this type are convicted and sent to the correctional or penal institutions. Statistics show that from twenty-five to thirty-five per cent of the social offenders in our institutions are subnormal.

There is great need for a separate institution for the permanent care of the defective delinquent if we are to protect society from their irresponsible yet often heinous acts.

STATE PUBLIC SCHOOL

The State Public School at Owatonna is an institution for children under sixteen years of age, physically and mentally normal, who are committed by the courts to the care of the state because of dependency or neglect. The normal capacity of this institution is 514. There are over 300 children now waiting for admission. Care of children away from their own homes is an abnormal condition, and the best equipped institution or the most perfect foster home does not compensate for the loss of normal life in a good home with one's own family. Recognizing this, except in unusual circumstances, a good home should not be broken for reasons of poverty alone. In spite of the number of children waiting to be admitted to the State Public School, we are making progress in the methods of caring for dependent children through the preservation of the home by support of their mothers (mothers' allowance), family relief and the growth in the use of the boarding home, thus reducing the need of institutional service. In order that some of the children on the waiting list may be cared for in private homes, an increase in the appropriation for current expense for this institution is urgently recommended.

CHILDREN UNSUITABLE FOR ADOPTION

The legislature in 1933 appropriated \$60,000 for the care of children unsuitable for adoption committed to the State Board of Control. There are now 450 of these children who have been committed to our custody. Of these only 161 are on the support list. This number will of necessity be reduced because of lack of funds. It is difficult to explain to the rural counties why these 300 or more children cannot be cared for, particularly those counties which have no children on the list and which are asking that we give them relief for their handicapped children. These children are from fifty-seven counties and are being supported at the average cost of \$18.50 a month. Since all the children committed as unsuitable for adoption can not be cared for, those selected are the ones who can be cared for in the private boarding home but not in any of the state institutions. These are the congenitally syphilitic, lame and crippled, and children with other physical handicaps. Our records show that during the past two years, under the special medical and boarding-home care which they have received, forty such children have been rehabilitated so that it was possible to place them in adoptive homes. We urgently recommend an appropriation sufficient to assist the counties in caring for these helpless and handicapped children.

STATE SANATORIUM

The Federal Government is erecting a sanatorium for the care of the tuberculous Indians adjoining the State Sanatorium on grounds deeded by the state to the Federal Government for this purpose. This sanatorium will be under the supervision of the State Board of Control. The maintenance of Indian patients will be paid by the Federal Government through the Indian Bureau at the same rate as is paid for state patients. The care of the tuberculous Indian is an important step in the Board's program for the prevention and treatment of tuberculosis in this state.

JUVENILE DELINQUENCY

While the number of juvenile delinquents committed to the correctional schools during the biennial period has shown a slight decrease, we believe that a state-wide organization for the prevention of juvenile delinquency should be established under the State Board of Control and that it should maintain community programs of crime prevention with the cooperation of other civic, educational, social and character-building activities and agencies; and that such organization should be closely coordinated with the public school and subsidized and supervised by the state with financial assistance from the Federal Government.

ADMINISTRATION OF RELIEF

During the past two years the work of the State Board of Control has more than doubled in volume. Long hours of overwork were necessary to carry on the regular duties of the Board and the additional work involved in the administration of Federal Emergency Relief, Work Relief and Civil Works administration. The following summary will give some idea of the magnitude of this task.

The Federal Emergency Relief and Construction Act of 1932 was passed by Congress and approved by the President in July of that year. In accordance with the terms of this Act, the state of Minnesota planned to make application for a portion of the relief funds thus established. Morris B. Lambie was appointed by Governor Olson as the Minnesota Relief Administrator in September, 1932 and on September 29 the State Board of Control received a letter from Governor Olson designating it as his agent to assist Mr. Lambie by certifying the relief needs of the political subdivisions of the state submitting applications, and to establish standards and procedures for administering local relief financed under any grants obtained through the Reconstruction Finance Corporation.

In March, 1933 the legislature, by Chapter 89, designated the State Board of Control as the welfare body of the state and appropriated funds

FEEBLE-MINDED AND EPILEPTIC

Statistics for the period relating to the feeble-minded and epileptic are as follows: First admissions, 866; readmissions, 74; discharges, 393; and deaths, 189.

For the preceding two years first admissions totaled 852; readmissions, 100; discharges, 280; and deaths, 174.

At the end of the period 868 persons who have been committed to the care and custody of the State Board of Control were being cared for under outside supervision, and 733 additional persons were awaiting admission to the institutions. On June 30, 1932, the number cared for under outside supervision was 613, and the number awaiting admission to the institutions was 652.

CRIMINALISTIC

Admissions to the penal and reformatory institutions during the period numbered 2,158, as compared with 2,180 during the preceding two years.

Paroles totaled 894 for the period and 771 for the previous period.

The number discharged direct from the institutions was 1,334 as compared with 1,244 during the period ended June 30, 1932.

Prisoners who had first been paroled and then discharged from parole during the period totaled 619 as compared with 569 during the preceding two years.

The prison and reformatory population increased from 2,536 to 2,607 during the biennium.

Finances of Institutions

The aggregate receipts from all sources and the total disbursements for all purposes for the biennial period, as compared with the receipts and the disbursements for the previous two years, are shown in the following statement:

	Biennial Period Ended	
	June 30, 1934	June 30, 1932
Balance on hand July 1 -----	\$ 2,201,565.51	\$ 1,730,085.32
Receipts:		
Appropriations -----	9,105,800.00	10,684,283.86
Swamp lands interest -----	170,189.05	191,212.77
Special tax levy -----	1,812,700.00	25,325.25
Total from state -----	\$11,088,689.05	\$10,900,821.88
Maintenance, earnings, sales and miscellaneous -----	1,739,561.24	1,880,078.15
Industries -----	4,493,827.71	6,599,028.06
Temporary loans to industries -----		250,000.00
Inmates' funds and trust funds -----	725,861.29	819,233.26
Total receipts -----	\$18,047,939.29	\$20,449,161.35
	\$20,249,504.80	\$22,179,246.67
Disbursements:		
Current expense -----	\$ 8,264,121.24	\$ 8,181,626.70
Repairs and replacements -----	395,609.07	478,823.92
Permanent improvements -----	928,521.69	2,078,713.29
Miscellaneous -----	33,628.71	38,907.71
Total institutions -----	\$ 9,621,880.71	\$10,778,071.62
Maintenance -----	\$ 482,413.72	\$ 441,969.47
Aid and relief -----	2,585,506.82	1,065,679.77
Miscellaneous -----	14,911.43	22,782.27
Total departmental -----	\$ 3,082,831.97	\$ 1,530,431.51
Industries -----	\$ 4,455,471.36	\$ 5,403,835.46
Certificates of indebtedness (payment of) -----		52,379.18
Temporary loans (payment of) -----		1,100,000.00
Inmates' funds and trust funds -----	742,979.11	817,191.21
Total disbursements -----	\$17,903,163.15	\$19,681,908.96
Covered into state treasury -----	229,640.37	295,772.20
Balance on hand June 30 -----	2,116,701.28	2,201,565.51
	\$20,249,504.80	\$22,179,246.67

CURRENT EXPENSES

For the year ended June 30, 1933, the gross expenditure for current expenses for the institutions under the full control of the Board was \$4,057-547.54. Receipts for maintenance of patients of the institutions for the insane, the feeble-minded and the tuberculous, and receipts from earnings, sales and miscellaneous sources, reduced the expense to the state \$809,209.24. The net expenditure for current expenses for these institutions was \$3,248,338.30.

Based upon an average population of 16,167, the gross and net per capita cost was \$250.98 and \$200.92 respectively.

The per capita costs for 1933 were lower than for any year since 1918.

For the year ended June 30, 1934, the gross expenditure was \$4,206,573.70; net expenditure, \$3,404,747.17; average population, 16,523; gross per capita cost, \$254.59; and net per capita cost, \$206.06.

types of work. Late in 1932 Harriet Walker Hospital withdrew from the child placement field, the management having reached the conclusion that the work should be turned over to agencies specializing in the placement of children in family homes and thus give the agency an opportunity for more intensive case work within the institution.

The work of the eighteen child placement agencies under state certification may be learned by referring to the sections on Placements and Adoptions and Boarding Homes and the table in the appendix under heading "Classification of Dependent and Neglected Children."

During the two-year period nineteen regular supervisory and fourteen special visits were made to the certified agencies.

BOARDING HOMES

Boarding home work has been conducted under a heavy handicap during the past two years. Agencies have operated under restricted budgets, parents have been unable to meet regular payments of board and other obligations owing to irregular work or unemployment and low wages. In spite of such disadvantages, the agencies carried on with a tendency to higher rather than lower standards. The use of boarding homes has increased as indicated by the following table.

	Biennial Period Ended	
	June 30, 1932	June 30, 1934
Certified boarding homes at end of period -----	988	1,045
Children receiving boarding home care -----	1,237	1,353
Certificates issued during period -----	2,169	3,273
Certificates denied during period -----	399	339

More applications have been made to board children than ever before. The major portion of these applicants had to be persuaded not to take children, and it reflects the skill of the agencies in handling this difficult situation to report that there has not been a marked increase in independent boarding homes.

Much of the inspiration and solidarity of the boarding-home program has been derived from group work. The agencies in the large cities have organized as boarding home councils and have held meetings to discuss policies and problems and to make plans for educational work with foster mothers. In addition to the series of meetings held each year in the respective cities, many individual agencies have held teas, luncheons and staff meetings for foster parents.

Several boarding home studies have been made during the past two years which have been of assistance in securing information on boarding home costs and service, the rating of boarding homes and the added measures adopted by placement agencies to throw protection about children during the depression period.

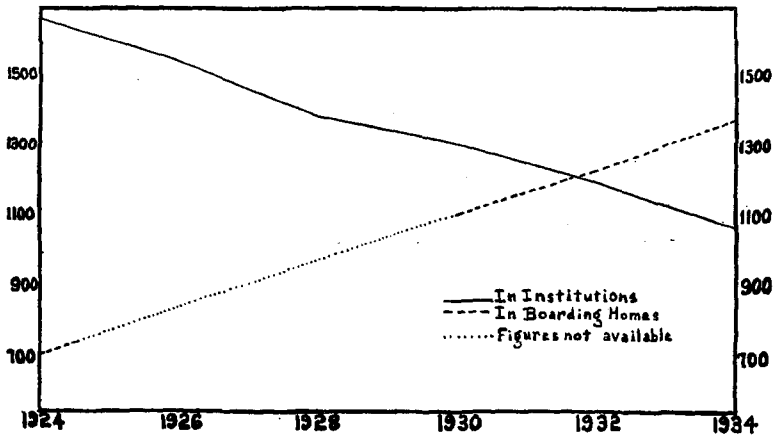
CHILD CARING INSTITUTIONS

Minnesota has twenty-three private children's institutions for the care of dependent and neglected children. The following statistics give the service of these institutions during the past two years.

	June 30, 1932	June 30, 1934
Number of institutions -----	24	23
Total bed capacity -----	1,535	1,467
Children under care -----	1,200	1,085
Beds not in use -----	335	382

The decrease in population as indicated by the above table cannot be attributed to the financial pressure of the past two years but rather to the development of other methods of child care and protection, such as mothers' allowance, family relief, child placement on a case work basis by certified agencies, and the growth in the use of the boarding home. The Protestant Orphanage closed its doors in August, 1932, after sixty-seven years of fine institutional work, so that its children might be placed for boarding care. The following graph gives the trend for care of children in institutions and in boarding homes for the ten-year period ended June 30, 1934.

Children Under Care in Boarding Homes and in Institutions on June 30 of Years Indicated



SUPERVISION OF FEEBLE-MINDED

The report of the Subdivision for the Feeble-Minded can be divided into three parts:

- I. Statistical report with explanation outlining scope of work.
- II. Detailed report of "Outside Supervision,"* done by visitor in this subdivision.
- III. Report on Lynnhurst Club.

* Refers to high grade wards who may be self-supporting or partially so.

I. Comparative figures for this and the preceding biennial, together with those for a period of ten years ago, show in practically every instance an increase during both periods, indicating that it has been constant and will be likely to continue.

	1922-24	1930-32	1932-34
Number committed as feeble-minded -----	559	933	1,000
Entrance to all institutions -----	359	1,154	1,223
Paroled from all institutions -----	70	280	369
Sterilization operations (women) -----		130	193
Sterilization operations (men) -----		16	20
Status at end of biennial			
*Outside care -----	251	613	868
Waiting list -----	289	652	733
In state institutions other than Faribault or Cambridge -----	63	132	175
In non-state institutions -----	15	135	125

Each of the above figures stands for that number of individuals, and each individual so recorded has entailed correspondence, investigation and planning. In addition to these figures several hundred vacations each year have been arranged after discussion with local communities, hearings for discharge of guardianship attended with a representative from the Attorney General's office, and numerous other duties incident to the work of the subdivision have received attention. One of these functions for which we have no definite comparative figures is assisting in planning for persons or families who are thought to be feeble-minded but are not so committed. There is no recording system for active cases other than those upon which a petition has been filed asking for a hearing in probate court. However, for convenience in identifying cases when responses to letters written by this subdivision come in, we have tried to keep a list of those which have come to our attention. There are without doubt many omissions, but the list for the period stands at 913. Some of these have later been committed, but many have had much correspondence and still are unsettled. This type of work is increasing at the present time, as many unfortunate conditions are revealed by relief investigations. It is probable that a greatly increased number of commitments will result within the coming months.

Some analysis from time to time to show the types of persons under commitment is also necessary. This reveals that there are 264 older boys or men who are under guardianship as feeble-minded and who have had court records for delinquency. Some of these are only in juvenile court, but many are in municipal or district court, and a number in all three. One hundred and three of these men were committed from rural counties, and others from the three counties with large cities, Hennepin, Ramsey and St. Louis. The crimes are varied, including all types of sex crimes, arson, theft,

**This includes those not needing institutional care at present moment, both low grades and high grades who are self-supporting or partially so.

assault, forgery, and others of varying degrees of seriousness. A few of these individuals are quite low-grade and no problem when institutionalized. Others have gotten away from the institution one or more times, and have been again arrested for repeated crimes. There are also 391 girls and women who have court records. By far the largest number of these involve illegitimate sex experience, but not of an abnormal nature as is true with many of the boys. There is some drunkenness and some theft also involved. However, there are many girls who have given birth to illegitimate children who have never been in court and cannot be counted as delinquent. Of the 391 with court records 248 are committed from Hennepin, Ramsey, St. Louis, and the others from the rural counties.

II. The supervision of the high grade feeble-minded ward absorbs per capita more time than any other part of the work. Of the 868 counted for outside care, more than 500 are sufficiently high grade to be self-supporting or partially so under former economic conditions. By far the greater number of these are girls and women and, although some are married women or girls living in their own homes, the greater number are girls or women doing domestic work and directly supervised by the local welfare boards. An appreciable number also do factory or laundry work, but do not live in their own homes. The largest number of these, 287, are in Hennepin, Ramsey and St. Louis counties; twenty-two in the club house in St. Paul directly under the supervision of this subdivision; sixty-one living in Hennepin or Ramsey counties but having settlement elsewhere, directly supervised by a visitor from this subdivision. The others are scattered throughout the state. Reports are made on all cases, with discussion as to plans, this in considerable detail in counties not having special workers for the feeble-minded.

A rather detailed report of the adjustment of the wards under the supervision of a visitor from this office will indicate the problems and possibilities of all supervision.

Under Supervision June 30, 1934

Length of time paroled	
2 years or longer	36
1 to 2 years	15
Less than 1 year (some on a second or third trial)	10
Total	61
Work and wages	
Laundry or factory work (\$6.50 to \$13.50 weekly)	6
Domestic work (\$1.00 to \$6.00 weekly)	29
Total self-supporting	35
With relatives or in free homes	26
Total	61

No Longer Under Supervision

Returned to institution:	
Lack of adjustment	7
Delinquent	5
Lost:	
Located and readjusted	7
Not found	4
Discharged and married	3
Returned to home county	2
Girls (12 to 16 years) boarded for local communities	7
Total	35

The figures showing wages may be misleading if not explained. One girl only has earned \$13.50 during most of the period. The others were low until after the businesses went under a code. Since then there has been a gradual rise, until now four girls are earning from \$12.00 to \$13.50. There has been this same general tendency with domestic wages. Five or six years ago the average wage was from four to five dollars a week. During the first part of this period, however, the girls were working for from a dollar up. One girl was paid six dollars and another five, but the average was not over \$2.50. The increase is not great, but the \$1.00 and \$1.50 wages are almost eliminated, the average being about \$3.00. The fact that a girl has been under supervision for two years or more does not mean she has been in only one place of employment. A number have remained for many months, but new places must be found every few months for some who are incapable of keeping up a sustained effort indefinitely. The finding of homes is only part of the work. In addition there is shopping, recreation, savings accounts, and contacts with relatives and friends to be taken care of in order that a really satisfactory adjustment or readjustment may be made. Experience shows that it is rare for a subnormal girl to really fit into a general group for recreation. Thus classes or clubs at the Y. W. C. A. or similar organizations do not often solve this problem. Some of those under supervision have been formed into a club, meeting for an afternoon every other week, but there is still much to be provided individually.

III. In the report for the previous biennial it was stated that the State Board of Control had found it expedient to close the club house in Duluth, due largely to economic conditions. This proved necessary also for the one operated in Minneapolis with the assistance of the Women's Welfare League. It was closed January 1, 1933. Some of the girls who had been there returned to their own homes, others were placed in homes for domestic service, and others were transferred to Lynnhurst.

The comparative figures for Lynnhurst are very significant. The club accommodates twenty-two, of whom two are employed to do the work at the home, the wage paid being somewhat determined by wages paid other girls. In organizing the club, it was with the idea that the other twenty girls would have employment sufficiently lucrative to pay board and still have enough for their expenses and perhaps savings accounts. Previously a high percentage of girls have worked in laundries and hospitals, some in factories, and only a few have done domestic day work. Now the largest number are doing this type of work with only occasional employment. All wages have been low. The following table gives comparative figures for the last two biennial periods of the girls' earnings, amount paid by them for board, and the general running expenses of the club.

	Biennial Period Ended	
	June 30, 1932	June 30, 1934
Girls' earnings -----	\$17,061.88	\$10,738.64
Paid in board -----	10,617.77	6,838.71
Running expenses -----	13,461.65	11,288.92

The saving of \$2,172.73 on the running expenses during this biennial may be accounted for by lowered costs of food, very careful management and the fact that for the past year, following a move, the rent has been \$35.00 a month less than previously.

The earnings during the biennial were \$6,323.24 less than during the previous biennial, while the amount of board was only \$3,779.06 less. Each girl is charged board or partial board, based on her own ability to pay. During previous years some girls had accumulated savings accounts because of the assistance and supervision of the state, and if these girls did not earn sufficient to pay board and other expenses during the last two years, they were still enabled to be self-supporting by drawing on their accounts for a time. The difference in the earnings and the amount paid in board during this biennial is \$3,899.93. Since a portion of the board was paid by previous earnings, it means that during the two-year period the girls spent something more than \$4,000.00 on clothes, car fare, recreation, doctors' bills, church contributions and other incidental expenses. They have thus been well dressed and have taken care of all other expenses on an average of less than \$10.00 a month each. Some earning more have of course spent more, but with careful purchasing it has been possible for those earning very little to be neatly dressed, thus keeping the average very low.

While some wages are now rising, the change in type of employment and consequent decrease in earnings is likely to be to some extent permanent. Thus, more and more, instead of all girls going out each day for work, there will frequently be a group left who must be kept busy. This makes it seem that, since the girls will very largely be doing domestic work, the club must serve as a definite place for further training of girls over a period of sometimes months and sometimes a year or two, thus preparing them to live and work in private homes. With the less lucrative type of work and more frequent changes it cannot be hoped that the future will again see the club as nearly self-supporting as it first gave evidence of becoming. Supplementing what the girls paid in board for the two years, an additional amount of \$4,450.21 was expended by the state for general running expenses. This is an average of \$2,225.00 per year. With rising prices and the changed conditions, it seems possible this may increase to at least \$3,000, which would be slightly over an average of \$10.00 a month per capita. In addition, however, to furnishing a home for some, training and discipline for many, another service has been rendered, that of furnishing a place of rest for girls outside who, because of thyroid or heart conditions

or other physical handicaps not infectious, must not work and yet have no money for board. Space would have to be made at Faribault over a long period of time for these girls who do not have proper homes. The matrons at Lynnhurst have cared for several during the last two years over periods of time extending from a few weeks into months. Some who have been returned to Faribault might very well have had care at Lynnhurst, and in the future it would seem such care might be given more often.

To some extent also it has been a recreation center for the girls on parole. Under the new conception of its purpose this phase of usefulness can be greatly expanded and so help solve a problem of general recreation. Thus, though costing more per year than was first planned, its purpose will be greatly expanded, so that the money will be spent not for twenty-two girls but for aid in supervision of a large group.

RECOMMENDATIONS

The biennial just ended is the second one of a severe economic depression. To meet the emergency when children were suffering for food, clothing and shelter, in October, 1932, the work of the bureau was spread to assist in the organization of emergency relief committees in counties where unemployment was prevalent. The administration of Federal funds by workers selected and working under the supervision of the State Board of Control followed in principle the plan recommended by the bureau in 1930 and 1932 that state aid and supervision be provided to stimulate and promote efficiency in county programs for the welfare of children. It is hoped that out of the efforts to provide emergency relief a permanent program will develop whereby the state will, by supervision and assistance, assure for every child protection and care in accordance with his needs.

As shown in this report, during the biennial there has been an increase of over 200 children committed to the State Board of Control as "unsuitable for adoption." As funds became available, because of a transfer of part of the services of the field staff of the bureau to the Relief division, two workers have been employed who should be permanent additions to the staff. With an active case-load of 460 children "unsuitable for adoption" on June 30, 1934, which probably will increase to 660 in 1936, it appears there should be an appropriation of about \$100,000 per annum to provide a minimum of care for these children during the next biennial.

The steady increase in the commitments of the feeble-minded call for increased service and facilities. It seems necessary that an additional worker must be provided to assist in the supervision of 1,601 cases not in an institu-

tion and the 125 in non-state institutions on June 30, 1934. Also, the need is more pressing than ever for more institutional space to house the 733 now on the waiting list, as well as others who will be committed in the future. Reports also indicate, because of the defective criminal recidivist, that the state should provide special institutional care for these persons. We find that 391 feeble-minded girls and women have court records, chiefly as sex delinquents, and reports of the Research Bureau indicate that at least twenty-five per cent and possibly thirty per cent of the inmates of the state penal and correctional institutions are feeble-minded. Most of these persons should probably be under indefinite state guardianship as feeble-minded, with adequate facilities for their care.

Minnesota is noted for her program for the protection of children. It has been a support not found in other states during this acute depression. While these programs are an item of expense to the taxpayer and the state, it would appear that it is essential that proper care be given for reasons noted by the White House Conference on dependent and neglected children in 1930, which said: "In working to improve community conditions tending to the neglect or exploitation of children, the agency has its best opportunity to prevent, in the lives of hundreds or thousands of children, the development of those acute situations which if unchecked would eventually bring those children individually to the community's attention. To bear truthful witness to community needs and to feel and exercise an adequate sense of responsibility for their improvement, is not only a challenge to our mental ability and moral courage, but enables us to help build communities where all children will have a reasonable opportunity for normal wholesome lives."

Although the biennial has been crowded and hectic with emergency situations, the Children's Bureau has enjoyed the cooperation of public officials and children's agencies, which is here acknowledged with gratitude. The kindly supervision and personal interest taken by each member of the State Board of Control is deeply appreciated, and it has done much to lighten the burdens of the work.

Respectfully submitted,

CHARLES F. HALL,

Director.

Division of Research

To the State Board of Control:

I submit the biennial report of the Division of Research for the period ended June 30, 1934.

The total number of individual mental examinations made during the biennium was 8,472. Group tests were given to 2,875.

Incidental to the examinations are frequent consultations to interpret the meaning of the results, the possibilities and limitations of the examinee, attendance at court hearings as witness or advisor, recommendations on candidates for sterilization, on candidates for adoption, and other miscellaneous matters, which often involve, in addition to the examiner's own results, a study of all other records obtainable. The nature of this service cannot be described adequately in statistical terms. But there has been a consistent and marked increase in its demand, and a considerable portion of the staff's time is now given to it. This report will limit itself, as heretofore, to the statistical analysis of the individual mental examinations made.

Table I gives the number of individual examinations separately for the two sexes, arranged under age period. As in previous reports, there is a marked difference in the number of males and females examined for the ages of five to forty. For the age periods of 0-4, 5-9, and 10-14, the males predominate, after which the females predominate up to the age of thirty-five. This trend is even more marked for the examinations made for the county child welfare boards and for the private agencies, as will be noted in tables below, than for these totals. Since most of the examinations are made to determine the presence and degree of mental deficiency, it is obvious that strong selective influences are at work in picking out either males or females for possible commitment as feeble-minded, for numerous surveys have shown that the relative frequency of actually existing males and females who are feeble-minded does not differ materially for the sexes. A more efficient method is needed for finding the mentally defective females before they reach the child-bearing age. This would prevent the sex problems they give rise to later, by which they are now in a large measure found. The adult mentally defective males likewise escape detection for want of an adequate finding agency. Apparently they marry approximately as frequently as do mentally defective females.

Table I

Age	Number	
	Male	Female
Under 5 years	593	491
5 to 9 years	1,213	798
10 to 14 years	1,200	779
15 to 19 years	390	800
20 to 24 years	205	697
25 to 29 years	152	309
30 to 34 years	124	170
35 to 39 years	107	108
40 to 44 years	87	90
45 to 49 years	44	43
50 to 59 years	34	40
60 and over	14	4
Total	4,143	4,329

Table II gives the number of examinations for different intelligence quotients intervals, combining the figures for the two sexes.

Table II

I. Q.	No.	I. Q.	No.
0- 14	110	165-174	12
15- 24	106	175-184	15
25- 34	120	185-194	9
35- 44	207	195-204	4
45- 54	433	205-214	4
55- 64	1,040	215-224	1
65- 74	1,718	225-234	3
75- 84	1,959	235-244	1
85- 94	1,276	245-254	1
95-104	748	255-264	--
105-114	376	265-274	--
115-124	141	275-284	1
125-134	77	285-294	--
135-144	37	295-304	1
145-154	42		
155-164	30		
		Total	8,472

STATE DEPARTMENTS AND STATE INSTITUTIONS

The total number of examinations in this group was 3,450, a decrease from 4,158 for the preceding biennium. This constitutes the new admissions excepting those who had been examined by the Division previous to admission and were not re-examined and those who on a group test gave a result that showed they were evidently not feeble-minded. The decrease in the number is due to the fact that the admissions, except, of course, for the School for Feeble-Minded and the State Department of Education, include a smaller proportion of feeble-minded than formerly and to the fact that a larger percentage had already been examined before admission. Table III gives the number of examinations for each department and institution. Examinations for the State Department of Education are of candidates for the special classes for mentally subnormal children in the public schools.

Table III

State Department of Education	1,216
Gillette State Hospital for Crippled Children	481
State Prison	418
School for Feeble-Minded	403
Reformatory for Men	303
State Public School	158
Colony for Epileptics	151
Training School for Boys	112
Home School for Girls	101
Fergus Falls State Hospital	83
Reformatory for Women	19
*Children's Bureau	18
Division for the Blind	4
Department of Re-Education	2
School for the Blind	1
Total	3,450

Table IV gives the number of examinations for the state departments and institutions separately by age periods and by sex.

Table V gives the same data as in Table IV arranged under different intelligence quotient intervals.

*All cases referred for examination by the Children's Bureau are listed under the counties of their residence, except these eighteen for whom residence was undetermined.

TABLE IV—AGE GROUP

DIVISION	Sex	0-4 Years	5-9 Years	10-14 Years	15-19 Years	20-24 Years	25-29 Years	30-34 Years	35-39 Years	40-44 Years	45-49 Years	50-59 Years	60 and Over
Department of Education	Male	3	432	372	26	---	---	---	---	---	---	---	---
	Female	---	182	192	10	---	---	---	---	---	---	---	---
Gillette Sate Hospital	Male	35	84	83	41	3	---	---	---	---	---	---	---
	Female	33	64	75	52	11	---	---	---	---	---	---	---
State Prison	Male	---	---	---	2	31	51	81	71	63	53	46	20
School for Feeble-Minded	Male	12	31	67	37	14	8	8	3	4	3	4	2
	Female	2	23	50	50	30	16	9	8	11	1	5	---
State Reformatory	Male	---	---	---	65	156	77	5	---	---	---	---	---
State Public School	Male	32	25	23	6	---	---	---	---	---	---	---	---
	Female	17	21	22	7	---	---	---	---	---	---	---	---
Colony for Epileptics	Male	---	3	14	15	14	8	5	6	1	4	3	5
	Female	1	8	5	17	8	7	7	3	6	3	5	3
Training School for Boys	Male	---	1	26	85	---	---	---	---	---	---	---	---
Home School for Girls	Female	2	1	13	80	5	---	---	---	---	---	---	---
Fergus Falls State Hospital (Student nurses, 2 patients)	Male	---	---	---	---	1	---	---	---	---	---	---	---
	Female	---	---	---	11	44	5	1	---	---	1	---	---
Children's Bureau	Male	2	---	---	---	1	---	---	---	---	---	---	---
	Female	4	---	---	3	6	1	---	---	1	---	---	---
State Reformatory for Women	Female	---	---	---	---	4	6	1	2	2	2	2	---
Division for the Blind	Male	---	---	2	1	---	---	---	---	---	---	---	---
	Female	---	---	---	---	---	---	---	1	---	---	---	---
Department of Re-Education	Male	---	---	---	1	1	---	---	---	---	---	---	---
School for the Blind	Male	---	---	1	---	---	---	---	---	---	---	---	---
Total		142	880	950	509	329	179	117	94	88	67	65	30

TABLE V—INTELLIGENCE QUOTIENTS

DIVISION	0-14	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85-94	95-104	105-114	115-124	125-134	135-144	145-154	155-164	165-174	175-184	Over 185
Department of Education	---	2	6	13	34	86	288	485	239	57	5	---	---	1	---	---	---	---	---
Gillette State Hospital	2	4	---	4	10	26	48	80	90	93	56	22	16	5	7	8	1	6	3
State Prison	---	---	1	2	10	92	179	103	20	8	3	---	---	---	---	---	---	---	---
School for Feeble-Minded	72	36	28	37	59	88	64	18	---	1	---	---	---	---	---	---	---	---	---
State Reformatory	---	---	---	---	3	35	114	109	25	13	2	1	---	1	---	---	---	---	---
State Public School	---	---	---	---	2	10	30	37	37	25	9	3	1	3	1	---	---	---	---
Colony for Epileptics	9	14	10	26	25	20	26	4	10	2	2	---	1	1	1	---	---	---	---
Training School for Boys	---	---	---	---	3	11	36	47	7	1	3	2	---	1	1	---	---	---	---
Home School for Girls	---	---	---	---	---	20	45	23	8	2	1	1	1	---	---	---	---	---	---
Fergus Falls State Hospital (Student nurses, two patients)	---	---	---	2	1	5	5	13	8	10	7	2	2	---	1	2	1	1	3
Children's Bureau	---	---	---	---	---	2	2	7	4	1	1	---	---	---	---	---	1	---	---
State Reformatory for Women	---	---	---	---	2	1	8	3	1	2	1	1	---	---	---	---	---	---	---
Division for the Blind	---	---	---	---	---	---	3	1	---	---	---	---	---	---	---	---	---	---	---
Department of Re-Education	---	---	---	---	---	1	---	---	---	---	1	---	---	---	---	---	---	---	---
School for the Blind	---	---	---	---	---	---	---	1	---	---	---	---	---	---	---	---	---	---	---
Total	83	56	45	84	149	397	848	931	449	215	91	32	21	12	11	10	3	7	6

COUNTY CHILD WELFARE BOARDS

The previous schedule of quarterly visits to counties referring cases for examination, except Hennepin and Ramsey for which a weekly schedule was maintained, was continued. The total number of examinations was 3,139 as compared with 2,448 of the previous biennium. Table VI gives the number of examinations made for each county.

TABLE VI

County	No.	County	No.
Ramsey	568	Clay	18
Hennepin	471	Pine	18
St. Louis	199	Roseau	18
Crow Wing	112	Big Stone	17
Meeke	60	Carlton	17
Freeborn	57	Lincoln	17
Itasca	56	Marshall	17
Kandiyohi	55	Wabasha	16
Otter Tail	51	Clearwater	15
Mower	49	Mahnomen	15
Polk	47	Chippewa	14
Stearns	47	Blue Earth	13
Dakota	45	Fillmore	13
Murray	44	Fairbault	13
Koochiching	43	Anoka	12
Miller	43	Douglas	12
Olmsted	43	Brown	11
Sibley	42	Lake of the Woods	11
Waseca	41	Houston	11
Kanabec	40	Wadena	11
Martin	37	Cottonwood	10
Washington	36	Swift	8
Renville	35	Benton	7
Aitkin	33	Chisago	7
Stevens	33	Isanti	7
Hubbard	32	Norman	7
Morrison	31	Wilkin	6
Becker	30	Nobles	5
Kittson	30	Red Lake	5
Lac qui Parle	30	Watsonwan	5
Redwood	30	Traverse	5
Todd	29	McLeod	4
Beltrami	28	Rock	4
Rice	26	Carver	3
Le Sueur	25	Lake	3
Pipestone	25	Lyon	3
Winona	25	Sherburne	2
Nicollet	24	Dodge	1
Cass	23	Jackson	1
Wright	21	Pennington	1
Goodhue	20	Yellow Medicine	1
Scott	20		
Pope	19	Total	3,139

Table VII gives the same data arranged under age periods and sex. This indicates that roughly half of the examinations are of children. The tendency to select male children and females of child-bearing age more than others for examination is very marked in this group.

TABLE VII

Age	Male	Female	Age	Male	Female
Under 5 years -----	289	271	35 to 39 years -----	22	44
5 to 9 years -----	372	310	40 to 44 years -----	18	40
10 to 14 years -----	322	252	45 to 49 years -----	21	20
15 to 19 years -----	104	357	50 to 59 years -----	19	14
20 to 24 years -----	64	329	60 years and over -----	5	1
25 to 29 years -----	41	125			
30 to 34 years -----	23	76	Total -----	1,300	1,839

Table VIII gives the number of cases for different intelligence quotient intervals. The relatively large number of normal to very intelligent cases is made up largely of dependent and neglected children where more exact information as to their intelligence was desired even when they were not at all suspected of being feeble-minded. It includes, also, a considerable number of adults whose social inadequacies, delinquencies or general misbehavior led social agents to suspect or believe that this must be due to mental deficiency. The inability of the feeble-minded to live up to social requirements is pretty generally known and understood. It is easy to reason conversely that all who do not live up to social requirements are likely to be feeble-minded. Of course, the fact is that those who fail in this respect for other reasons than feeble-mindedness are much more numerous than are the feeble-minded. The tendency to this confusion is also much enhanced by the definition of feeble-mindedness in the Minnesota laws, which describes feeble-mindedness chiefly in terms of social inadequacy. Without the mental test examination many, if not most, of these would be committed as feeble-minded.

TABLE VIII

I. Q.	No.	I. Q.	No.
0- 14	27	125-134	29
15- 24	46	135-144	19
25- 34	73	145-154	17
35- 44	106	155-164	12
45- 54	221	165-174	4
55- 64	449	175-184	2
65- 74	578	185-194	5
75- 84	620	195-204	2
85- 94	450	205-214	2
95-104	271	215-224	1
105-114	148	225-234	1
115-124	61		

PRIVATE INSTITUTIONS AND AGENCIES

With a few exceptions the agencies listed in Table IX are private and local in the Twin Cities. The total number of examinations made for them during this biennium was 1,883, practically the same as in the previous bi-

ennium with 1,880. As heretofore, our service to these agencies was limited to what could be given after all demands from other sources were met. It has always fallen far short of requests for examinations. Table IX gives the number of examinations for each.

TABLE IX

Board of Public Welfare, St. Paul	440
Children's Protective Society, Minneapolis	351
Family Welfare Association, Minneapolis	317
Catholic Central Bureau, Minneapolis	172
Bureau of Catholic Charities, St. Paul	111
Lutheran Welfare Society, Minneapolis	58
Lutheran Children's Friend Society, Minneapolis	42
Children's Home Society of Minnesota, St. Paul	41
Ramsey County Probation Office, St. Paul	34
St. James Orphanage, Duluth	30
St. Cloud Orphanage, St. Cloud	26
Wilder Dispensary, St. Paul	21
Lake Park Children's Home, Lake Park	18
Board of Christian Service, St. Paul	17
Glen Lake Sanatorium, Oak Terrace	16
Scandinavian Home of Shelter, Minneapolis	15
Jewish Welfare Association, St. Paul	14
Maternity Hospital, Minneapolis	14
Jewish Family Welfare Association, Minneapolis	13
Ramsey County Mother's Aid, St. Paul	11
Washburn Home, Minneapolis	11
Big Sister's Association, Minneapolis	10
Red Lake Indian Agency, Red Lake	9
Bethany Orphanage, Duluth	8
Hennepin County Probation Office, Minneapolis	8
Ancker Hospital, St. Paul	7
General Hospital, Minneapolis	6
Home for Children and Aged Women, Minneapolis	6
Ramsey County Nurses Association, St. Paul	6
Soldiers' Home, Minneapolis	6
Hennepin County Allowance Office, Minneapolis	5
Parents	5
Physicians	5
Vasa Home, Red Wing	5
Lutheran Board of Charities, Minneapolis	3
Shriners' Hospital, Minneapolis	3
Attorneys	2
Department of Public Relief, Minneapolis	2
Federal Probation Office, St. Paul	2
Hennepin County Tuberculosis Association, Minneapolis	2
Ramsey County Rural Schools	2
Transient Camp, Fort Snelling	2
Visiting Nurses Association, Minneapolis	2
Hennepin County Nurses Association, Minneapolis	1
Juvenile Court of Hennepin County, Minneapolis	1
Juvenile Court of Ramsey County, St. Paul	1
St. Stephens Church Social Service, Minneapolis	1
Stabilization Employment Bureau, St. Paul	1
Total	1,883

Table X gives the number of examinations arranged under age periods and sex. It will be noted that the age and sex differences are quite the same as in the examinations for the county child welfare boards, given in Table VII. Male children and females of child-bearing age predominate in a more than two-to-one ratio at some points.

TABLE X

Age	Male	Female	Age	Male	Female
Under 5 years -----	218	161	30 to 34 years -----	35	71
5 to 9 years -----	209	184	35 to 39 years -----	30	50
10 to 14 years -----	176	169	40 to 44 years -----	26	30
15 to 19 years -----	78	148	45 to 49 years -----	14	16
20 to 24 years -----	36	104	50 to 59 years -----	8	14
25 to 29 years -----	32	72	60 to 69 years -----	2	0

Table XI gives the number of examinations arranged under different intelligence quotient intervals, combining the figures for the two sexes.

TABLE XI

I. Q.	No.	I. Q.	No.
15- 19	4	135-144	6
25- 34	2	145-154	14
35- 44	17	155-164	8
45- 54	63	165-174	5
55- 64	194	175-184	6
65- 74	292	185-194	3
75- 84	408	195-204	1
85- 94	377	205-214	1
95-104	262	215-224	0
105-114	142	225-234	1
115-124	48	235-244	1
125-134	27	275	1

GROUP TESTS

The above figures all refer to individual examinations, which require from one to two hours per case. Group tests can be given to a hundred or more at a time, and require as we give them, roughly, about one-tenth of the time per case. These are used where possible to determine who need further examinations to decide their status as normal or feeble-minded, and to give a rough classification of the normal with respect to intelligence.

Table XII shows the number of group tests given in the different institutions where they could be used.

TABLE XII

State Reformatory (Men) -----	1,279
State Prison -----	979
State Training School for Boys -----	358
Home School for Girls -----	183
Private Orphanages -----	52
State Reformatory for Women -----	24
Total -----	2,875

Comparing the figures of this biennium with those of preceding bienniums again shows some continuous trends which I believe deserve special notice. The first concerns the changes in the number of examinations made

in the different groups. The totals for all groups for the first time show no increase for the biennium because the examining staff has always had a full load and there have been no additions to the staff. The changes in the relative numbers for the different groups for the last three bienniums are shown in Table XIII.

TABLE XIII

Biennium	Total	State Institutions	State Dept. of Education	County Child Welfare Boards	Private Agencies
1929-30 -----	6,691	2,066	2,011	1,188	1,408
1931-32 -----	8,486	2,582	1,576	2,448	1,880
1933-34 -----	8,472	2,231	1,216	3,139	1,883

The most important change is the rapid increase in examinations for the county child welfare boards, especially because they take longer and cost more on account of the traveling involved. This indicates that the number of cases that can be taken for examination from the private agencies will have to be reduced to considerably less than half the present number by the end of the next biennium unless more examiners are added to the staff.

The social trend concerns the selective influences at work in bringing up cases for examination and reveals an apparent inadequacy of present means and methods. Almost half the cases submitted for examination by the county child welfare boards and private agencies are fifteen years and over, after the training period and possibility of correcting home conditions are passed. Of the children submitted, a very large percentage consists of illegitimate children of mentally defective mothers, and dependent and neglected children of mentally defective parents. That is, nearly all cases come to notice too late for preventive measures. It would cost no more to make these contacts and examinations before than after these cases have become social problems. Failure to do so costs the state millions of dollars annually. If it were done earlier, much preventive work, as well as salvaging through proper training, would be relatively easy.

A continuative census and registration of all existing mental defectives have been advocated by various leading authorities for the past twenty years as the first requirement in any rational program for the control of feeble-mindedness. It is possible now to maintain such a census at a cost not so very much greater than is the present cost of contacting and examining these cases after the possibilities of prevention and salvaging are passed. I recommend that steps be taken to establish such a census.

Respectfully submitted,

F. KUHLMANN,

Director.