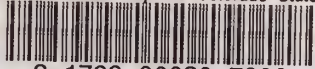


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# COLORADO STATE HOME

FOR

# DEPENDENT AND NEGLECTED CHILDREN

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THE COLORADO STATE HOME

FOR

DEPENDENT AND NEGLECTED CHILDREN

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Denver 2, Colorado~~

A Report

Submitted To The

COLORADO COMMISSION ON INSTITUTIONS

By the

COLORADO PUBLIC EXPENDITURE COUNCIL

January 1950



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HIGHLIGHTS

- On the whole the State Home for Dependent and Neglected Children is considered to be a well managed institution. Suggestions for improvement in administrative procedures as recommended in this report are not to be considered as being critical of the overall operation.
- The major recommendation of this report is that the institution farm property be sold and that a new farm be established elsewhere. This recommendation is based on several prevailing circumstances, including inadequacy of farm buildings, problem of bind weed control, location of the farm within metropolitan city limits, proposed expenditures for farm improvements at the present location, and the fact that the present farm does not provide adequate vocational training opportunities to a seemingly increasing number of older boys.
- Racial minority groups constitute approximately one-half of the so-called permanent population at the home, which is more than twice the percentage represented by such groups ten years ago. This is one of the factors which indicates the advisability of establishing a new farm operation.
- The boys' dormitories are obviously overcrowded and in dire need of repairs. Fire defenses are basically inadequate although much progress is being made.
- Office space and administrative quarters are inadequate.
- The State Home for Dependent and Neglected Children is located at 2305 South Washington Street in Denver, Colorado on 58 acres of land, of which 25 acres are devoted to buildings and campus, and 33 acres are used for farming and farm yards.
- The general supervision of the home is vested in an unpaid five-member Board of Control. This board, appointed by the Governor for six-year overlapping terms, meets more than 20 times each year.
- There were 262 children at the home on November 1, 1949. The institution field staff supervises between five and six hundred children outside the home on adoptive or other placement.
- Fifty-eight persons were employed at the institution in November 1949, and the monthly payroll totaled approximately \$10,000. The ratio of resident employees to resident children is 1 to 5.
- The General Fund appropriation for the current fiscal year is \$244,000. Per capita costs reached a peak of \$759 in 1948 and decreased to \$718 in 1949.
- The home owns and maintains an elementary school building. The teaching staff is furnished and financed by the Denver Public Schools. Older students enroll in Grant Junior and South High schools.
- The State Home operates as an open institution. Many civic agencies participate in the progressive and abundant recreational program.

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## Introduction

The State Home for Dependent and Neglected Children is located at 2305 South Washington Street in Denver, Colorado. It is situated on 58 acres of land, of which 25 acres are devoted to buildings and campus, and 33 acres are used for farming and farm yards.

The State Home was authorized by the General Assembly in 1895, which provided that the home was to be established "in or near Denver" and that, "it shall be a home for children of sound mind and body under 16 years of age who are dependent upon the public for support; provided, that the Board of Control of said home shall have authority to admit, in their discretion, any child dependent or neglected regardless of its physical condition." (Colorado Statutes Annotated, Volume 2, Chapter 33, Section 24.)

The Board of Control rented quarters from 1895 until 1902 when the present site was purchased including the institution's first building, Campbell Hall. Most of the buildings at the institution were built within 25 years after the site was chosen, with the exception of Edbrook Hall (1934), and the new Babyland nursery (1949).

The only marking of identification at the State Home is a sign on the driveway which states that the institution closes on Saturday and Sunday, and a bronzed plaque on the administration building which states merely "State Home for Children." This plaque is a wholesome indication of thoughtfulness. Such terms as "dependent" and "neglected" are considered as mere technicalities which should be omitted from the institution's legal name.

The 15 major buildings occupied by the institution are listed below. The number of children in each dormitory as of October 31, 1949 are also shown.

Babyland Nursery	30 mixed,	babies
Toddlers' Nursery	10 mixed,	3 to 5 years
Curtis Dormitory	12 girls,	5 to 6 years
Campbell Hall	25 girls,	7 to 11 years
Edbrook Dormitory	43 girls,	12 to 18 years
Washington and Grant Dormitory	22 boys, 31 boys,	6 to 9 years 9 to 11 years
Lincoln Dormitory	37 boys,	11 to 13 years
Howe Dormitory	50 boys,	14 to 19 years
Hospital Building	2	varied
Domestic Building	-	
Gymnasium	-	
Elementary School	-	
Heating Plant and Laundry	-	
Superintendent's Residence	-	
Administration Building	-	
	262	

In addition, a dairy barn, milk pasteurization building, and approximately one-half dozen farm sheds of various types are located at the rear of the main campus, and comprise the center of farm operations. The institution also owns and operates a summer camp on North Turkey Creek in Jefferson County. This camp is located on a 20 acre tract and consists of two dormitories, one cottage, and a combination recreation hall-dining room. During the summer months this camp accommodates between 100 and 120 boys and girls who usually spend two weeks at a time at the camp.

Inasmuch as 42 employees receive full maintenance and quarters at the institution, Campbell and Curtis dormitories, and the domestic and administration buildings are used also for employee quarters. All of the dormitories and the hospital include quarters for the matron or counselor in charge.

#### Organization and Personnel

When the General Assembly provided for establishment of the state home in

1395, it vested the "general supervision and government" of the home in a Board of Control consisting of five members appointed by the Governor and serving for six-year, staggered terms. The Assembly provided that the board should be non-partisan and that at least two members should be women. It further provided that each member shall serve until his successor is appointed and qualified, which was significant recently in that the original appointments had expired for all but one member of the Board of Control before the Governor made four appointments on December 30, 1949. Members receive no compensation or expenses.

Although the board is required by law to meet only four times yearly, as a matter of record it averages more than 20 meetings per year which indicates an active participation in the management of the institution.

By statute the board is charged with the selection of the superintendent of the home, although for all practical purposes this appointment is made by the Governor subject to those limitations on appointments provided by the state constitution concerning classified civil service. The State Home is an agency of the Division of Public Welfare, of which the Governor is the head. All regular positions at the state home are within the classified service, although only eleven are permanently certified.

The following schematic list shows the organization of personnel employed at the state home. Lines of authority are indicated by indentation. Total number of regular employees in November 1949 was 58 including four part-time employees. The November payroll totaled approximately \$10,000. If the five persons on the field staff are excluded, the ratio of resident employees to resident children is approximately 1 to 5. This does not include the teaching staff who are employed by the Denver Public schools.

Table 1

## Schematic List of Positions

Colorado State Home for Dependent and Neglected Children

As of November 1, 1949

<u>Title of Position</u>	<u>No. of Positions</u>	<u>Received In Cash</u>	<u>Deductions For Maintenance</u> <sup>1</sup>	<u>Total Monthly Salary</u>
Superintendent	1	\$325.00	\$100.00	\$425.00
Stenographer II	1	182.50	5.00	187.50
Attending Physician (Part Time)	1	150.00	-	150.00
Psychologist (Part Time)	1	100.00	-	100.00
Family Consultant II (Placement)	1	307.50	-	307.50
Family Consultant I	4	267.50	-	267.50
Family Consultant I (Part Time)	1	133.75	-	133.75
Business Manager I	Vacant	-	-	-
Clerk IV	1	232.50	-	232.50
Accounts Clerk II	1	200.00	5.00	205.00
Attendant V (Storekeeper and Utility)	1	147.50	32.50	180.00
Handyman (Commissary Storekeeper)	1	152.50	32.50	185.00
Administrative Assistant II	1	267.50	32.50	300.00
Counsellor IV (Boys Dept.)	1	200.00	32.50	232.50
Institutional Parent	1	180.00	32.50	212.50
Institutional Parent	2	157.50	32.50	190.00
Institutional Parent	2	142.50	32.50	175.00
Counsellor III (Girls Dept.)	1	190.00	32.50	222.50
Institutional Parent	1	172.50	32.50	205.00
Nurse I (Babyland and Toddlers)	1	257.50	10.00	267.50
Nurses Aide (Babyland)	2	180.00	32.50	212.50
Nurses Aide (Babyland)	2	150.00	32.50	182.50
Nurses Aide (Babyland)	1	142.50	32.50	175.00
Institutional Parent (Babyland)	1	142.50	32.50	175.00
Institutional Parent (Toddlers)	1	175.00	-	175.00
Institutional Parent (Toddlers)	1	157.50	32.50	190.00
Institutional Parent (Toddlers)	1	142.50	32.50	175.00
Institutional Parent (Pre-School)	1	165.00	32.50	197.50
Institutional Parent (Pre-School)	1	157.50	32.50	190.00
Institutional Parent (Relief)	1	180.00	32.50	212.50
Institutional Parent (Relief)	1	142.50	32.50	175.00
Institutional Parent (Hospital)	1	142.50	32.50	175.00
Cook III	1	172.50	32.50	205.00
Cook III	1	165.00	32.50	197.50
Cook III	1	165.00	10.00	175.00
Cook III (1 Relief)	2	142.50	32.50	175.00

(continued)

<u>Title of Position</u>	<u>No. of Positions</u>	<u>Received In Cash</u>	<u>Deductions For Maintenance</u>	<u>Total Monthly Salary</u>
Food Service IV (Dining Rooms)	1	\$157.50	\$ 32.50	\$190.00
Laundryman II	1	210.00	-	210.00
Laundress I	3	170.00	-	170.00
Powerhouse Worker III	1	225.00	32.50	257.50
Powerhouse Worker II	1	157.50	32.50	190.00
Powerhouse Worker II	1	155.00	32.50	187.50
Dairyman III	1	185.00	32.50	217.50
Farmer II	1	145.00	32.50	177.50
Carpenter I	1	222.50	5.00	227.50
Painter I	1	222.50	5.00	227.50
Seamstress	1	185.00	32.50	217.50
Recreation Director I (Part Time)	1	97.50	5.00	102.50
Janitor (School Bldg.)	<u>1</u>	<u>147.50</u>	<u>32.50</u>	<u>180.00</u>

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<sup>1</sup> Individual deductions charged are \$32.50 for full maintenance, \$5 for 1 meal, \$10 for 2 meals; maintenance for the Superintendent's family \$100.

Not included also is an additional recreational director furnished by the Elks Club for supervision of the home's program of organized intramurals and other sports. The physician and psychologist are shown as part-time employees, although neither is correctly classified in that category. The physician makes regular visits to the home, and is subject to call at any time. The psychologist performs necessary tests and examinations as they are needed. These two persons are not included on regular payrolls, but render professional services, subject to an authorized contract with the institution, for monthly remuneration as shown in Table 1. The stenographer is shown on the same level of authority as the three major administrative positions only because she is responsible directly to the superintendent.

The organization outlined in this schematic list differs slightly from the existing one in that the position of business manager, now vacant, is imposed over the business office, whereas at the present time the three employees of the business office are independently responsible to the superintendent, and the commissary storekeeper is responsible to the administrative assistant. Otherwise the list follows generally the existing organization.

It should perhaps be stated early in this report, relative to the organization structure, that the entire atmosphere at the home indicates a conspicuous lack of institutional formalities, which is highly commendable. As a result, much work is efficiently done under administrative organization and procedures which in some instances may not conform to standard practices. Accordingly, recommendations in this report are to be considered as suggestions for possible improvement, but not as being critical of the overall operation of the state home.

In this connection it should be pointed out that space allocations for administrative purposes at the institution are inadequate. Furthermore, it is obvious that state funds have not been expended for the comfort and convenience of administrators of this institution whose offices are equipped with the bare essentials in the way of desks, files, lighting equipment and office furniture. At the risk of slightly changing the institutional atmosphere, it is recommended that when funds are available administrative quarters be improved.

The organization seems well departmentalized in that employees are immediately responsible to three main administrative heads, the family consultant in charge of placement activities, the business manager, and the administrative assistant who exercises supervisory control over all other activities, excluding the part-time medical staff and the secretary who report directly to the superintendent. It will be noted that the one person is in charge of farm operations, one in charge of the laundry

one in charge of the power house, one in charge of the boys' departments, one in charge of the girls' departments, and a registered nurse is in charge of the Babyland and Toddlers' nurseries.

It is recommended that one person be placed in charge of the dietary services in the domestic building. Partly because of the shift work of the cooks, all employees of this division are equally responsible to the administrative assistant.

It appears obvious that too many employees are directly responsible to the administrative assistant. While the present situation does not impair effective operation of the institution, primarily because of personality factors involved, the organization structure is not sound for efficient operation in the event of a change in personnel. One person should be made responsible for all maintenance and repair, and one person should supervise institutional parents assigned to pre-school, relief, and hospital duties. When this is done, the maintenance personnel should be attached to the office of the business manager.

It is recommended that administrative rules and regulations of the institution be compiled and issued and that, when possible, an in-service training program be adopted primarily for the benefit of new employees.

The present superintendent will have been in office 6 years in February 1950. The superintendent who served before him served from 1937 until 1943, while an interim appointee served for six months before the present superintendent was appointed. This indicates, as does the record of long time service of the board of control, a continuity in administrative policies.

#### Population Analysis

Set forth in Table 2 are data showing the number of children admitted during each of the last 12 fiscal years and their ages upon admission. The majority of children admitted are less than one year of age. Of those admitted under one year of age, 95% are less than six months, and are primarily the children of unwed mothers. It will

Table 2  
Number and Ages of Children Admitted  
Colorado State Home for Dependent and Neglected Children  
For Twelve Fiscal Years, 1938-1949

Age Groups	1938	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948	1949
Under 1 year	203	186	175	167	231	255	271	359	489	465	426	398
1 year	12	15	8	10	7	6	8	7	14	15	10	5
2 years	5	12	10	13	2	9	5	7	3	7	8	2
3 years	5	10	4	5	6	7	6	12	13	14	12	6
4 years	9	9	8	4	4	7	6	10	2	6	9	6
5 years	6	8	6	8	2	8	2	7	8	12	6	3
6 years	3	10	5	8	4	5	6	5	4	4	11	5
7 years	7	12	8	9	6	4	7	10	8	11	7	6
8 years	4	13	8	7	5	12	4	11	7	9	8	5
9 years	9	10	10	10	5	5	4	9	3	6	13	6
10 years	7	9	11	6	6	11	5	10	8	10	9	7
11 years	4	11	7	8	7	7	6	7	7	8	7	4
12 years	7	7	9	6	8	8	7	8	8	10	2	4
13 years	2	11	6	5	3	2	4	7	4	7	6	6
14 years	4	3	2	4	4	5	5	7	3	5	7	11
15 years	1	4	3	4	1	1	3	4	--	--	2	3
16 years	1	2	--	--	--	--	--	--	--	--	--	--
TOTALS	289	332	280	274	301	352	353	480	581	589	543	477

Compiled by the Colorado Public Expenditure Council  
From Biennial Reports of the Institution



be noted that the two pre-war years of 1940 and 1941 were low with 280 and 274 admissions, while the first two post war years were highest with 581 and 589 admissions respectively.

The ages of children adopted for the same 12 year period are set forth in Table 3. The majority of all adoptions are in the less-than-one-year age group, with a sharp decline in the number adopted after they reach 10 years of age. The institution is presently engaged in a program of placing more older children for reasons made evident by the next table.

During this 12 year period, 77% of all commitments, and 37% of all adoptions were from or in the City and County of Denver. However, these commitments include many non-Denver residents who move into the city prior to birth of the child committed. Generally speaking, adoptions and commitments are in proportion to county populations.

Set forth in Table 4 are the ages of children resident in the home as of June 30 for each of the past 12 years. This table is an indication of the makeup of the permanent population of the institution inasmuch as the end of June is during the summer period when there is no reason for not placing any adoptable or placeable child. There is some hesitancy on the part of the superintendent to place a school child for adoption or other placement after the semester has begun, although placements are made freely in between semesters. However, there are no restricting factors on placements during the summer months so it might be assumed that the figures shown in table 4 represent a fair picture of the number of children in the home for permanent custodial purposes. In the 12-year period the June 30 resident population has varied between a low of 213 in 1943 and a high of 309 in 1939.

An analysis of these 12 years totals by the 5 year groups (0 to 4, 5 to 9, etc.) will show that almost 1/2 (48%) of the permanent population over this period of time has been in the group of 10 to 14 years while an additional 15% have been in the group from

Table 3

Number and Ages of Children Adopted  
Colorado State Home for Dependent and Neglected Children  
For Twelve Fiscal Years, 1938-1949

Age Groups	1938	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948	1949
Less than 1 year	142	159	130	141	154	192	191	200	306	296	276	333
1 year	50	33	41	25	22	30	19	35	61	59	71	44
2 years	14	9	12	8	11	5	4	4	8	6	12	16
3 years	4	9	9	8	7	3	5	6	4	6	7	14
4 years	10	9	4	4	5	3	4	1	6	9	8	12
5 years	6	6	7	5	3	2	9	2	4	4	6	8
6 years	10	6	9	7	3	4	1	2	2	4	4	5
7 years	8	5	3	5	5	1	2	2	2	3	4	9
8 years	4	3	2	5	6	5	1	2	2	4	3	4
9 years	4	2	2	3	7	2	4	3	1	3	3	2
10 years	5	2	1	1	-	6	2	1	1	1	-	2
11 years	1	-	3	1	3	2	1	1	-	-	1	2
12 years	-	2	1	3	1	1	1	3	-	-	1	2
13 years	-	2	2	3	3	1	-	2	-	-	-	2
14 years	-	4	1	2	4	5	2	1	3	2	-	1
15 years	-	1	1	2	1	-	1	1	-	-	1	-
16 years	1	-	-	-	2	2	4	3	-	1	-	-
17 years	1	1	1	-	4	1	2	-	1	-	1	1
18 years	-	1	-	1	-	-	1	2	2	1	-	1
19 years	-	-	-	-	1	-	2	1	-	-	-	1
20 years	-	-	-	1	-	-	-	-	-	-	-	-
TOTALS	260	254	229	225	242	265	256	272	403	399	398	459

Compiled by the Colorado Public Expenditure Council

From Biennial Reports of the Institution

Table 4

Number and Ages of Children Resident in  
State Home for Dependent and Neglected Children  
As of June 30 During Twelve Fiscal Years, 1938-1949

Age Groups	1938	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948	1949
Less than 1 year	6	1	5	3	8	10	14	15	24	15	15	21
1 year	3	5	1	7	4	5	8	8	11	18	3	7
2 years	4	6	3	2	6	4	7	9	7	7	13	5
3 years	2	3	1	3	5	7	5	10	5	11	6	10
4 years	6	3	1	6	6	2	10	9	4	9	6	5
5 years	6	6	3	2	2	2	3	8	12	13	11	5
6 years	4	10	4	8	5	6	6	12	15	10	7	10
7 years	15	13	14	5	12	8	12	10	13	12	16	9
8 years	12	24	8	17	5	12	20	16	16	20	16	12
9 years	24	21	29	11	17	11	11	16	18	23	20	15
10 years	32	37	24	38	14	16	17	22	23	18	22	20
11 years	32	39	31	28	39	10	10	16	18	27	22	18
12 years	35	36	34	27	30	36	16	25	26	20	26	15
13 years	31	30	36	37	27	22	26	22	18	20	25	26
14 years	25	24	24	23	33	18	22	26	23	16	18	29
15 years	21	23	18	22	25	19	17	9	5	18	22	13
16 years	13	10	11	14	16	12	10	9	3	8	12	16
17 years	2	11	9	8	4	7	10	1	2	1	9	5
18 years	-	5	4	3	6	4	4	1	-	2	4	4
19 years	1	1	3	-	-	2	1	-	-	-	-	1
20 years	1	1	1	1	1	-	-	-	-	-	-	-
TOTALS	275	309	264	265	265	213	229	244	243	268	273	246

Compiled by the Colorado Public Expenditure Council

From Biennial Reports of the Institution

15 to 19 years. In other words, approximately two-thirds of the permanent population of the institution over this period of years has been composed of children 10 years and older who, as pointed out in table 3, move very slowly so far as adoption or placement is concerned. Comparatively, only 14% of the total 12 year permanent population has been in the group of 0 to 4 years and 23% of the total were from 5 to 9 years of age.

A significant feature of the composition of the permanent population of the institution poses a problem which the state must carefully appraise if it is to plan properly its program at the state home to meet future needs. This significant feature is the fact that 51% of the resident population on June 30, 1949 was composed of members of the so-called racial minorities. Almost four-fifths of this minority group was represented by Spanish-Americans (38% of the total). This ratio of minority group children in the total permanent population is roughly double what it was ten years ago, in 1939, when only 21% of the resident population was so constituted.

It is reported that because of the prevailing standards of living among many of the Spanish-American people it is extremely difficult to place children for adoption among this group. A simple numerical increase in the number of these children admitted to the state home would pose no serious problem if it were not for this fact. However, unless the situation changes, the state must plan a program at the state home which will be geared to the fact that more and more of its resident population will be children who will remain at the home until they reach their majorities.

#### Admission and Discharge Procedures

As stated in the introductory section, the state home is legally authorized to accept any children committed to it who are under 16 years of age, and who are, as defined by the statutes, either dependent or neglected.

Children come before the courts by one of two methods. In the first instance

the parent or parents, jointly or individually, voluntarily relinquish parental rights which they or each of them may have in a child, natural or adopted. The guardianship of children in such voluntarily relinquishments is awarded either to the state home, a county welfare department, or to a child placement institution or agency which is licensed with the Colorado Board of Child Standards. In these instances of voluntarily relinquishment, the juvenile court (in Denver only) has jurisdiction first, and then the county court where there is no juvenile court.

In the second instance a child is brought before the juvenile or county court by the action of the county commissioners, members of certain state agencies (The State Board of Child and Animal Protection, and the juvenile courts), or any other person who is a resident of the county, which action sets forth the facts indicating the child is dependent or neglected. The court conducts the necessary hearings and may, if circumstances justify it, declare a child to be dependent or neglected and commit him to the state home. "And if said home is unable to receive said child or if any other reason, it shall appear to the best interests of such child by adoption, guardianship or otherwise, the court shall make such disposition for such child as seems best for its moral and physical care." (Section 6, Chapter 33, Colorado Statutes Annotated 1935).

The present statutes provide that the actual parents shall be divested of their parental rights to children committed by the court to the state home. It is apparent that many family ties are maintained after the children are taken into the institution. In many instances, this is highly beneficial to the welfare of the children, while in some instances this might be detrimental inasmuch as the primary purpose of the home is, by statute, to provide a temporary residence for these children prior to their being placed or adopted into some other home.

As with other custodial state institutions, a determination of state policy regarding family and county financial responsibility is needed. This

responsibility, if established, would cease when a child was placed for adoption, but would exist during his stay at the institution and would cover supervisory expenditures during all other types of placement.

It was the apparent intention of the new child relinquishment act, passed by the 1949 General Assembly, that children who are voluntarily relinquished be committed by the courts either to the state home, a county department of public welfare, or to one of the officially licensed child placement agencies in Colorado. As of December 1, 1949, these agencies, all licensed by the Colorado Board of Child Standards, included Catholic Charities of Denver, Colorado Childrens Aid Society, Jewish Family, Children's Services of Denver, Colorado Christian Home Board of Denver, Denver Orphans Home Association, Catholic Charities of Pueblo, Family Service of Pueblo, and the Myron Stratton Home Board of Colorado Springs. The second and fourth named organizations are in their first year of operation.

At the time of passage of the 1949 Child Relinquishment Act (Chapter 129), it was believed that many illegitimate babies were being placed for adoption directly by the courts and that the provisions of this act, which supposedly precluded such action by the courts, would result in an additional number of babies being committed to the state home, the department of public welfare, or other licensed child placement agencies. Although this act has been in effect since May 20, 1949, statistics on admissions at the state home do not reflect any apparent increase.

Placement. In establishing the state home the General Assembly said "the object of this article is to provide a temporary home for dependent and neglected children . . . ." Accordingly, great emphasis has been put upon the placement function, retaining at the institution only those children who are not adoptable. All such activities are supervised by the placement director. She is assisted by four full-time and one part-time field agents who are assigned to regional areas in the state.

Two agents are assigned to Denver. One is assigned to the metropolitan area immediately outside of Denver and the other two cover the northern and southern portions of the state.

The procedure for filing an application for adoption is fairly simple, although meticulously handled by the institution. Letters of inquiry are answered by sending a printed application form which requires, among other things, certificates of physical examination of both prospective parents and at least three references. When the formal application is received, references are contacted and the field agent in that area visits the applicant family and submits his report. The application, statements received from references, and the agent's report are then sent, without recommendation, to the Board of Control which meets approximately every two weeks to approve or disapprove these applications. Upon approval, the eligible applicant is placed upon a waiting list and ordinarily waits from 12 to 24 months before receiving a child for adoption. Some cases have run for five years or more at which time applications are removed from the active file unless the applicants have remained in contact with the institution. The waiting list varies between five and six hundred eligible applicants. The majority of applications are for babies. Accordingly, all adoptable babies are placed as soon as proper physical and mental tests can be completed. All adoptions are subject to a probationary period of one year, or a shorter period if approved by the court. Many of the long standing applications are those which have been approved for other than babies, which is usually the case where prospective parents are more than 40 years of age.

The director of placement exercises every care to match the background of the child with the backgrounds of the prospective parents. This involves such factors as racial descent, coloring, stature, education, and religion. Living

facilities are, of course, an important factor in qualifying as adoptive parents.

In addition to the formal adoptions, children are placed in foster homes, some are placed back with their parents on trial, others with relatives on trial, some are placed in homes for employment and, of course, some are transferred back to the county for commitment to other institutions. All are released when they reach their majorities. In recent years, between 600 and 700 children living outside the home have been supervised each year in addition to the resident population. At present, 151 children are out on other than adoptive placements for which the only state expense is supervision.

Although all parental rights are either voluntarily surrendered or taken from parents before children are committed to the state home, several factors exist to restrict somewhat the placement, either for adoption or in foster homes, of certain children. Older children committed to the home stand little chance for adoption if only on the basis of requests for adoption. As noted earlier, home ties are often maintained, and whether beneficial or detrimental they restrict placement possibilities. Another seemingly important factor, in many cases, is that a child's mentality, although sufficient to permit him to adjust to the early years of public education and to the rudimentary requirements of society, is not sufficiently high to permit the institution's administrators to feel free to place him in a home for adoption. Additional factors include children of mixed racial strains, children who are slightly, though not seriously handicapped, and children who cannot be satisfactorily placed in a home of their same religion.

#### Services and Activities

Services and activities at the state home are presented in the following paragraphs under the heading of educational, dietary, medical and religious activities.



Educational Activities. Educational activities at the institution consist simply of providing exactly the same education as other resident children of Denver receive. The home owns and maintains an elementary school, whose staff is furnished and paid by Denver School District Number One. Older students are sent to Grant Junior High and South High schools. In addition, an excellent program of educational assistance has been worked out with the University of Denver whereby at the present time 32 student teachers are spending four evening hours each week at the home assisting the students with their educational problems. Emphasis is placed on pre-school training.

Dietary Services. Dietary services are centralized in the domestic building where all food is prepared, except breakfast for residents of the hospital building and special diets at the nursery. As noted in the section on organization, it is recommended that one person be placed in charge of the food service including the kitchen and the two dining rooms.

Menus are prepared a week in advance, jointly by the cooks and the commissary storekeeper. The same menu is served students and employees with slight variations. It is suggested that semi-annual physical examinations be required of all food handlers in compliance with State Health Department regulations.

All provisions except meats are received and stored by the commissary storekeeper in newly finished storerooms in the basement of the domestic building. The only refrigerated storage is located just off the kitchen on the main floor and is rather small. Because of this inadequacy of storage space, the institution rents a refrigerated locker in Englewood. The locker costs \$60 per year, although the storekeeper states that the locker company permits him to store overflow items in open storerooms without additional charge. Present meat handling practices are to take delivery of all home grown or purchased carcasses at the refrigerated locker company, which cuts and wraps the meat for normal commercial prices.

Building plans of a few years ago tentatively scheduled construction of a large walk-in type refrigerator locker at an estimated cost of \$4,500. When the building program permits, it is recommended that this locker be installed.

A recent report of the state auditor criticized existing practices concerning maintenance of the superintendent's family, which is the only family maintained by the institution at the present time. A contract for "full maintenance" is in force between the superintendent and the board of control and was approved by the governor. The problem of family maintenance is different at the state home in Denver than it is at some of the other small institutions of the state where more than one family receive full maintenance and where storerooms are more completely stocked with the items, in small quantity size, ordinarily used for family maintenance. The superintendent is taking steps to make such improvements in purchasing or commissary withdrawals for his family maintenance as can be made, yet under existing circumstances the necessity for purchasing at retail prices, because of small lot orders, will not be entirely eliminated at this institution until some change is effected in the circumstances noted.

Medical Services. Medical services at the institution are provided or supervised by the attending physician, employed on a part-time basis, who calls regularly at the institution on Tuesday, Thursday, and Sunday, and who is on call for any emergency. The only other regular medical staff consists of the psychologist, also a part-time employee, whose duties are primarily concerned with mental testing of the babies prior to adoption, and non-routine psychological tests as are needed from time to time on the older children. Regular mental tests are a matter of routine in the public schools and are not included in the program of the institution. Also, as noted, a registered nurse is a full-time supervisor of the Babyland and Toddler nurseries.

Medical services at the state home are centered in the so-called hospital building which is located approximately one block west of the main campus buildings.

Although it is called a hospital building, it serves primarily as an induction center where all newly committed children are isolated for a period of ten days to three weeks while undergoing basic physical examinations.

Actual medical facilities are limited to one small examination room equipped only with instruments for such examinations. All cases of contagious disease, surgery or serious illness are transferred immediately to Children's Hospital and remain there until they have recovered.

All medicines given at the hospital building, except standard laxatives, etc., are subject to a doctor's prescription. No drugs are kept at the institution.

The hospital building has four dormitory rooms of four beds each, plus one semi-isolation room of two beds, and a sleeping porch with one bed. This porch is used as the permanent residence of a teen-age deaf and dumb boy, severely handicapped by physical disabilities of a muscular nature. The dormitory type rooms are quite suitable for purposes of isolating family groups as they are received by the home. The hospital building is supervised by a matron.

Medical services are handled on an individual case basis, and are referred, if necessary, by the resident physician to other physicians who serve in a consulting capacity. These include a surgeon; an eye, ear, nose and throat specialist; an orthopedic surgeon, an ophthalmologist, and three dentists. In all instances, professional services are rendered at reduced prices which, according to institutional administrators, reflect a personal devotion to the institution on the part of the consultants.

There are no written agreements covering the reduced rates allowed by Children's Hospital or by the consulting physicians and dentists. This arrangement appears to operate satisfactorily on the basis of long-time personal relationships.

Institution administrators point with pride to the fact that no serious illnesses or epidemics of a minor nature have happened at the home in recent years. In this connection, it is pointed out that the state health department has not recently inspected the pasteurization equipment. It is recommended that this inspection be requested immediately.

The health problem among these children is approximately that of the problem among the normal population. Accordingly, health records are included in the regular files. The only medical record at the hospital is a notebook, which records the names of children and treatment they receive each day. When children are committed to the hospital building for several days or are transferred to Children's Hospital, the attending physicians forward brief notations to the administrative office for filing.

Financial reports indicate annual expenditures for medical purposes of \$7,000 during 1949 and \$5,000 for each of the two succeeding years. Expenses for hospitalization decreased to \$5,800 in 1949 as compared to \$7,100 in 1948.

The superintendent is considering establishment of a dental office in the hospital building in an effort to eliminate the amount of time spent in transporting students to and from dental offices in the city. It appears that most of the older children committed to the institution require substantial dental work at the time they are received.

The use of the hospital building as a permanent residence for the physically handicapped teen-age youth poses a problem for serious consideration. The statutes establishing the home stated its general purpose as a temporary home for "children of sound mind and body under sixteen years of age . . . ." but provided that the board of control should have authority to admit, in their discretion, any child dependent or neglected, regardless of its physical condition. In addition, the statutes permit the board to retain a child in the home as long as his best

interests may require. However, the wording of this section is restricted to the use of the term "child" and, therefore, becomes inoperative when any person reaches his majority. Accordingly, a legal problem will arise in two years from now when the handicapped youth now resident of the hospital reaches his majority.

The Board of Control did not exercise discretion in his admittance inasmuch as he came to the institution as a baby, was placed for adoption, and was returned to the institution within a year when his physical handicaps became apparent.

The main problem, however, is not legal. It is one of determining the psychological effect on children, newly committed to the institution, who spend their induction period in the hospital building and whose first impression of their fellow residents is gained from becoming acquainted with a child so severely physically handicapped. Except for the facilities at Colorado General Hospital, the state has made no provision for institutionalizing a charge of this type.

Recreational Activities. Recreational abundance is an appropriate term to describe these activities in the institution. Children participate in their elementary, junior, and senior high school activities and are free to participate in regular recreational facilities as would any other group of children.

Activity groups such as boy scouts, girl scouts, 4-H clubs, intramural sports, etc., are evident at every turn. The home has its own weekly feature movie. It employs a recreational director for the pre-school children. The Elks Club organization pays one-half of the salary for this position. In addition the Elks Club provides the full salary for an athletic director for the home's sport program. The home is an open institution with activities being sponsored by civic and social groups too numerous to mention in this report. Parties are planned for all holidays and special occasions and some children are entertained in private homes almost every non-school day of the year. The home operates a summer camp in

the mountains of Jefferson county and schedules much activity there during the summer months.

### Religious Services

The state home adheres strictly to the policy of providing religious education and activity in the particular faith of each resident child. Participation in these activities is one of the few "must" items of procedure. Religious services are provided at the institution and children are permitted to attend churches of their denominations in the city.

### Building Program

This report does not include a detailed analysis of building needs or plans at the institution, which are properly the subject of a program presently being developed by the institution and the State Planning Commission. The Commission recently visited the institution (November 1949) and is reportedly revising the long range building program in view of current needs.

However, three specific comments are included in this report inasmuch as it deals with business practices as related to office space allocation, and in connection with the farm operation inasmuch as a major recommendation is made concerning the farm. The only other comment on this subject is that building needs are readily apparent to anyone who inspects the boys' dormitories. These dormitories are overcrowded and inadequate. Better facilities must be provided at the institution or at the state farm site proposed in this report, or both.

All buildings at the institution are heated by a central heating system with four exceptions. The new Babyland nursery, the superintendent's residence, the elementary school and the hospital building have individual heating plants. The central system is heated by two boilers used alternatively. The heating systems are supervised by a licensed engineer who is assisted by two firemen. In

addition, the boilerhouse crew handles plumbing repairs for the entire institution.

Ten-Year Building Plan. The ten-year mill levy building program established in 1947 is expected to produce more than \$275,000. No anticipation warrants have been drawn against this fund to date. Inasmuch as the first two years' proceeds were reduced to 10% of the amount to be raised from the levy during each of the last eight years, the fund balance on July 1, 1949 was only \$8,470. Income during the current year is estimated roughly at \$35,000.

#### Fire Defenses

Related to the building program at the institution are needs for more adequate fire defenses which are included in the long range building program. The entire institutional area is served by only two fire plugs. Both are located on Iliff Street, one at the corner of Emerson and Iliff and the other one-half block west directly in front of the elementary school building, and more or less in the center of the circle of campus dormitories. The distance from this central fire plug to the dormitories at the top of the circle is substantial, while the distance to the hospital building is almost prohibitive for efficient laying of fire hose. An additional fire plug which might serve the farm buildings is located on Harvard Avenue at the south end of the farm, but this, too, is a substantial distance and because of the farm fences, would require hand laying of fire hose for several hundred yards.

Substantial and commendable progress is being made by the institution in a program to establish fire drill procedures in each of the dormitories, and organization and instruction of the older children as to their duties in the event of fire. Portable extinguishers are currently being refilled, are being more clearly marked as to the locations in each building, and employees and older children are being instructed as to their use and as to use of fire exits. The only fire alarm at the institution is located on a telephone pole just outside the administration

building which is some distance from the hospital or farm buildings. In addition, as noted in the section on business practices, intercommunication between the various buildings is limited to dial telephones inasmuch as the institution operates no switchboard. It is recommended that the superintendent consider the advisability of installing a modern intercommunication system in all larger buildings which, in addition to serving in a fire or other emergency, would facilitate administrative problems at the institution.

Fire defenses at the hospital building are especially inadequate. Although it is only a one story building which could be quickly evacuated, the house mother would hesitate to try to use the fire extinguisher equipment located in the building, and the only communication connection between this building and the main offices is a dial telephone of the regular city exchange. If, in the event of an emergency, the telephones of the main office were busy or did not answer, or if the hospital phone could not be used due to the emergency, it would be necessary for the house mother or some resident of the hospital to run several hundred yards to pull the fire alarm or notify the administrative offices. In addition there is no fire plug in the street intersection at Logan and Iliff so that fire hose would have to be connected to the plug located in front of the public school building, a substantial distance which includes some high enclosure fences.

The Denver city fire department made a fire inspection of the buildings on July 11, 1949 and submitted a written report of deficiencies with recommendations. According to the superintendent, these deficiencies have been corrected or are in the process of correction.

#### Financial Procedures - Records and Reports

Presently the responsibilities for business procedures are vested primarily with the bookkeeper. Some of the functions are shared jointly with the chief clerk who maintains all other records. Financial records are not up to date due to the



recent death of the former bookkeeper, a long-time employee of the institution. However, progress is in evidence, as outstanding bills are being paid on a current basis.

There are basic shortcomings in the type of records kept. For example, the handling of cash receipts is not in keeping with modern business practices in that "dime store" receipt books are used and one person is primarily responsible for receiving, recording and depositing all cash receipts. In addition, the classification of expenditures has not been changed to the classification established by the division of accounts and control, but has continued to be consistent with the expenditure classification used at the institution in past years. This classification does not permit accurate comparisons with other state institutions which have conformed to changes directed by the state controller. Further, it does not permit an accurate analysis of the expenditures by the various departments of the institution.

It is recommended that receipts for cash be issued from pre-numbered receipt books which are available at the state budget office, and that a procedure be established whereby two persons are responsible for verifying receipt and deposit of all cash funds. It is recommended further that the expenditure classification be revised as recommended by the Controller. Such revision should provide segregation of costs of operation of field supervision and placement functions, and of the farm operations.

Administrative and business practices at the institution are handicapped by lack of and arrangement of office space. The administrative building is overcrowded and inadequate. With the addition of a business manager to the professional staff and the establishment of his office as an adjunct to the superintendent's office, the existing privacy will be further impaired. The chief clerk, who handles

confidential information and records, and the stenographer-receptionist are crowded into the front office. This office serves as a reception and visiting room for both prospective adoptive parents and for parents and families of resident children--too often at the same time. This situation violates the security of the confidential information handled by the chief clerk. There is also much loss of effort due to constant interruptions by visitors and incoming telephone calls. The only real privacy of the entire building is offered in the office of the placement supervisor, which is an absolute necessity.

If, in connection with a consolidation of all storerooms in the basement of the domestic building, the storerooms in the basement in the administration building become vacant, it is recommended that the institution consider the possibility of remodeling this space and transferring the chief clerk and the permanent confidential files to this location. This would permit rearranging the main office into a more adequate reception room and office for the receptionist-stenographer. Further, it is suggested that consideration be given the possibility of moving either the bookkeeper or the business manager to the second floor of this building which is now used for employees' quarters. If this is possible, the space tentatively allocated to the business manager could be devoted to a private conference room.

At the present time the storekeeping duties are divided between the commissary storekeeper and the attendant-storekeeper, who acts in a utility capacity in providing transportation to students going to and from appointments. Storerooms are located in both the domestic and administration buildings. These storerooms are subject to independent stock records and stock control procedures. It is recommended that all stores be placed under control of the commissary storekeeper and that all storerooms be consolidated in the basement of the domestic building. The stores now located in the administration building, which are primarily items of clothing, could be located in space now devoted to a carpenter and paint shop and a carpenter storeroom in the domestic building. This shop and storeroom could be removed either to

part of the space now used as a farm storeroom on the ground floor of the boiler house and laundry building, or could be moved to a frame carpenter and paint shop building proposed for construction by the superintendent.

As pointed out in the section on organization, the position of business manager is vacant, but is in the process of being filled. This should permit re-organization of business functions and should improve materially the efficiencies of such operations.

Related to the business office is the telephone service. The present type of service consists of nine separately listed telephones. There is no central switchboard. Extensions are in use only in the administrative building and the nursery. These phones are considered inadequate as intercommunication between the buildings at the institutions in the event of fire or other emergencies. It is further believed that a small switchboard might prove more economical. Ordinary service charges, excluding toll calls and messenger fees, during the month of November, totaled more than \$80.00. This is approximately equivalent to unlimited service charges for a small switchboard. It is recommended that the superintendent request the telephone company to survey the needs of the institution and to recommend a change of system which would permit more adequate service and perhaps effect some economy. Any change should be considered in connection with the recommendation (see Fire Defense section) that an intercommunication system be installed.

Expenditure Data. Expenditures for a 12-year period, fiscal years 1938 through 1949, are shown in Table 5. Total expenditures doubled from 1938 (\$104,000) to 1948 (\$208,000) and decreased to \$194,000 in 1949. Post-war salary increases granted by the General Assembly account for approximately one-half of the total increase. Provision costs reached a peak of \$41,000 in 1948, more than twice the amount spent in 1938, but decreased to \$32,000 in 1949. The cost of coal approximately doubled in this period. Clothing costs rose from \$5,800 in 1938 to a peak of \$13,400 in 1947,

Summary of Regular Expenditures  
 Colorado State Home for Dependent and Neglected Children  
 For Twelve Fiscal Years, 1938-1949

	<u>1938</u>	<u>1939</u>	<u>1940</u>	<u>1941</u>	<u>1942</u>	<u>1943</u>
<b>Salaries</b>	\$ 38,916	\$36,089	\$ 38,702	\$ 39,887	\$ 43,926	\$ 43,062
<b>General Expenses:</b>						
Insurance	2,060	823	447	385	1,335	572
Medical	3,693	3,692	4,093	3,685	3,957	3,507
Hospital	2,871	1,929	1,964	1,358	1,230	2,235
Miscellaneous	1,108	920	917	778	648	692
School*	434	549	441	540	869	454
Office Expense	653	483	744	619	961	700
Telephone and Telegraph	367	320	382	396	431	398
Burial	240	40	185	-	75	145
Transportation Expenses	644	599	628	1,335	1,159	3,559
<b>Operation and Maintenance:</b>						
Provisions	20,238	17,966	22,166	20,912	28,182	26,803
Clothing	5,790	6,637	7,306	7,146	8,700	7,555
Household Furnishings	2,459	3,682	3,267	2,639	5,186	3,117
Furniture and Fixtures	136	192	2,259	162	2,402	2,400
Light and Power	2,204	2,105	2,053	2,217	2,298	2,173
Coal	4,503	4,478	4,675	5,005	5,747	6,331
Gas	993	883	912	967	1,057	1,034
Laundry	642	955	874	795	790	1,167
Water	2,935	1,686	2,227	2,767	1,690	2,887
Building Upkeep	2,041	652	2,749	1,659	3,363	3,614
Heating Plant Repairs	568	254	711	366	425	311
<b>Farm Operations:</b>						
Tools and Implements	116	46	129	135	240	59
Provender	8,783	5,774	8,632	7,567	8,629	7,372
Miscellaneous	509	430	454	466	518	551
Garden, Grounds, etc.	772	480	378	447	1,391	563
Livestock	275	-	716	415	-	-
Dairy Supplies	452	433	-	-	393	505
State Shares of Retirement	-	-	-	-	-	-
<b>Total Expenditures</b>	\$104,403	\$ 92,097	\$108,009	\$102,648	\$125,604	\$121,766

\* Expenses of maintaining public elementary school; teaching staff paid by Denver Public Schools.

Note: Some accounts reclassified to permit comparable listings from year to year.

(continued)

Summary of Regular Expenditures  
 Colorado State Home for Dependent and Neglected Children  
 For Twelve Fiscal Years, 1938-1949 (Cont.)

	1944	1945	1946	1947	1948	1949
Salaries	\$ 52,750	\$ 58,044	\$ 69,840	\$ 75,075	\$ 87,181	\$ 92,748
General Expenses:						
Insurance	1,279	265	530	873	2,135	1,010
Medical	3,187	4,593	3,335	5,519	5,304	7,307
Hospital	2,569	3,100	3,662	3,591	7,149	5,877
Miscellaneous	602	1,730	2,329	2,157	2,269	627
School*	428	339	444	673	1,081	810
Office Expense	969	743	1,742	1,346	2,059	1,412
Telephone and Telegraph	573	850	940	1,189	1,209	1,372
Burial	70	227	224	63	235	63
Transportation Expenses	1,317	1,410	2,003	5,370	4,261	4,289
Operation and Maintenance:						
Provisions	23,234	27,388	32,118	37,334	41,390	31,978
Clothing	7,109	7,745	4,855	13,365	10,721	8,435
Household Furnishings	2,521	2,784	3,060	7,768	5,869	4,700
Furniture and Fixtures	1,270	698	1,255	219	130	480
Light and Power	2,238	2,286	2,220	2,614	2,457	2,707
Coal	7,070	7,024	6,745	8,273	10,073	8,924
Gas	1,104	1,109	871	1,067	1,074	1,194
Laundry	1,080	1,208	673	1,460	1,531	1,922
Water	2,214	1,608	2,160	1,610	2,746	2,262
Building Upkeep	2,710	6,706	4,249	3,668	2,247	2,171
Heating Plant Repairs	478	293	51	78	310	1,690
Farm Operations:						
Tools and Implements	187	65	80	36	51	257
Provender	10,924	6,684	8,871	12,769	12,300	7,918
Miscellaneous	482	498	493	650	-	-
Garden, Grounds, etc.	538	252	293	1,021	1,002	1,079
Livestock	-	-	-	-	785	90
Dairy Supplies	321	2,058	383	612	582	581
State Share of Retirement	-	-	1,419	1,509	1,891	2,175
Total Expenditures	\$127,242	\$139,704	\$154,846	\$189,908	\$208,042	\$194,078

\* Expenses of maintaining public elementary school; teaching staff paid by Denver Public Schools.

Note: Some accounts reclassified to permit comparable listings from year to year.

Compiled by the Colorado Public Expenditure Council  
 from Biennial Reports of the Institution

and decreased during both 1948 and 1949 to \$8,400 in the latter year. Medical and hospital expenditures more than doubled during this period. In connection with an expanded field program, communication expenditures increased almost four times, and transportation expense increased more than six times.

Per Capita Costs. General Fund appropriations are the institution's major source of revenue, inasmuch as cash fund receipts are very small. Per capita costs since 1942 are shown in the following table:

	<u>Per Capita Cost</u>
1942	\$472
1943	579
1944	539
1945	543
1946	683
1947	696
1948	759
1949	718

The per capita cost at the state home compares favorably with costs at other state institutions on the basis of data compiled by the Division of Accounts and Control in November 1949, and also with costs of similar institutions in several other states. It should be noted that per capita costs at the institution are usually overstated inasmuch as salaries and expenses of the field staff of five persons whose work consists solely of placement contacts and supervision outside the home, are included in the overall operating costs of the institution on which per capita costs are based. On the other hand, per capita costs shown in the institution's annual reports are understated in that they are based on the total number of children under its jurisdiction. According to a study of the budget office of the division of accounts and control, the annual cost of this field service in 1948 was \$19,000. It has been recommended in this report that the accounting system be revised to permit segregation of the field service expenditures. This would permit computation of a more nearly accurate per capita cost figure.

### Activities and Operation of the Farm

The state home operates approximately 33 acres of farm land including about seven acres devoted to barn yards, the dairy, and piggery. A head farmer and an assistant are employed and 14 of the older boys have work assignments, primarily in connection with the dairy. In addition, the 4-H clubs and other groups develop farm projects. Approximately three acres are devoted to garden crops for daily use and for winter storage in the root cellar. Approximately 5 acres are devoted to alfalfa, and the balance of the farm land during the current year was devoted to corn for table use and ensilage.

By contract with the Denver Board of Water Commissioners, the institution uses 40 inches of water from the city ditch at an annual cost of \$120. This water is used primarily for the garden, the alfalfa, and approximately 2/3 of the corn land. The balance of the corn land is above the ditch line so that it cannot be irrigated.

A serious problem and handicap to any farm operations consists of the presence of large patches of bind weed, or morning glory.

For the fiscal year 1949 the farm showed a book profit of more than \$10,000 based on institutional estimates of the value of the milk, pork, beef, garden produce and other items consumed by the institution. This is partly due to a commendable reduction in the price of feed for dairy and other farm animals to approximately \$8,000 during this year from a high of more than \$12,000 for the two preceding years.

The most important activity, dollarwise, is the operation of the dairy. As of November 30, 1949, the institution was milking 23 cows of a total of 31 in the herd. In addition there were 7 coming 2-year old heifers, 9 coming yearling heifers, 5 two-month old heifer calves, 5 small heifer calves, 3 three month old bull calves, and 1 herd bull for a herd total of 61 head. It is noted that approximately one-half of the dairy animals are non-producing growing stock. Other

livestock included 30 pigs, 2 horses, a small number of chickens raised for meat purposes only, and a few pens of ducks and geese maintained for 4-H club purposes.

Farm buildings are inadequate to maintain the livestock owned by the home. The horse barn burned down several years ago so that all animals are crowded into smaller sheds at the present time. While the dairy barn and pasteurization building are adequate for their purposes, the loafer shed for the dairy herd is too small. All of the other small sheds are in need of repair, and are overcrowded. The only storage space for the entire farm is the loft of the dairy barn which is inadequate for storage of any substantial quantity. This results in higher feed costs. All of the fences at the farm are badly in need of repair.

The cub tractor used for garden purposes is too small for heavy work in cleaning out the corrals during the winter time. For this one function two horses are kept the year-a-round, although admittedly they are pastured a great deal in the fall, and, under present management, are fed largely on leftovers from the dairy barn.

In recent years residential areas have been established on almost all sides of the farm property. This presents a problem in sanitation and health standards inasmuch as the farm is inside the city limits. Also, the farm property now has increased value as possible residential sites.

The post-war building program proposed for the institution in 1947 included items totaling more than \$27,000 for farm improvements, including a two family cottage for the farmers.

As a result of the combination of circumstances presently prevailing at the farm--inadequacy of buildings, need of repair to existing buildings and fences, inadequacy of irrigation facilities for all farm property, lack of storage space, problem of bind weed control, problem of sanitation and health now that the farm property



is surrounded by residences--combined with the fact that the institution has a permanent population of teen age boys who are capable of, and would profit from learning farm work, it is recommended that the state home dispose of the farm property located in the present institution. The main bulk of this property comprises the equivalent of six city blocks located south of the institution buildings. It would also include the strip of building sites running north from the superintendent's residence and thence west across the north side of that same block, all of which is now devoted to farm purposes.

It is believed that the proceeds from the sale of these farm lands would total between \$45,000 and \$60,000. This amount, together with expenditures planned if the farm is maintained at its present location (estimated at more than \$27,000 in 1947), plus some of the funds which will be used to remodel or build quarters to replace the present older boys' dormitories, would be sufficient for the state home to purchase and build quarters on a small productive farm somewhere not too distant from the city of Denver. The new farm should probably include a combination cottage-dormitory for the farmers and their families, including accommodations for 20 to 30 boys. It is assumed that this farm site could be located near enough to Denver or some other city so that school facilities and normal communication services would be readily accessible to all farm residents.

In addition to transferring the dairy, the piggery, and the growing stock--which obviously are a costly product when raised inside metropolitan city limits--to the new location, it is recommended that this new farm also include plans for chickens to produce all eggs used at the state home in Denver. In this connection, it is recommended that the four state institutions located in the Denver area coordinate their farm programs to permit an exchange of commodities. For example, the proposed new farm might furnish eggs to the Industrial School for Boys, and milk to the Industrial School for Girls, inasmuch as the industrial schools presently purchase these items from commercial sources.

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