A SURVEY OF PUBLIC WELFARE IN PIMA COUNTY, ARIZONA

by

George C. Meinzer

A Thesis

submitted to the faculty of the

Department of Sociology

in partial fulfillment of

the requirements for the degree of

Master of Arts

in the Graduate College

University of Arizona

1948

Approved: Charles L. DeBous
Director of Thesis
July 9, 1948
A STUDY OF THE MOVEMENT IN PRIMARY CONSUMPTION

of

Geared C. Transmission

A thesis submitted to the faculty of the

Department of Mechanical Engineering

in partial fulfillment of the requirements of

Doctor of Ph.D.

in the Graduate College

University of Arizona

1973

[Signatures]
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>INTRODUCTION</td>
<td>1</td>
</tr>
<tr>
<td>I. PUBLIC WELFARE WORK</td>
<td>5</td>
</tr>
<tr>
<td>II. PUBLIC WELFARE IN ARIZONA</td>
<td>15</td>
</tr>
<tr>
<td>History</td>
<td>15</td>
</tr>
<tr>
<td>State Department of Social Security and Welfare</td>
<td>22</td>
</tr>
<tr>
<td>III. COUNTY WELFARE DEPARTMENT</td>
<td>30</td>
</tr>
<tr>
<td>IV. PUBLIC ASSISTANCE</td>
<td>40</td>
</tr>
<tr>
<td>Aid to Dependent Children</td>
<td>43</td>
</tr>
<tr>
<td>Old Age Assistance</td>
<td>47</td>
</tr>
<tr>
<td>Aid to the Blind</td>
<td>59</td>
</tr>
<tr>
<td>The State Aid Program</td>
<td>62</td>
</tr>
<tr>
<td>General Relief</td>
<td>62</td>
</tr>
<tr>
<td>Emergency Relief</td>
<td>65</td>
</tr>
<tr>
<td>Temporary Aid</td>
<td>65</td>
</tr>
<tr>
<td>Institutional Care</td>
<td>65</td>
</tr>
<tr>
<td>Foster Home Care</td>
<td>66</td>
</tr>
<tr>
<td>Disbursal of State Aid</td>
<td>66</td>
</tr>
<tr>
<td>Medical Relief for Indigents</td>
<td>67</td>
</tr>
<tr>
<td>Care for the Aged</td>
<td>71</td>
</tr>
<tr>
<td>V. CHILD WELFARE</td>
<td>75</td>
</tr>
<tr>
<td>Child Welfare in Arizona</td>
<td>75</td>
</tr>
<tr>
<td>Juvenile Probation</td>
<td>79</td>
</tr>
<tr>
<td>Juvenile Probation in Pima County</td>
<td>84</td>
</tr>
<tr>
<td>Juvenile Detention in Pima County</td>
<td>95</td>
</tr>
<tr>
<td>The Arizona Children's Home</td>
<td>108</td>
</tr>
<tr>
<td>The Florence Crittenton Home</td>
<td>109</td>
</tr>
<tr>
<td>The Convent of the Good Shepherd</td>
<td>111</td>
</tr>
<tr>
<td>VI. SERVICES TO THE PHYSICALLY AND MENTALLY HANDICAPPED</td>
<td>118</td>
</tr>
<tr>
<td>Services to the Physically Handicapped</td>
<td>118</td>
</tr>
</tbody>
</table>
Vocational Rehabilitation ........................................ 118
Services for the Blind .............................................. 129
Services for Crippled Children ................................. 131
Comstock Hospital .................................................. 135
State Welfare Sanatorium ......................................... 137
Services for the Mentally Handicapped ....................... 137
Care for the Insane ................................................. 137
Arizona Children's Colony ......................................... 141
Special Services in the Tucson Public Schools .............. 146

VII. CORRECTIONS .................................................. 152
Provisions for Delinquent Children .............................. 153
Arizona State Prison ............................................... 162
Parole ................................................................. 172

VIII. CONCLUSION .................................................. 175

APPENDIX, THE FINANCING OF PUBLIC WELFARE IN ARIZONA .................................................. 182
Public Assistance Funds ........................................... 182
Federal Sources of Old Age Assistance, Aid to Dependent Children, and Aid to the Blind Funds ................. 183
State Sources of Old Age Assistance, Aid to Dependent Children, and Aid to the Blind Funds .................... 184
How Funds May be Spent ........................................... 185
Old Age Assistance Grants ........................................ 185
Burial of Old Age Assistance Recipients ........................ 185
Pioneers' Home Residents .......................................... 185
Aid to the Blind Grants ............................................ 186
Burial of Aid to the Blind Recipients ........................... 186
Eye Surgery and Treatment ....................................... 186
Eye Examinations .................................................... 186
State Aid .............................................................. 187

BIBLIOGRAPHY .......................................................... 195
**LIST OF TABLES**

<table>
<thead>
<tr>
<th>Number</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I.</td>
<td>CASE LOAD OF PIMA COUNTY JUVENILE PROBATION DEPARTMENT FOR PERIOD FROM SEPTEMBER 1, 1946 TO AUGUST 31, 1947</td>
<td>96</td>
</tr>
<tr>
<td>II.</td>
<td>REPORT OF INTAKE, PIMA COUNTY JUVENILE PROBATION DEPARTMENT FOR PERIOD FROM SEPTEMBER 1, 1946 TO AUGUST 31, 1947</td>
<td>97</td>
</tr>
<tr>
<td>III.</td>
<td>PIMA COUNTY JUVENILE PROBATION DEPARTMENT YEARLY INTAKE STATISTICS FOR PERIOD SEPTEMBER 1, 1946 TO AUGUST 31, 1947</td>
<td>98</td>
</tr>
<tr>
<td>IV.</td>
<td>STATISTICAL REPORT, FLORENCE CRITTENTON HOME, FOR THE FISCAL YEAR OF 1946-47</td>
<td>112</td>
</tr>
<tr>
<td>V.</td>
<td>MAJOR DISABILITIES IN CONTACT WITH THE TUCSON OFFICE OF THE VOCATIONAL REHABILITATION DIVISION</td>
<td>128</td>
</tr>
<tr>
<td>VI.</td>
<td>STATISTICS FROM ANNUAL REPORT OF STATE INDUSTRIAL SCHOOL FOR FISCAL YEAR 1946-47</td>
<td>163</td>
</tr>
<tr>
<td>VII.</td>
<td>PRISONERS IN THE ARIZONA STATE PRISON AT YUMA BY COUNTIES, 1890-1904</td>
<td>167</td>
</tr>
<tr>
<td>VIII.</td>
<td>POPULATION STATISTICS, ARIZONA STATE PRISON MAY, 1948</td>
<td>169</td>
</tr>
<tr>
<td>IX.</td>
<td>SOURCES OF REVENUE FOR THE FISCAL YEAR 1945-46</td>
<td>188</td>
</tr>
<tr>
<td>X.</td>
<td>TOTAL DISBURSEMENTS FOR THE FISCAL YEAR 1945-46</td>
<td>189</td>
</tr>
<tr>
<td>XI.</td>
<td>ARIZONA STATE DEPARTMENT OF SOCIAL SECURITY AND WELFARE REPORT OF CASES, PAYMENTS, AND SERVICES FOR MONTH ENDING FEBRUARY 29, 1948</td>
<td>190</td>
</tr>
</tbody>
</table>
XII. OLD AGE ASSISTANCE, AID TO THE BLIND, AND
AID TO DEPENDENT CHILDREN FOR THE MONTH
OF FEBRUARY, 1948.......................... 191

XIII. GENERAL RELIEF, TEMPORARY AID, AND EMERGENCY
RELIEF FOR THE MONTH OF FEBRUARY, 1948.... 193

XIV. FOSTER BOARDING CARE, MONTH OF FEBRUARY, 1948 194

LIST OF FIGURES

1. Department of Social Security and Welfare,
   Present State Office Staff.................... 29

2. Organization of Pima County Department of
   Social Security and Welfare, as of
   January 1, 1948................................ 34

3. Aid-to-Dependent-Children Grantees and
   Eligible Children by Month July, 1938-
   February, 1948.............................. 45
Public welfare in its literal meaning, and increasingly in its legal interpretation, embraces the whole range of social desirability. In recent years, however, the term has been restricted in common usage to denote a particular sphere of governmental responsibility. Sometimes it is used to describe all public activities serving the needs of individuals in such areas as housing, recreation, health and social service. At other times it is used to refer only to those particular services which have been placed by legislation in a unit of government specifically called the "public welfare department...." Any effort at definition must therefore recognize that public welfare is still a highly fluid concept.1

From a functional point of view, public welfare includes all governmental activities for the prevention and treatment of dependency, delinquency, crime, and handicaps either physical or mental. In any locality or state, public welfare may include some or all of these classes of governmental activities. The organization differs among jurisdictions and there is much variation in the kind and quality of administration, but the objectives are similar. 2

For the sake of simplicity it is convenient to think of the persons who are recipients of public welfare as

coming under the classification of one of the four "D's"; that is, dependent, delinquent, diseased, or defective. Public welfare activities have appeared historically in response to the recognition of the needs of these classes of people. Special tax-supported services provided for all such people are commonly called public welfare services, and are directed to the relief of the following population groups: dependent and neglected children; the invalid; the aged; the sick; the able-bodied unemployed; the maladjusted; criminals and delinquents; the tuberculous; the insane; the feeble-minded; the physically handicapped (blind, deaf, crippled).

A study of the various public welfare departments of the several states discloses that some of these departments are broad enough in scope to provide for all the above categories. Other states make provision for some of them under their public welfare departments while caring for others through their departments of health or corrections. Many of the states prefer to provide for all the above-named groups entirely by means of facilities which are state-owned, state-administered and tax supported. Others find it a more satisfactory arrangement to utilize private agencies for certain of the groups, exercising a certain amount of supervision over the private institutions and paying them at a fixed rate from public funds.
Arizona is one of the states employing the latter, or "composite" type of public welfare service. The state welfare department, known officially as the State Department of Social Security and Welfare, provides directly for certain classes of public welfare recipients, notably dependent children, blind adults, and the aged.

On the other hand, a public welfare recipient who is sick or injured may be given treatment in the county hospital. If his condition happens to be due to tuberculosis, he may be sent to the State Sanatorium which was formerly under the administration of the Department of Social Security and Welfare but was recently shifted to the Department of Health. A juvenile delinquent, if a boy, may be committed to the State Industrial School, which is a tax-supported and state-administered institution; but if a girl, may be committed to the Convent of the Good Shepherd or the Florence Crittenton Home, both of which are private institutions. A boy or girl who is deaf or blind may be sent to the State School for the Deaf and Blind, or if feebleminded may be sent to the State Hospital; but some of our public schools also make special provision for children who are defective, crippled, or mentally retarded. Children who are in need of foster home care may be placed through the Department of Social Security and Welfare, or their need may be provided through the agency of the juvenile
courts. Adult offenders may be sent to a city or county jail or to the state prison, all of which are state-operated institutions but, in Arizona, not under the department of public welfare.

Thus it becomes obvious that in order to consider the classes of dependent, delinquent, diseased, and defective it is quite impossible to confine the field to the narrow limits of the Arizona "department of public welfare." The facilities available for the use of the people living in Pima County are not all found within the county. Some are located in distant parts of the state. Neither are all the institutions "public" in the sense of being entirely tax supported and government administered. Some of the very important ones are privately owned and operated. For these reasons, no attempt will be made to restrict our subject to those things which are found in the public welfare "department." Instead, the following chapters will be concerned with services provided for each of the four D's, whatever may be the department or agency that does the providing.

3. Indiana, as an example of those states which place their state penal institutions in the welfare department, has a Division of Corrections within the department. White, R. Clyde. op. cit., p. 91.
4. Although the financial aspects of public welfare in Arizona are not strictly relevant to the subject matter of this paper, their importance warrants some attention. The most recently available statistics on revenues and expenditures for public assistance in Arizona are contained in Appendix A.
CHAPTER I

PUBLIC WELFARE WORK

Government participation in the class of activities which we know as public welfare is not of recent origin. Legal provision for the relief of recognized kinds of human distress is found in the laws of Moses and Hammurabi, and some of the problems dealt with by these ancient law codes are the objects of modern public welfare services. During the last fifty years there has been a great increase in the amount and variety of special services included in the term "public welfare," so that at the present time the activities coming within the broader meaning of the term constitute one of the more important functions of federal and state governments. The importance of these activities to the nation in terms of constructive service and monetary cost warrants the best thought and most careful planning possible.

As needs have come to be more adequately recognized in this country a great amount of public welfare legislation has been enacted, both at federal and state level, and extensive organization has been created to carry out the intent of the law. Today public welfare administration stands as one of the major activities of federal, state,
and local governments. This implies that in order effec-
tively to administer the provisions of the laws there must
be provided a satisfactory public welfare organization.
The statutes prescribe the services to be rendered, and in
a broad sense outline the organization considered necessary
to perform the services, but without an organization that
functions effectively and an administration that is effi-
cient, the legal recognition of human needs is no more than
mere wishful thinking. Hence it is that as the government
has assumed more and more of the responsibility for the care
of the needy there has been necessitated a more complex and
farther reaching organization to carry out the expanded
program.

The present concept of social or governmental responsi-
bility for the security of the individual is of compara-
tively recent origin. True, even in the most ancient times
there was some care extended by social groups to their or-
phaned young, their aged and handicapped members; but it
was not until the time of the Elizabethan Poor Law, enacted
in England in 1601, that the acceptance of this responsi-
bility on a broad scale by government through legislative
enactment occurred. From this law much of the early re-
lief legislation of this country derived, and from the back-
ground of public welfare concepts of that time have de-
veloped our modern attitudes toward social responsibility.
As the nature of public welfare legislation has changed with the passing of the centuries, so have the conceptions of public welfare as a governmental responsibility. The basic principle of the original law was to provide a system of relief that would prevent the starvation of any deserving person, but one under which the recipient would be made as uncomfortable as possible so that he would lose no time in becoming self-sufficient again. The law assumed individual failure or deficiency on the part of those it served. There was a moral stigma attached to any person who found it necessary to accept the meager assistance provided. Means tests or their equivalent were administered and various other expedients were employed to render the position of the welfare recipient so humiliating and undesirable that he would escape from it as soon as possible. While there may be vestigial remains of this older attitude noticeable today, the modern criterion by which public welfare services are judged is that of adequacy. No longer is the accepted aim to offer to the needy only the barest essentials to insure mere existence on the lowest possible level. Instead, the ideal is to provide assistance of such nature and in such amount as will enable the recipient to become a self-sufficient member of society and while on relief to be able to live according to accepted standards of health and decency, without shame and without humiliation.
Modern public welfare seeks to assist, not to judge, those whom it serves and to render its aid and service in such a way as to strengthen, not to diminish, their dignity and stature as human beings.  

Together with the changes in the theory and practice of public welfare has appeared another development of importance. That is the concept of social work as a profession. Present-day demands upon the complex structure of public welfare organization require that the services be handled by persons who are professionally trained for that purpose. One example of this development is the social case worker.

The profession of social case work is concerned with promoting the welfare of the individual in the interests of society. This implies the attainment of a social and economic structure which will afford every individual opportunity for the maximum development of which he is capable. In achieving this purpose the profession must work toward two objectives: (a) the reshaping of social and economic institutions which are failing to fulfill their functions, and (b) the creating of special services for groups of individuals whose needs are not being met.

Other aspects of public welfare which require the services of professionally trained workers are social welfare planning, community organization, social group work, and social research, plus all the varied services of public welfare administration that call for specialized knowledge.

and training. Due to the large and growing demand for persons adequately trained and qualified to assume positions of responsibility in the field of public welfare, there exists today a serious shortage of social workers with professional education.  

The above indicates the broader changes in concepts of public welfare since Elizabethan times. It may be well here to consider briefly some of the steps which led to the modern scene. While all three levels of government now participate in administration of public welfare in the United States, the basic responsibility rests upon the individual states and their political subdivisions, in accordance with the American tradition that services affecting individual human lives and development should be administered by the unit of government closest to the people. The participation of the Federal Government in public welfare is of recent origin, and even state responsibility was not originally recognized. In the colonial period, public welfare was based on the concept of the Elizabethan Poor Law with insistence on local responsibility for care, on restriction of aid to those having legal residence, on the principle of legal family responsibility, and on the theory that public aid must be sufficiently unpleasant to act as a deterrent.

to idleness and vagrancy. Local government was responsible for all classes of the destitute whether mentally ill or deficient, physically handicapped, dependent, or delinquent. The almshouse was necessarily the chief reliance of this unhappy, ill-assorted population of men, women, and children.

The development of social consciousness toward human misfortune, together with a growing appreciation of the possibilities of dealing with such problems as insanity on a scientific basis, led to the development of specialized institutions in the early nineteenth century. In some cases the states assumed the responsibility for the operation, each institution operating independently under its own board of managers. In other cases, the development of private institutions led the states to set up state supervising agencies which constituted in fact the first state welfare departments, even though their powers were largely visitorial, inspectional, and supervisory. Massachusetts established the first of these boards of state charities in 1863, closely followed by others. Later many of these boards assumed direct administrative responsibility over state institutions.

In the early 1920's many states broadened the scope of these agencies to include among their functions the stimulation of local public welfare activities in the wider
fields of assistance and social service. The organization in 1912 of the United States Children's Bureau helped to stimulate interest in child welfare. All but three states developed some provision for mothers' aid, and others made provision for assistance to the aged and the blind. There was, however, great unevenness among the states with respect to legislation, standards of administration, and extent of state participation in finance.

The initial impact of the economic and social disasters of the depression decade of the 1930's found all levels of government unprepared either in machinery, financing, or popular understanding to meet a situation which by 1930 resulted in seven million wage earners being unemployed. The Federal Government adhered to its traditional position that relief was a state and local responsibility, until 1932. That year saw the appearance of the Reconstruction Finance Corporation, which was followed and supplemented by the Federal Emergency Relief Administration, Public Works Administration, Civilian Conservation Corps, National Youth Administration, and other federal projects. The year 1935 witnessed a plan that resulted in two major enactments in that year, the Federal Emergency Relief Act and the Social Security Act. This plan envisioned the Federal Government taking the responsibility for meeting those types of need which seemed peculiar to the depression period, and
assisting the states through grants-in-aid to meet the needs which might be expected as inevitable by-products of modern industrial society.

In recent years the trend seems to be in the direction of still more extensive participation by the Federal Government in the public welfare field, through broadening the scope of its own direct participation and through increasing the amount of appropriations allocated to the several states for public welfare purposes. There is a growing sentiment in favor of developing a program capable of providing aid to meet any type of need, regardless of its origin or character. The American Public Welfare Association proposes a comprehensive program that would broaden still further the participation of the Federal Government in the field, and would aim to care for all needy persons without regard to their citizenship or the state in which they reside.

The development of state organization for the purpose of carrying out public welfare activities might be given a little more consideration at this point. There was no well defined system of organized public welfare at the state level prior to 1863, when Massachusetts created the first board of state charities. Up to that time, the state

governments had established isolated institutions for certain classes of the population, but there had been no serious attempt to coordinate the services of those institutions. The groups needing public attention then were the same as today: insane, epileptic, feeble-minded, deaf and dumb, tuberculous, criminal, delinquent, dependent and neglected children, aged, able-bodied unemployed, invalid, sick, and socially maladjusted. As knowledge of economic, social and mental problems increased, the states widened the scope of their activities and brought together related services in a single administrative unit.

Since all important public welfare services were brought together in a single state department in Illinois in 1917, there has been a drift toward reduction in the number of state agencies, but there remains considerable difference of opinion regarding the single department.

As pointed out in the Introduction, there is great variety among the states in respect to the scope of their public welfare activities. The same holds true in regard to the type of state organization. In general, three main types of public welfare authority developed in the past. Some states have full-time administrative boards, others have policy-making boards, and still others have a single executive head. The administrative board is generally conceded

5. White, R.C. op. cit., p. 86.
6. Ibid.
to be the least satisfactory method. Opinions vary as to the relative merits of the other two.

Until the passage of the Social Security Act by the Federal Congress, there was little incentive for the development of any degree of uniformity in the public welfare departments of the several states. As a result, each state set up its own system in accordance with its own notions, which meant that a very great variety of organizations was in operation. One of the provisions of the Social Security Act required that states receiving federal funds for public welfare use should administer the funds through the agency of a central state administrative organization. As a result, several of the states which had no single state department of public welfare found it expedient to establish one. While there is still great variation among the various state departments as to detail, all states now have a central state agency concerned with the field of public welfare.

Our own state was one of those which found it necessary to modify the then-existing welfare department in order to benefit from the federal program. The following chapter will deal with the development of public welfare in Arizona.
CHAPTER II

PUBLIC WELFARE IN ARIZONA

History

The earliest welfare work done in the territory which later became the state of Arizona was concerned with the protection of children. As early as 1691 Father Kino in his missions at Guevarri, Tumacacori, and San Xavier del Bac cared for Indian youths. They were given protection, trained in religion, agriculture, and habits of industry. The concern of Arizona for the welfare of its children even before statehood is evidenced by messages of early territorial governors to the legislative assemblies and, after statehood, in the Arizona Code. In 1864 the first territorial legislature adopted the Howell Code which contained several provisions for the protection of children. One of these provisions was intended to protect Indian children who under the law might be indentured or "bound out" to an individual until the age of eighteen if a girl, or twenty-one if a boy. The law specified that the individual seeking to have such an Indian child indentured to him must make application before a judge of the Probate Court. He was then required by law to provide humane treatment, proper food and clothing. The indenture could not be transferred
to another individual. Another provision of the Code gave illegitimate children legal status of "title and descent." Further provisions of the Howell Code placed upon the several counties the responsibility of providing for the "blind, lame, sick, aged, decrepit or otherwise disabled or enfeebled so as to be unable to maintain themselves." Such "poor" persons could apply to the Justice of the Peace who might pay not more than twenty dollars per month to any one person from the County Poor Fund.

Subdivisions of counties were likewise given responsibilities in regard to care for certain classes of indigent persons, as is indicated by the following paragraph from a territorial law enacted in 1901:

The common council of every town ... shall likewise have power within the limits of the town ... to establish and maintain a work-house or houses of correction, and to make regulations for the government thereof; to appoint the necessary officers and keepers thereof, to provide for the confinement of vagrants, strollers and persons leading an idle and dissolute life.

The creation of the State Industrial School in 1901-02 served in part to care for children whose parents could not provide adequate support. The committing of children to the institution for this reason was abolished by the "juvenile court act" of 1907, but for some years thereafter

2. Arizona Revised Statutes, 1901, Par. 545.
3. Ibid., Chap. 9, Title 56.
4. Arizona Revised Statutes, 1907, Chap. 78.
children were sent there to be cared for on a "boarding" basis, the county boards of supervisors being charged a nominal sum for their care. Recommendations were made for the building of a state orphanage in relatively early days, but the institution never materialized.

Until the creation of the present State Board of Social Security and Welfare the provision of public aid to the needy in Arizona was administered by a variety of different state and county agencies. Facilities for the care of the indigent and the sick within the state were not so common in the earlier days as they are now; consequently provision had to be made for their care wherever the means could be found. The sick frequently were attended in private institutions at the expense of the county. For example, we find the following provision made by the legislature in 1901:

The board of supervisors of any of the counties of the State of Arizona shall have the power to contract with the board of supervisors of any other county of the state for the care of the indigent poor which are a charge upon any such county, which said contract shall include board, lodging, medicines, medical and surgical attendance for such indigents.7

Then, as now, the county governments guarded against burdening the public with the expense of caring for those

6. Ibid.
7. Arizona Revised Statutes, 1901, Par. 545.
who were financially able to provide for themselves. The quotations below are also from the laws of 1901:

No person other than indigent shall receive public aid or be admitted into any hospital, the expenses of which are paid by the county ....

Whenever any person shall be admitted to such a hospital he shall be permitted to remain therein so long as he is sick or disabled, and no longer.

In the same year in which the above laws were enacted, the legislature created a state board of control which anticipated the more recent State Department of Social Security and Welfare. This board afforded a measure of centralized supervision over the various agencies for public welfare, but not to the degree exercised by the present system. The law provided that the board should consist of three members—the governor, the auditor, and one citizen to be appointed by the governor—who were given full charge over "all charitable, penal and reformatory institutions that now exist in the state, or that may hereafter be created." The functions of the board of control were varied and were not confined to overseeing public welfare institutions. Subsequent laws gave the board further powers and responsibilities, as indicated by the following passage from the laws of 1912:

8. Arizona Revised Statutes, 1901, Par. 1032.
9. Ibid., Par. 1035.
10. Ibid., Par. 3563.
It shall be lawful for the said board of control to place in the care of any resident of this state who is the head of a family, and of good moral character, any child in said state industrial school, on such conditions and with such stipulations as the board may establish.\textsuperscript{11}

Provision for certain classes of the needy sometimes fell to a department of government not ordinarily associated with public welfare activities. Under some of the earlier laws the state board of education became involved, as in the case of blind children of indigent parents.

The State Board of Education shall have power to provide for the suitable care, maintenance and instruction of blind children under school age residing in this state where, by lack of means or other cause, the parents of such children are unable to properly care for, maintain and educate such children.\textsuperscript{12}

For the purpose of providing such care, maintenance and instruction the said board of education shall have power to contract with any institution having or furnishing facilities for such care, maintenance and instruction in this or any other state at a contract price to be agreed upon, not exceeding one dollar per day; provided that such contract shall be made upon the written consent of the parents or the surviving parent of any such child.\textsuperscript{13}

Other public welfare legislation relative to old age pensions, mothers' pensions, and general public relief will be mentioned elsewhere in this paper.

It has already been mentioned that, following the

\textsuperscript{11} Laws of Arizona, 1912, Chap. 63, Sec. 14.
\textsuperscript{12} Ibid., Chap. 9, Sec. 1.
\textsuperscript{13} Ibid., Sec. 2.
passage of the federal Social Security Act, many of the states, including Arizona, made extensive revisions in their state public welfare organizations. We shall now give attention to some of the events which led up to this change of system, and something of the relationships between the national and the state programs of public welfare.

In 1933 the depression in the whole United States, bringing with it the great number of unemployed persons, became such a national concern that Congressional action was taken, resulting in the establishment of an emergency organization known as the Federal Emergency Relief Administration. The Federal Government required that a state agency administer this program, and the Arizona State Board of Public Welfare was created. This Board took over the responsibility of the State Child Welfare Board, and it was further provided that they should care for the indigent sick and dependent poor and administer federal, state, and municipal funds. In 1935 Congress instituted a work program for employable persons, and started the Works Progress Administration.

The present federal welfare policy rests largely on the Social Security Act of 1935. More than ten years of administration of this Act have demonstrated the soundness of the nation's social security system. A detailed account of its workings would be out of place here; however, the continuing relationship of the federal social security program to the topic of this paper is evident in the many federally-supported services which appear at state and local levels. At
In the summer of 1935, the Social Security Act was passed by the Congress of the United States. The social security program was designed to care for certain groups whose economic need was based on factors other than unemployment. Federal funds were made available to the states for Aid to the Blind, Old Age Assistance, and Aid to Dependent Children under the public assistance provision. The state presented plans for approval by the Federal Government for Aid to the Blind and Aid to Dependent Children, and funds were made available to Arizona for these two programs in February, 1936. Because the Old Age Pension Plan then in operation in Arizona did not conform with the federal act, no Old Age Assistance funds were made available to the state at this time.

The thirteenth regular session of the legislature abolished the State Welfare Board and created the State Board of Social Security and Welfare. This was an emergency act effective March 22, 1937. Legislation for participation in the Old Age Assistance Plan with the Federal Social Security Board was also passed and at that time became operative in Arizona, and the Old Age Pension Plan was abolished.

14. (cont.) increasingly fewer points on the local level can the federal influence be disregarded.
The State Department of Social Security and Welfare is the largest social welfare agency in Arizona and, as such, has the responsibility of leadership in the interpretation of social service to the entire public. The relationship between this public agency and the private agencies and other resources of the state is and always has been excellent. Arizona lacks many of the facilities present in older states, but the social legislation which has been enacted has been outstanding in its excellence.

The law which established the Arizona State Board of Social Security and Welfare provided for a state board consisting of five members appointed by the governor on the basis of recognized interest in and knowledge of the problems of public welfare. It is the duty of this Board to appoint a commissioner for the department who shall serve as the executive and administrative officer of the department and who shall be secretary to the State Board. It is provided that the commissioner shall be appointed solely on the basis of his training, ability, and experience in welfare administration. All employees of the department, with the exception of the commissioner, are under a merit system. To be eligible for appointment one must have passed an examination for the position, and it is required that evidence of necessary qualifications be produced by the
applicant before examination is given. All employees are obtained from a list of eligible persons provided by a Joint Merit System Council.

The statute setting up the department also provides that in each of the fourteen counties there shall be a County Board of Social Security and Welfare consisting of three members to be appointed by the County Board of Supervisors. The county boards are under the direct supervision of the state department and perform such duties as may be prescribed by the State Board.

It is a recognized concept that public welfare programs should cover services to all persons in need at all times. This concept is much greater than the idea that welfare services mean assistance only. It emphasizes the belief that the welfare of an individual should be of primary concern to all of the people. This philosophy is strengthened by the fact that tax-supported public welfare programs have a legal structure based on legislation which is the will of the people.

Appropriations made by legislative bodies to implement the administration of the law is another expression of the voice of the citizens. This is a democratic process, and because of this process welfare services belong to the people and their development and extension can go only so far as the people want them to go.
The State Board of Social Security and Welfare administers the social security programs of Old Age Assistance, Aid to the Blind, and Aid to Dependent Children financed by federal-state funds; the service programs of Child Welfare and Crippled Children Services financed by federal and state governments; and State Aid programs, all funds for which are provided by the state. These various programs are described more fully in separate sections of this paper which deal with them individually.

In the following outline may be found the principal provisions of the laws providing for the Arizona State Department of Social Security and Welfare. Figure 1 on page 29 shows the organization of the State Department.

I. Law Setting Up the State Department.

The State Department of Social Security and Welfare is set up by Section 70-102 of Chapter 70 of the Arizona Code (1939) which states:

"There is hereby created a State Department of Social Security and Welfare which shall consist of a State Board of Social Security and Welfare, a Commissioner of Social Security and Welfare, and such other officers and employees as may be hereinafter authorized."

II. Kind of Board and Who Appoints (State Board)

A. Kind of Board.
Section 70-103 of the Code states that the State Board shall consist of five members appointed by the governor on the basis of interest and knowledge of the problems of public welfare. Members are to be appointed for overlapping terms and without regard to political affiliation. During general or special meetings of the Board or while performing official duties, each member receives mileage and traveling expenses and ten dollars per day for no more than 100 days during any year.

B. Duties of the Board
1. The State Board shall select a Commissioner for the State Department who is to receive $4,800 yearly.
2. The State Board shall be responsible for the adoption of policies and rules for the government of the state department, and all administrative duties of the state department shall be discharged by the Commissioner subject to the authority of the State Board.
3. The State Board shall fix minimum standards of service and personnel and formulate salary schedules.

C. State Commissioner and his Duties
The State Commissioner is to be appointed wholly on the basis of his training, ability, and experience in public welfare administration. Duties of the Commissioner; he shall:

1. Be the executive and administrative officer of the state department and secretary of the State Board.
2. Prepare and submit a budget to the State Board for approval for appropriations from the legislature, including an estimate on federal funds received by the state.
3. Prepare an annual report of operations and administration of the state department with recommendations and suggestions. This is to be submitted to the governor not later than three months after the close of the fiscal year.
5. Subject to the approval of the state department, he shall appoint personnel.

III. Activities of the State Department
The State Department is to administer all welfare activities in Arizona. It shall:

A. Administer all forms of public assistance, including:
   1. General relief
   2. Outdoor and indoor care and medical services for all persons in need
   3. Old age assistance
   4. Aid to dependent children
   5. Aid to the blind
   6. Crippled children's services
   7. Institutions now administered by the State Board of Public Welfare (but not the state institutions operated by the Board of Directors of State Institutions)
   8. Supervise agencies and institutions caring for dependent or mentally or physically handicapped or aged adults
   9. Approve incorporation of charitable agencies

B. Administer all Child Welfare Activities, including:
   1. Importation of children
   2. Licensing and supervising private and local public child-caring agencies and institutions
   3. Care of dependent, neglected, and delinquent children in foster family homes or in institutions, especially children placed for adoption

C. Establish and administer a program of service for children who are crippled or suffering from conditions which lead to crippling

D. Develop agencies necessary for providing services to the blind, including:
   1. Medical services
   2. Vocational guidance and training
   3. Placement in employment

E. Assist other departments, agencies, and institutions of state and federal governments upon request
F. Act as agent of the Federal Government in furtherance of any functions of the State Department

G. Carry on research and compile statistics on the public welfare program throughout the state

H. Make rules necessary to carry out provisions of this act

IV. The County Boards

A. In each county shall be a county board of Social Security and Welfare, consisting of one member of the board of supervisors and two citizen members, residents of different communities of the county, appointed by the county board of supervisors. Each appointive member shall serve for three years.

B. Each county board shall be under direct supervision of the State Department and shall perform such duties as the State Board may require.

C. The county boards shall assist the State Department in administration of welfare and relief work in their respective counties; keep the State Department informed on county conditions; cooperate with local private relief, welfare, and charitable organizations, etc.

D. Members of the county board shall organize by the selection of a chairman. Each board may employ a full-time secretary who shall have an office in the county seat in quarters assigned by the board of supervisors.

V. Administrative Expenses

The administrative expenses of the State Department and the county boards shall be paid out of a fund made available by three acts:

A. Old Age Assistance Act (1937)

B. Dependent Children's Act (1937)

C. Needy Blind Act (1937)
The State Department of Social Security and Welfare receives funds for its operating expenses from:

D. A fifteen percentage of the State Sales Tax

E. The General Appropriation Act

F. Contributions from the Federal Government.
DEPARTMENT OF SOCIAL SECURITY AND WELFARE, PRESENT STATE OFFICE STAFF

State Board of Social Security and Welfare

Director of Accounting
- 1 sr. steno.
- 1 sr. tab. mch. oper.
- 1 key-punch oper.
- 1 PBX oper.
- 1 stockroom supervisor
- 1 messenger
- 1 accountant
- 1 sr. acct. clk.
- 2 acct. clks.

Director of Child Welfare
- 1 sr. steno.
- 1 sr. clerk
- 1 C.W. wkr.
- 1 C.W. cons.

Director of Public Assistance
- 1 sr. steno.

Director of Personnel Officer
- 1 sr. steno.

Director of Research & Statistics
- Crippled Children's Division

County Offices

CHAPTER III

COUNTY WELFARE DEPARTMENT

Each of the fourteen counties in the state of Arizona has its own county public welfare department. Each county department is integrated with the State Department of Social Security and Welfare, and is under the direct supervision of the state office. Each county has its own public welfare board similar in purpose to the State Board, but having proportionally much less responsibility and authority.

In the present chapter will be presented the major

1. The objectives of public welfare service on any level, federal, state or local, are defined by legislation. Conceptions of local units may differ from those of higher units, but since public welfare long ago ceased to be exclusively local in character, there must be some measure of coordination between the state and local, and between the federal and state welfare activities. Just how closely these levels of effort are coordinated depends upon the legal provisions that apply. There exist today two principal types of state-county relationships in the administration of public welfare.

The first of these may be called state-administrative. In this type the state agency prescribes the details of organization, provides the working staff, pays all the salaries, and furnishes the services. The local agency is thus an organic part of the state government, as a branch of the state department (as in the Arizona system).

The second common type is usually termed the supervisory relationship. Here the state agency is directed by law to supervise all county agencies and
points of significance concerning the county department, including its organization, functions, personnel, and limitations.

The County Board of Social Security and Welfare consists of three members, two of whom are appointed by the County Board of Supervisors; the third is one of the members of the Board of Supervisors. The Welfare Board in turn appoints the executive secretary and the other personnel employed by the county welfare department, who must meet the requirements established by the Merit System Council.

The executive secretary meets with the Board regularly to keep the members informed as to special problems and developments within the department. The Board, in turn, may make recommendations to the State Board of Social Security and Welfare.

The county department, under the supervision of the State Department of Social Security and Welfare, administers all social security assistance programs financed through federal and state funds. These include Old Age Assistance, Aid to Dependent Children, Aid to the Needy

1. (cont.) institutions. It has power to make rules and regulations governing local public welfare units, to inspect with authority, and to issue orders which must be carried out by local units. White, R.C. op. cit., Chap. I.
2. In addition to performing the functions described, the department also acts as a referral agency and directs applicants to the appropriate private agency if there be one to meet the particular need.
Blind, and Child Welfare services. The department is also responsible for administering the State Aid Program financed entirely through state funds. This includes General Relief, Temporary Assistance, and Emergency Relief. The State Aid Program also is the source of funds for Foster Home Care and Institutional Care. Funds for these programs are allocated to the counties by the State Department on the basis of case load. Legislation defines the limitations of the agency assistance program, since specified eligibility requirements such as need and residence must be met before financial assistance is given.

No limitation is placed on social service which does not require assistance grants. Service, general information, and consultation are given to anyone seeking such service.

The county welfare department is divided into three main sections known as the Public Assistance Division, the Child Welfare Division, and the Crippled Children's Division. Each of these divisions will be considered separately in the following pages.

The number of persons employed to carry out the functions of the department varies from time to time. This fluctuation is due more to changes in the amount of state appropriations for operational expenses than to variations.

in the amount of work to be handled by departmental personnel or in the number of individuals receiving welfare services through the department. At present fewer persons are in the employ of the department than are essential to maximum efficiency of welfare administration. In the month of March, 1948, there were twenty-two full-time employees including the executive secretary in the Pima County welfare department. The functions of the personnel are indicated by Figure 2, page 34.

The Child Welfare Division was established under the provisions of the Federal Social Security Act, which authorized an annual appropriation for the purpose of enabling the United States, through the Children's Bureau, to cooperate with State Public Welfare agencies in establishing, extending and strengthening ... public welfare services for the protection of homeless, dependent and neglected children, and children in danger of becoming delinquent.7

Cases may be referred to this Division from the Public Assistance Division of the Department if there appears to be need, or from various sources in the community such as schools, doctors, courts, juvenile probation office,

5. Ibid.
Figure 2

ORGANIZATION OF PIMA COUNTY DEPARTMENT OF SOCIAL SECURITY AND WELFARE, AS OF JANUARY 1, 1948

County Board of Social Security and Welfare

Executive Secretary

Public Assistance Division

1 Case Work Supervisor
6 Social Case Workers
(1 in Ajo)
1 Senior Stenographer
2 Clerks
1 Stenographer

Child Welfare Division

1 Child Welfare Supervisor
3 Child Welfare Workers
1 Stenographer

Crippled Children's Division

1 Crippled Children's Consultant
1 Medical Case Worker
1 Physiotherapist
2 Stenographers

One telephone operator and one janitor serve for both County Welfare and County Health offices

*Taken from files of Pima County Welfare Board
parents of children, other local case work agencies, or the welfare department of another county when a family or child moves from another county to this one.

Case work in the homes is one of the important functions of the Children's Division. The objective here is to keep the children in their own homes, to strengthen family ties and prevent family breakdown. It is recognized that a child finds its best opportunity for normal growth and development in his own home with his natural family. Case work in homes may be, and often is, associated with child and family assistance provided through the medium of Aid to Dependent Children.

Another service provided by this Division is the supervision of children in homes other than their own. Sometimes it is considered best for a child to be cared for away from his own home. He is then placed either in a foster home or in a child-caring institution. To provide a home that will meet his needs as completely as possible, the agency makes a study of the child and of the home before placement is made, and continues supervision thereafter. Foster homes for children are licensed by the department. Payment for foster home care is financed through state legislative appropriations. The Foster Home Care program will be taken up in more detail in a subsequent chapter.
In addition to foster homes for children there may be provided what are known as free homes and work, or wage, homes. These are similar to foster homes in that they provide homes for children away from their own parents, but in the latter types the child is expected to earn his own keep. This type of home is used principally for older children. They too are selected with care, consideration being given to the individual needs of the child, and are licensed and supervised by the department.

When it is desirable that a child be removed permanently from his parents, at the request of parents, public officials, social agencies or others, careful study is made to select a home that will best meet the child's needs. The agency makes recommendations to the court regarding the feasibility of proposed adoptions and, as in the case of foster home care, may provide a measure of supervision of the child in the adoptive home.

The licensing program, to which reference is made above, is a preventive aspect of child welfare. Properly rendered, the service will prevent many children from needing more intensive case work service.

8. Pay for foster home care is made to those furnishing the care by means of state warrants mailed monthly to those certified persons who have furnished care to children in foster homes.

The services of the Child Welfare Division may include assistance to unmarried mothers. Help may be provided to unmarried parents in planning for the care of the child and in making plans for themselves. The service may involve making arrangements for care of the mother in the Florence Crittenton Home in Phoenix, and foster home placement for the child.

The case work service of the Division extends to physically or mentally handicapped children who need understanding and guidance, to delinquent and pre-delinquent children, and children who are about to enter or to leave the Florence Crittenton Home or the Convent of the Good Shepherd. Cases of child neglect or dependency that come to the attention of the juvenile court also may be referred to the Child Welfare Division before final disposition of the cases is made.

The Public Assistance Division of the county welfare department is responsible on the county level for the administration of the provisions for public assistance. This branch of public welfare service is gone into in some detail in the chapter on Public Assistance, so only a general statement of the role of the county office will be presented at this point.

10. Division of Public Assistance, op. cit.
In the administration of all the categories of state aid, the county office of public welfare is the chief administrative agent. It is here that applicants for any of the various types of public relief or services make their applications. County office personnel make the preliminary investigations, interview applicants, determine eligibility for assistance, fill out all the required forms, and make the final certification of eligibility and need, without which no applicant is accepted by the State Department as a recipient of public assistance in any form. Decisions having to do with the type and amount of assistance, its duration, and any changes called for as a result of altered circumstances during receipt of aid are responsibilities of the county department also.

Services other than those requiring financial assistance have already been mentioned. These assume a great variety of form and are intended to meet a wide range of human needs. They include consultation with families and individuals in various kinds of difficulty, persons socially maladjusted, those in need of family counsel and guidance, those temporarily stranded or deserted and in need of help to contact resources available to them, and those in need of legal or professional advice of some kind.

The variety of services provided in this field, as well as the number of persons requesting the services,
seems to be endless.

The Crippled Children's Division of the County Department of Social Security and Welfare is responsible on the county level for the administration of the provisions of the state program of services for crippled children. In general the type of services in the line of case work, investigation, and so forth is similar to those described in connection with the Child Welfare Division. The specialized services provided for crippled children will be described in the chapter Services to Physically and Mentally Handicapped.

From the foregoing it is readily apparent that although the County Department of Social Security and Welfare is but a branch of the state welfare department, yet it has numerous important functions and responsibilities of its own, and plays a very significant part in the scheme of social welfare.

In the next chapter will be taken up the general topic of public assistance.
The term "public assistance" is commonly applied to old age assistance, aid to the blind, and aid to dependent children under the Social Security Act and to general assistance. However, it is used also to include other programs from public funds such as operation of public homes, assistance to veterans, and emergency war assistance.

Public assistance is one segment of a comprehensive social security program designed to enable needy persons to maintain an accepted standard of living, and to promote the general welfare by supplementing individual and joint voluntary and other governmental effort.

Public assistance in Arizona rests on the recognition by the community as a whole of its responsibility for the general welfare of individual members of the community. This recognition of responsibility is expressed in laws which are the basis of the program, and which define the functions of the department. These functions are supervised through the administrative medium of the Division of Public Assistance of the State Department of Social Security.

Fundamentally the aim of the public assistance program is, through financial assistance and service, to meet the basic needs of those people who are unable to meet them through their own efforts or resources. Closely related to this aim is the responsibility to help people recognize and make full use of all their resources and capacities, as well as all available community resources, in meeting their problems and maintaining themselves in the most self-reliant way possible to them. Public assistance agencies are set up by the community as a whole to make sure that all members of the community have the means for normal living. If the individual cannot obtain this from his own resource or through his own effort, it is the responsibility of the public assistance agency to provide the means. The agency has also the added responsibility of helping the individual, within his abilities, to develop his resources and increase his efforts toward meeting his requirements.

The first function of the public assistance agency is to determine the eligibility of those applying for or receiving public aid. This must be done in such a way as to make full use of the person's own capacity and to preserve and strengthen his self-respect. The agency has the further responsibility of providing the necessary assistance and service on a sound and adequate basis. To accomplish
this, good organization and equipment are essential as well as a sufficiently large and well-qualified staff. If assistance or service is needed which the public assistance agency cannot provide because of limitations on its functions, the agency has the further responsibility of helping the person to obtain these from other community resources if they are available.

The public assistance agency must aim always to insure fair and equitable treatment for all applicants and recipients. It is essential in a democratic society that the basic needs of all people be recognized and met, and that the same consideration be given to all people regardless of their residence, the section of the state in which they live, the type of assistance for which they are applying, or other factors that have no actual relationship to the requirements of the people involved.

The scope of public welfare is constantly broadening. It has changed from the concept of poor relief to a positive program of planning to meet the needs of human beings on a sound basis. It has developed from exclusive local responsibility for care of those in need to an acceptance of the joint and inter-related obligation of all levels of government—local, state, and federal. There is increasing understanding that public welfare agencies must serve the welfare of their communities fully instead of restricting themselves to a limited concept of public assistance.
There is a growing recognition of responsibility to meet the need for service that will help the individual to live to his full capacity and, to the best of his ability, meet his responsibilities as a member of the community.

The Division of Public Assistance is concerned with direct contact with individuals who require financial assistance or service or both from the department. The Division is responsible for making individual decisions with respect to acceptance, rejection, amount and kind of assistance and service to be rendered to applicants.

Aid to Dependent Children

Aid to Dependent Children is one of the categories of public welfare in which, under the provisions of the Social Security Act, the federal and state governments cooperate in furnishing assistance where needed. It is closely allied to the broader program of Child Welfare, inasmuch as it is intended to benefit children by enabling them to remain in their own homes with their own families or relatives when conditions are such that without such aid it would be necessary for them to be separated. Prior to the Social Security Act there were various provisions on state and

2. Division of Public Assistance, op. cit.
3. Federal Social Security Act, Title IV.
4. In June, 1946 over 311,000 families with almost 800,000 children received aid to dependent children totaling $16,700,000. Social Work Year Book, 1947, p. 376.
local levels whose intent was similar. Notable among these were provisions for Mothers' Aid and Mothers' Pensions. With the advent of the federal program of social security, however, most of the former methods were abandoned in favor of the Aid to Dependent Children program, and full advantage is now taken of the latter in providing for needy children in their own homes.

As has been mentioned in a previous chapter, the administration of the Aid to Dependent Children program in Arizona is the responsibility of the State Department of Social Security and Welfare. The state met the requirements of the Federal Government for receiving federal funds for this program in 1936, and since that time has administered the aid program through the state and county offices of the Department of Social Security and Welfare. The accompanying chart (page 45) indicates graphically the number of children who have benefitted from the Aid to Dependent Children program in Arizona during the last ten years, and the number of households affected during the same period.

Eligibility requirements for assistance through the Aid to Dependent Children program are established by law. The law in Arizona states:

Assistance shall be given under this act to any dependent child who:

(a) Has resided in this state for one year immediately preceding the application for such assistance; or who was born within the state within one year immediately preceding the
Figure 3

AID-TO-DEPENDENT-CHILDREN GRANTEES AND ELIGIBLE CHILDREN
BY MONTH JULY, 1938-FEBRUARY, 1948

application, and whose mother has resided in the state one year immediately preceding the birth of said child; and

(b) Is living in a suitable family home meeting the standards of care and health fixed by the laws of this state and the rules and regulations of the state board thereunder. 6

What children may be classed as "dependent" is also determined by the law.

A "dependent" child means a needy child under the age of sixteen, who has been deprived of parental support or care by reason of the death, continued absence from the home, or physical or mental incapacity of a parent, and whose relatives liable under the law for his support are not able to provide adequate care and support of such child without public assistance, and who is living with his father, mother, grandfather, grandmother, brother, sister, stepfather, stepmother, stepbrother, stepsister, uncle or aunt, in a place of residence maintained by one or more of such relatives as his or their own home. 7

For the payment of Aid to Dependent Children obligations the law provides for an Aid to Dependent Children Fund which consists of:

1. All state funds provided by law for the purpose of this act and for its administration;

2. Such funds as are granted to the state of Arizona by the federal government for assistance to dependent children or for the administration of the same. 8

7. Ibid., 1929, Sec. 70-401.
8. Ibid., Sec. 70-418.
Old Age Assistance

Old age assistance is one of the biggest problems facing this country today. Because of this, considerably more space will be allotted to this aspect of public welfare and the subject will be divided into separate sections dealing with the national old age problem, Arizona's provisions for old age assistance in the past and at the present time, and a section later in the chapter on the subject of homes for the aged in this state.

The United States census figures of 1900 indicate that there were in this country at that time 3,080,494 persons sixty-five years of age or over, or 4.1 percent of the total population. The count in 1940 revealed 9,019,314 persons in that group, or 6.8 percent of the total. It is estimated that by the year 1980 there will be approximately 22,000,000 or 14.4 percent of the entire population of the United States numbered among those who are sixty-five years of age or older. That the social and public welfare problems inherent in the consideration of such a large part of our population are certain to increase is self-evident.

The life expectancy in the United States for white males, according to the figures provided by the Metropolitan Life Insurance Company, was 48.23 years in 1900. By 1940 the figure had increased to 62.94. The trend is

expected to continue; and it may be noted here that life expectancy for females has been consistently higher than for males.

This trend has brought, and will continue to bring, new and greater problems to those welfare agencies dealing with this section of our population. In the past there has been a tendency to try to eliminate as far as possible older people from the labor market, mainly to make way for the numbers of younger persons entering the field of economic endeavor. Older workers have been compelled to step aside in many instances, taking refuge with their children or in homes for the aged, or depending upon their savings or upon public relief and charity to provide the necessities of life. That these oldsters have not outlived their usefulness to society is amply proven by the record of their production when during the war years they were called into the factories and shops and onto the farms of the nation. We are forced to realize that the usefulness of members of our society is not determined by their age, but by their ability to function as productive individuals.

There has been significant progress in the recognition of the right of such people to be productive and self-sufficient. The great task is to provide the means whereby they can utilize their capacities. In this day when it is not simple even for the youthful and well-prepared always to secure employment, the question of opportunity for the
aged to earn an adequate livelihood is indeed a momentous one.

For those of this large and growing number who cannot secure appropriate employment or who are incapacitated for gainful employment of any kind, there is the responsibility of our welfare programs to provide the necessities of life. To do this on a scale which would afford a standard of living commensurate with the American ideal is at present beyond the means, if not the objectives, of public welfare. The Townsend Plan is one illustration of certain thought directed toward the problem. A much more realistic approach is exemplified in the provisions of the Social Security Act, Old Age and Survivors' Insurance, and various other aspects of the present public welfare program.

Much has been done, yet more remains to be accomplished in this field. Social Security and Old Age Assistance together fail to provide adequately for the needs of the aged in our country. More and better provisions need to be made for the growing numbers of the aged. The needs are particularly apparent in the realms of health, housing, employment, recreation, and mental affliction. In the latter category provision is especially lacking. Persons requiring a slight degree of special consideration because of failing mental powers either are provided no such attention at all or are placed in institutions for the mentally afflicted where they do not receive the type of care they
actually require. In New York mental hospitals in recent years 30 percent of those admitted were over sixty-five years old. Admittedly all of these people did not require the type of care the institutions were equipped to offer. There simply was no other place to care for them.

It is obvious that the problem of providing adequately for the aged of the United States is still without a satisfactory solution. We shall now turn our attention to Arizona and see what provisions for the aged have been in effect in this state.

Arizona, both as a state and as a territory, has been outstanding in its recognition of obligations to the aged. The present system of caring for the aged came into being with the creation of the State Department of Social Security and Welfare in 1937; but long before that year, old people of Arizona were being cared for through public old age assistance provisions of various kinds. This state may be said to be old-age conscious, since for many years the aged have been given more than a proportionate share of the funds provided for public welfare. Even today, while such welfare divisions as Aid to Dependent Children and General Relief have been compelled by restricted budgets to curtail their expenditures to a fraction of the amount considered adequate, old age programs have been able to operate.

with their full monetary requirements.

One of the first legal provisions for care of the aged was under the terms of the Howell Code, first law code adopted by the new Territory of Arizona in 1864. This earliest provision made it a responsibility of the separate counties to care for their own aged, as well as the "blind, lame, sick, decrepit or otherwise disabled or enfeebled so as to be unable to maintain themselves." Such persons could apply to the Justice of the Peace who might pay not more than twenty dollars per month to any person from the County Poor Fund.

Subdivisions of counties were later given responsibility and authority to deal locally with indigents, including the aged, being authorized to build and maintain work houses for the employment of such needy persons as were considered able to work for their subsistence.

In 1933, about the time the Federal Government became actively concerned with the unemployment situation and established the Federal Emergency Relief Administration, the Arizona legislature enacted a law that established a system

11. "Emphasis has been placed on the Old Age Assistance program so that the Department is able to meet 100% of its budget for OAA. In June, 1947, 18,593 persons were included in OAA grants totaling $506,923.50 or an average of $27.26 per month for each person." Public Administration Service. Report on an Administrative Survey of the Department of Social Security and Welfare of the State of Arizona, p. 29.

of pensions for the aged of the state. This law was known as the Old Age Pension Act. Under the terms of this law, the Board of Supervisors of each county in the state was designated as a county Old Age Pension Commission to administer the law within the county.

To be eligible to receive the pension an applicant must be a citizen of the United States, at least seventy years of age, must have resided in the state of Arizona for not less than thirty-five years, must be a resident of the county in which application is made, must not have an income other than the pension of more than $300 per year, must not be a guest or inmate of any public institution, must state under oath that he met the qualifications established by the law, and must fulfill any other requirements that the Pension Commission might impose.

The amount of pension allowed should be determined by the Commission, but in no case could exceed thirty dollars per month per person. Funds to pay the pension came from the general funds of the state and the counties. The state furnished 67 percent of the cost, the counties 33 percent.

Burial expenses up to a maximum of $100 were allowable to care for a deceased pensioner whose estate was insufficient to provide decent burial. The pensions were

recoverable; that is, on the death of a pensioner whose estate was of sufficient value, the state had a priority claim against the estate to the full amount of the total pension paid, plus 3 percent interest.

When the Federal Emergency Relief Administration was established, the Federal Government required that a state agency administer the program, so the state legislature created the Arizona State Board of Public Welfare. This Board took over the responsibilities of the Child Welfare Board, care of the sick and indigent poor, and the administration of federal, state, and municipal welfare funds. Administration of the old age pension program was not changed at this time.

In the summer of 1935 the Social Security Act was passed by Congress. This Act was intended to care for certain groups whose economic need was based on factors other than unemployment. Federal funds were made available to the states for Aid to the Blind, Old Age Assistance, and Aid to Dependent Children under the public assistance provision. The state presented plans for approval by the Federal Government for Aid to the Blind and Aid to Dependent Children, and funds were made available to Arizona for these two programs in February, 1936. Because the old age pension plan

15. Ibid., Chap. 35, Sec. 1.
then in operation in Arizona did not conform with the federal act, no Old Age Assistance funds were made available to the state at that time.

The thirteenth regular session of the legislature abolished the State Welfare Board and created the State Board of Social Security and Welfare. This was an emergency act, effective March 22, 1937. Legislation for participation in the Old Age Assistance plan with the Federal Social Security Board was also passed and became operative in Arizona. At the same time the old age pension plan was abolished. Since 1937 Old Age Assistance has been one of the responsibilities of the State Department of Social Security and Welfare.

Under the present Old Age Assistance provisions, financed jointly by the state and federal governments, state laws again prescribe the conditions of eligibility and the manner in which the assistance is to be administered. In the following outline will be found some of the laws applying to Old Age Assistance.

16. Provision for the care of the aged in Arizona in the traditional manner of public assistance differs little from that in most of the other states. It began with local responsibility, later was shared by the state government, then was assumed largely by the state, and finally grew into a federal-state responsibility.

17. Aged persons in need of public assistance who are not eligible for aid under the Social Security Act program may receive assistance through the program of State Aid, which is covered later in this chapter.
Section 70-202. Eligibility for assistance. Assistance shall be granted to any person who meets the following requirements:

1. Is not less than sixty-five years of age.
2. Is a citizen of the United States.
3. Has resided in the state for not less than five years within the nine, and continuously for not less than one year immediately preceding the date of application for assistance.
4. Has not sufficient income or other resources to provide a reasonable subsistence compatible with decency and health.
5. Is not an inmate of or being maintained by any municipal, state or federal institution; except as a guest of the home for aged and infirm Arizona pioneers.
6. Has not, within five years prior to the filing of application, made an assignment of property with the intent of rendering himself eligible for assistance under this article.
7. Is not, because of physical or mental condition, in need of continued institutional care, which care is reasonably available to him.
8. Does not have or own cash or other personal property, exclusive of household furniture, the fair value of which exceeds one thousand dollars.
9. Has not, during the twelve months immediately preceding his application, received and does not currently receive an income, not including contributions and assistance from public or private charities, of a net value exceeding three hundred sixty dollars per annum. (Laws 1937, Chap. 70, Sec. 2, p. 310; 1939, Chap. 61, Sec. 1, p. 166; 1941, Chap. 25, Sec. 1, p. 32.)

18. Section numbers refer to sections in the Arizona Code of 1939.
Section 70-203. Ineligibility for other public assistance. No person receiving assistance under this act shall at the same time receive any other assistance except upon authorization of the state board except for temporary medical or surgical aid. (Laws 1937, Chap. 70, Sec. 3, p. 310.)

Section 70-205. Amount of assistance shall be determined with due regard to the resources and necessary expenditures of the individual and the conditions existing in each case, and shall be sufficient when added to all other income and support to provide a reasonable subsistence compatible with decency and health. In no event shall the amount exceed the sum of forty dollars for any calendar month.

Section 70-207. Application for assistance to the needy aged shall be made to the county board in which the applicant resides in writing upon the forms prescribed by the state board verified by the oath of the applicant shall contain a statement of the amount of property both personal and real in which the applicant has an interest and all income at the time of the filing of the application and such further information as may be prescribed by the state board. (Laws 1937, Chap. 70, Sec. 7, p. 310.)

Section 70-208a. Determination of age and place of birth. In the event the state or county board rejects an application because of insufficient proof of age and place of birth the superior court of the county of his residence shall hear the matter without a jury, and shall determine the age and place of birth of the applicant. The court shall certify the age and place of birth to the county board. (Code 1939, Sec. 70-208a as amended by Laws 1941, Chap. 38, Sec. 1, p. 74.)

Section 70-209. Granting of assistance. Upon the completing of such investigations the county board shall report its findings and recommendations to the state board who shall decide whether the applicant is eligible for assistance determine the amount of such
assistance, and the date on which such assistance shall begin.

The applicant shall be notified in writing. Such assistance shall be paid monthly or more frequently, in the discretion of the state board, to the applicant....

If assistance is granted, the state board shall make an award setting forth the date, recipient's name, age and residence, the amount ... and shall certify the facts ... to the state auditor ...(Laws 1937, Chap. 70, Sec. 9, p. 310.)

Section 70-210. Payment of assistance .... the certification ... shall be authority to the (state auditor) to draw his warrant in payment of such assistance out of the old age assistance funds ....

Section 70-211. Appeal to the state board. If an application is not forwarded by the county board ... to the state board within a reasonable time ... or if the application is denied in whole or in part by the state board ... the applicant or recipient may appeal to the state board in a manner and form prescribed by the state board. The state board shall ... give the applicant or recipient an opportunity for a fair hearing ....

All decisions of the state board shall be final and shall be binding upon the county board. (Laws 1937, Chap. 70, Sec. 11, p. 310.)

Section 70-212. Periodic reconsideration and change in amount of assistance. All assistance grants ... shall be reconsidered by the board as frequently as may be required .... ... the amount of assistance may be changed or ... may be entirely withdrawn if the ... circumstances have altered sufficiently to warrant such action .... (Laws 1937, Chap. 70, Sec. 12, p. 310.)

Section 70-214. Recovery from a recipient. If at any time during the continuance of assistance the recipient becomes possessed of any property or income in excess of the amount stated in the application, it shall be the duty of the recipient ... to notify the county board ... and
the county board shall after investigation forward its findings ... to the state board, which may cancel the assistance or alter the amount thereof in accordance with the circumstances.

If ... the state board shall find that the recipient ... possessed of property or income ... not set forth in the application ... (if disclosed would have made a material reduction in the amount ... granted or would have made the pensioner ineligible) the assistance so paid pursuant to said application or any amount thereof shall be recoverable by the state board.

The board shall forward all moneys so received to the state treasurer for deposit in the old age assistance fund ....

Section 70-221. Old age assistance fund. There is hereby created and established in the state treasury an Old Age Assistance Fund. This fund shall consist of:

1. All state funds provided by law for the purpose of this act and its administration.

2. Such funds as are granted to the state of Arizona by federal government for assistance to needy aged persons or for the administration of the same .... (Laws 1937, Chap. 70, Sec. 21, p. 310.)

Another provision which might be mentioned is that contained in Section 70-226, stating that the applicant for Old Age Assistance is not required to assign real property to the state in order to qualify for assistance. Of importance too is Section 70-214a which provides that a spouse or an adult child of a person receiving aid, who has a gross income of over $3,000 per year and is able to support said person, may be required to repay the county, so far as such spouse or child is able, for the aid granted by the county.
In addition to the provisions for the aged carried on under the Old Age Assistance and State Aid programs, the state of Arizona has made a unique provision for those aged persons of her population who are classed as "pioneers." This Pioneers' Home is given separate consideration in the section on Care for the Aged.

Aid to the Blind

Aid to the Blind in Arizona has never received the degree of attention given to care for the aged. In the early years of the state, blind persons could receive aid if they were ill or indigent or otherwise eligible for public assistance, but no program approaching adequacy was provided especially for the blind until after the appearance of the Federal Social Security Act. The present program for aid to the blind is that set up under the terms of the Social Security Act, financed jointly by the federal and state governments, and administered, like the programs of Old Age Assistance and Aid to Dependent Children, by the Department of Social Security and Welfare. Most of the laws now in effect regarding aid to the blind were passed by the state legislature in 1937, when the present state welfare

19. No provision whatever has been made or is being made for special aid for the deaf, except that deaf adults may be given assistance of a vocational nature through the Vocational Rehabilitation program, and deaf children may be sent to the Arizona school for deaf and blind children.
department was created. Some of these will be quoted in part below.

20
Section 70-302. Eligibility. Assistance shall be granted ... to any person who meets the following requirements:

1. Has no vision, or whose vision, with correcting glasses, is so defective as to prevent the performance of ordinary activities for which his eyesight is essential.
2. Is sixteen years of age, or older.
3. Lost his eyesight while a resident of this state or shall have resided in the state for not less than five years within the nine years, and continuously for not less than one year immediately preceding the date of application for assistance.
4. Has not sufficient income or other resources to provide a reasonable subsistence compatible with decency and health.
5. Is not an inmate of or being maintained by any municipal, state, federal, or private institution at the time of receiving assistance...
6. Has not, within five years prior to the filing of his application, made an assignment or transfer of property with the intent of rendering himself eligible for assistance ....
7. Is not, because of physical or mental condition, in need of continuing institutional care.
8. Does not, during the period of receiving assistance, solicit alms.
9. Is not receiving old age assistance.

A blind person seeking assistance provided by the Aid to the Blind program makes his application to the county.

board of the county in which he resides. An investigation is made to determine whether the applicant meets the eligibility requirements listed above. He must then be examined by an ophthalmologist designated by the state board who determines and reports the visual condition of the applicant. The state board decides, on the basis of the evidence, whether the application shall be approved. If assistance is granted, it is paid out of the Aid to the Blind Fund which, like the Old Age Assistance and Aid to Dependent Children Funds, is made up of state funds provided by law and federal funds granted to the state for the purpose of aid to the blind.

Other provisions of the law require reexamination of a recipient's eyesight periodically, unless excused by the state board. A person who refuses medical, surgical, or other treatment which would partially or wholly restore his vision is not permitted to receive assistance.

In addition to this program, the state provides vocational aid for the blind through the medium of vocational rehabilitation. This program will be treated in a later chapter.

22. Ibid., Sec. 70-308.
23. The amount of the grant is determined on the basis of need, but may not exceed a maximum of sixty dollars per month. Arizona State Department of Social Security and Welfare. Aid to the Blind.
The State Aid Program

By State Aid is meant all types of public assistance grants or care made to or furnished for an individual by the State Department of Social Security and Welfare out of funds that have not been matched by the Federal Government. General Relief, Emergency Relief, Temporary Aid, Institutional Care, and Foster Home Care all are categories of State Aid, the grants or costs of which are paid exclusively from state funds.

Eligibility for aid in each of these categories, except Foster Home Care, is established by provisions in the state law. Instructions governing eligibility for Foster Home Care are promulgated by the Division of Child Welfare.

General Relief: This type of aid, granted only by means of a Certificate of Eligibility and Award, is provided to residents apparently in need of continuous public assistance for an indefinite period of time (three months or longer); who must not have resources of their own sufficient to maintain a reasonable standard of health and decency during such time. Their inability to maintain themselves must be due to one of the following reasons:

1. Inability to accept or perform sufficient work, due to old age or physical or mental condition, to support himself and dependents at a level consistent with decency and health. (Unemployability must be verified by means of a medical certificate.)
2. Inability of a woman physically able to work to seek or accept full-time private employment because of dependence of her children upon her for care and supervision.

3. Inability, although in good physical condition, to secure private employment because of personal habits, mental capacity, language handicap or training.

Inmates of public institutions may not be recipients of General Relief. Three years' continuous residence in the state and six months' residence in the county are the residence requirements established by law for eligibility.

The latest available statistics covering an entire year of General Relief are found in the departmental reports for 1946. Statements from one of these reports appear below.

Recipients of General Relief alone average twenty-seven per ten thousand total population of the state. (Indians are not included in population figures.) The average age of all recipients is sixty-one years; that of citizens is fifty-five and of non-citizens sixty-nine. Average residence in Arizona, for all recipients, is twenty-nine years; for citizens, twenty-five; and for non-citizens, thirty-six. Fifty-five percent of total recipients have lived in the state for more than twenty-five years; 95 percent for five or more years. In 1946 there were 346 non-citizens sixty-five years of age or over who had lived five or more years in Arizona.

25. Division of Public Assistance. op. cit., Sec. I and II.  
26. Cf. also the tables in the Appendix for recent monthly statistics.
Except for the citizenship requirements, these 346 recipients were eligible for Old Age Assistance.

All General Relief recipients are determined unemployable by medical doctors. General senility is the chief single cause of unemployability. This is especially true among the non-citizen group, which is not surprising since the average age of this group is sixty-nine years.

The recipient households averaged 2.2 persons; thus there were on an average fifty-nine persons per 10,000 of population dependent on General Relief payments for their subsistence. The lowest rate in the state was found in Apache and Mohave Counties, each with ten recipients per 10,000 population; the highest was in Greenlee County with fifty-four per 10,000; Pima County stood fifth highest with thirty recipients per 10,000 population.

Of those receiving General Relief in 1946, 380 were sixty-five or more years of age and had been residents of the state for five years or over. These recipients thus qualified on the basis of age and residence in the state for Old Age Assistance, which is supplemented by federal grants. However, 346 of these were non-citizens, so under Arizona law failed to qualify for Old Age Assistance. They must therefore be supported entirely at state expense through provision of General Relief.

Recipients receive their grants in the form of monthly
warrants mailed direct to them from the office of the State Auditor.

Emergency Relief: This may be granted to those who apparently are in need of public assistance, but who are not three-year residents of the state. To be eligible for this class of relief a person must:

1. Be unable to meet the qualifications of a resident.
2. Be in dire and immediate need of assistance as a result of illness, accident, or uncontrollable set of circumstances.

The County Board of Social Security and Welfare decides whether or not the applicant is entitled to relief. A large number of recipients of such aid are enabled thereby to return to the states of their legal residence.

Temporary Aid: Temporary Aid is issued by means of Disbursing Orders only. It is granted to those having the same eligibility as those entitled to General Relief, but whose needs appear to be of a temporary nature, and to those for whom it seems advisable to issue relief only in kind.

Institutional Care: This refers to aid granted to a resident through payment made to a third person or to an institution for care furnished the resident. Residents of institutions financed and managed by the state department.

27. Division of Public Assistance, op. cit., Sec. 1.
28. Ibid.
are not classified as Institutional Care cases, except for purposes of furnishing clothing and transportation.

To qualify for institutional care recipients must be over eighteen years of age, must have resided in this state for at least three years, must be unemployable and unable, because of physical or mental deficiency, to provide for their own needs to their own best interests from assistance grants made directly to them.

**Foster Home Care:** When it is desirable for a child under eighteen years of age to be provided care away from his own home, such care is furnished through the Foster Home provisions of State Aid. The Division of Child Welfare is responsible for the rules and regulations under which Foster Home Care is made available.

In February, 1946, there were 212 foster boarding homes in the state, of which forty-three were in Pima County. Foster homes are licensed by the welfare department after investigation shows them to be suitable for their purpose, and are subject to inspection thereafter.

**Disbursement of State Aid:** Needy persons accepted for relatively long-term care under the General Relief program receive monthly cash grants through warrants mailed directly to them from the State Auditor's office. Grants to needy

---

29. Division of Public Assistance, *op. cit.*, Sec. 1.
30. Ibid.
31. Ibid.
persons under Emergency Relief and Temporary Aid are made by issuance of Disbursing Orders to the individuals or to merchants who furnish goods or services to them. Residents of the state in need of short-time care only are assisted on the Temporary Aid program; Emergency Relief is designed for non-residents.

When a Disbursing Order is issued for cash, the State Auditor issues a warrant direct to the client. When a Kind Disbursing Order is written the specified articles are sold to the client by the designated merchant, who then files a claim against the state. This claim is paid by means of a warrant issued by the State Auditor.

Medical Relief for Indigents

Medical relief for indigents has been one of the major services of public welfare from the earliest days; and even long before there was such a thing as public welfare, as we understand the term today, charitable institutions such as the hospitals established by the early Christian church were giving medical aid to the sick who were without means.

In the early laws of Arizona we have seen that legal provision was made for medical care of the indigent sick who were eligible for care at the expense of the county. Today at both county and state levels, medical relief is

32. Division of Public Assistance. *op. cit.*, Sec. 1.
provided for those in need. This service is provided through county hospitals and through state hospitals and sanatoria for certain types of afflictions. Also, in certain cases, such as children suffering from crippling diseases or rheumatic fever, private hospitals may be utilized and the cost of treatment paid from public funds. Further information regarding institutions providing care for special types of illness will be found in the chapter on Services to the Physically and Mentally Handicapped.

The most common and familiar agency for providing medical assistance in public welfare is the county hospital. Since the Pima County hospital is typical of those found in Arizona, we shall give a brief account of it here, commenting on its services, its history, and its adequacy at the present time.

The Pima County Clinic and County Hospital is a tax-supported institution located in Tucson that provides clinical services for indigent and medically indigent persons who have been residents of the county for at least a year. Cases are investigated for eligibility by a medical case worker before admission to the hospital. The types of services found on the clinic schedule include dermatology; eye, ear, nose, and throat; general surgery; gynecology; medical clinic; orthopedic; pediatric; rheumatic and cardiovascular; and urology.

Hospital service includes medical and surgical care
for men and women, pediatric care, treatment for tuberculosis, emergency care. All emergencies are accepted. Part-pay patients may be admitted after investigation by a medical case worker.

The hospital originally consisted of a ward for tuberculous patients only, and was correspondingly restricted as to services rendered. In 1937, through the Works Progress Administration, the institution was expanded to its present size, which enables it to care normally for 150 cases at one time. Beginning with the last war and continuing to the present time, hospital space has been at a premium and the County Hospital has almost always been utilized to its full capacity. At times more than the normal capacity has been required, and it has been necessary to place extra beds in the corridors in order to accommodate the excess.

Most of the patients are old age pensioners or recipients of local public relief; although when space permits, paying patients are admitted who cannot find accommodations in the private hospitals of the community. Recipients of public relief are not required to pay for the care they receive in the institution.

Local medical professionals, doctors, dentists, specialists in various medical fields, contribute their services

to the hospital on a rotation system basis. The cost of providing care in the institution during the first eight months of the present fiscal year has averaged $8.92 per day per patient.

With regard to the adequacy of the services provided by the county hospital it may be said that, as is the case with so many public services in this mushrooming community, the population is fast outgrowing the facilities. The following quotation from a local newspaper describes very well the crowded condition that prevails in the Pima County Hospital at this time:

The patient load at the county hospital has increased to such an extent that it is no longer possible to admit any paying cases .... The average number of patients per day in January was 148.5, an increase of 40.6 over the same month in 1947 .... The number of certified county cases--indigents--admitted increased by 117 while borderline cases were up 87. Borderline cases are those who can maintain themselves in private life but cannot afford hospital bills.

The capacity of the hospital was 149, but 15 additional beds were borrowed from the Veterans Hospital and the extra patients placed in the halls.35

It is understood that plans are under consideration for enlarging the hospital in the near future. When this is done it will make available to more people the excellent service provided by this institution.

34. Interview with Mr. Ralph Cain, Business Manager of Pima County Hospital, April, 1948.
Care for the Aged

Care for the aged has been partially covered under the subject of Old Age Assistance earlier in this chapter. Entirely apart from its general public assistance program, the state of Arizona makes a further provision for its aged citizens in the institution known as the Arizona Pioneers' Home and Hospital for Disabled Miners. This state institution is the only one of its kind in the United States, although Alaska has a similar one for the oldsters of the territory who have survived since the gold rush days. A brief account of the Home will be given here.

The bill providing for the establishment of the Pioneers' Home for aged and infirm Arizonans was House Bill 2 of the twenty-fifth territorial legislature. It was introduced January 20, 1909, passed without a dissenting vote in either house, and was approved by Governor J.H. Kibbey on March 10. Conditional upon the donation of a suitable site within six months from the date of passage of the act, an appropriation of $25,000 was made for the construction and furnishing of the building and $30,000 for maintenance of the institution during 1909 and 1910. The building was turned over to the territory January 1, 1911, and was furnished and opened for guests February 1. By the end of the following June there were twenty-three guests ranging in age from sixty-one to eighty-nine years. At that time
there were accommodations for forty guests.

Under the terms of the will of W.C. Parsons, a Yavapai County mining man who passed away in 1914, a trust fund was established for use in constructing an addition to the home for the exclusive use of women pioneers. During that year the executors of the estate transferred $20,000 to the board of control for the purpose of the addition. The building was completed and accepted April 8, 1916; its total cost was $39,587.20 and it provided a capacity of twenty.

Further improvements and additions were made during the following years, the cost provided for through state appropriations, donations, and the trustees of the Parsons fund. In 1925 the legislature appropriated $17,000 to be added to the revenue from the Parsons fund for the creation of the Pioneers' Home Trust Fund, for the sole purpose of additions and improvements to the Home.

The State Hospital for Disabled Miners was established under the provisions of Chapter 73 of the laws of 1929. The enabling act provided an appropriation of $40,000 in addition to the revenue from a land grant of 50,000 acres for a home for disabled miners. The hospital was originally intended exclusively for the use of miners who had been active in developing mining in the state. It is now used

37. Ibid.
as an integral part of the Pioneers' Home. Both institutions are under the supervision of the superintendent. Salaries, operation, repairs, replacements, travel accounts, and capital expenditures for both institutions are provided by one legislative appropriation. At one time miners were given preference for admission to the miners' hospital, but of later years anyone qualifying for admission to the Pioneers' Home can gain admission to the miners' hospital.

The hospital contains two wards for men, two wards for women, and a number of single rooms. It is also equipped with a diet kitchen and dispensary. The home and hospital together can accommodate approximately 160 guests, depending on their physical and mental condition. The entire plant is planned and operated to provide every possible comfort and to meet every need of the Arizona pioneers. The only requirements for admittance are that the applicant must be at least sixty years old and must have lived at least thirty-five years in Arizona.

Ryland Home for the aged, near Tucson, is an example of an institution which is privately owned yet which provides facilities for the care of individuals who are recipients of public assistance. This attractive old ranch was converted into a comfortable home for men unemployable because of old

38. Sills, John F. "Arizona Pioneers' Home Here was Built in 1910." The Evening Courier, June 25, 1945.
age or infirmity. Most of the residents are persons receiving Old Age Assistance from the state. Those not eligible for assistance and unable to provide for themselves are cared for without charge. All normal needs are furnished including clothing, laundry, and medical care. Admission is arranged through the Pima County Board of Social Security and Welfare. One year's residence in the county and three years' residence in the state are the requirements for eligibility. Bed patients and persons with contagious disease are not admitted.

The institution is operated by Community Services, Inc. of Tucson. Funds for operational costs are obtained from the Community Chest, private payments, donations, and tax funds.

Increasingly the connotations of the term "child welfare" are reflecting the trend toward emphasis upon the inter-relationships between all of the conditions which affect child life, and the consequent need for coordinating the forces designed to promote the well-being of the "whole child." Acceptance of the interdependence of preventive and rehabilitative measures within the scope of child health, education, social welfare, and related areas is next in importance to recognition of conservation of home life as the basis of the welfare of children.1

Child Welfare in Arizona

In Arizona the public welfare activities that come under the classification of child welfare services are carried on by a number of different but cooperating agencies. Among these are the Child Welfare Division of the State and County Departments of Social Security and Welfare, the county juvenile probation departments, the Arizona Children's Home, the Florence Crittenton Home, and the Convent of the Good Shepherd. The latter three mentioned are not public facilities in that the state does not own or operate them, but may be classed as semi-public institutions for

the reason that the government consistently employs them for the care of certain classes of its wards, paying for such care from public funds.

In Arizona's past, services to dependent children and children in need of public assistance of any sort were variously provided for under provisions of the laws relating to indigents, sick, and children in danger of being exploited economically. Reference to some of these laws has been made in preceding chapters.

About the time Arizona became a state, specific legislation dealing directly with matters of child welfare began to appear. The Juvenile Court Act of 1912 authorized the Board of Control to provide for dependent children by contracting with non-sectarian private agencies for their care. The Associated Charities of Phoenix apparently was the first such agency to be so employed. In 1914 the Arizona Children's Home Society was founded and was welcomed as a possible solution of the problem. It was not supported by an appropriation, however; instead, the legislature created a State Child Welfare Board, making it responsible for the

2. In addition to the child welfare services provided by government and government-subsidized agencies in the state, there are many children's services afforded by strictly private agencies of various kinds. Such agencies will be omitted from our consideration.

care and protection of destitute and neglected children; and for the administration of aid to mothers of dependent children. This Board continued until 1933 when its duties were taken over by the newly-created State Board of Public Welfare.

The creation of the present State Department of Social Security and Welfare has been covered in Chapter II, and the organization and functions of the county Division of Child Welfare in Chapter III. As has been pointed out, the state programs for child welfare are assisted through the granting of federal funds under the provisions of the Federal Social Security Act. Further details regarding such funds and their use will be given here.

Title V, part 3, of the Social Security Act makes available $1,510,000 to the Children's Bureau to be used in grants to state public welfare agencies for the purpose of establishing, extending, and strengthening public welfare

5. Laws of Arizona, 1921, Chap. 53.
6. The Child Welfare Division does not meet fully the needs of the state for those services, mainly because of lack of sufficient staff in the county departments. Present budgets prevent employing persons to fill all the authorized positions.

Lack of a social work school in Arizona forces residents to leave the state for professional training, or compels the hiring of residents of other states. This represents a serious problem to the department.

The work of the Child Welfare Division has been well accepted by the public. Requests by community officials such as juvenile judges for services provided by the department have been more numerous than the department is able to fill. Public Administration Service, _op. cit._, p. 34.
services for the protection and care of homeless, neglected, and dependent children, and children in danger of becoming delinquent. To each state is allotted $10,000 plus that proportion of the remainder of the total amount which the rural population of the state bears to the total rural population of the United States.

All the states—and also the District of Columbia, Alaska, Hawaii, and Puerto Rico—now have public welfare agencies responsible for social services to children.

Federal funds are used to strengthen and extend local and state child welfare services. For the strengthening of services in local areas, child welfare workers are placed in such areas, usually on the staff of the local public welfare agencies. These workers give case work services to families and children, including unmarried mothers and their infants. Such services, given regardless of economic need, may include working out plans with the unmarried mother and her family in her own home; assisting the mother who is away from home in making living arrangements for herself or for herself and baby, and in utilizing other resources in the community such as health, employment; and recreational services; and, if the mother decides not to keep the baby, placing the child for adoption or arranging for his permanent care. The child welfare services provided

at all levels of administration are under constant scrutiny, and are being altered from time to time to improve and increase the services rendered.

The following section concerns the Juvenile Probation Department in its bearing on child welfare.

Juvenile Probation

Juvenile probation has been called the "fore-runner" of the juvenile court movement. It was practiced in Massachusetts as early as 1830, and was sanctioned by statute in 1878. When the first juvenile court was established in 1899, probation became its recognized handmaiden. Since then its use has grown rapidly. State after state has incorporated it into its machinery for dealing with offenders. The exponents of probation reasoned as follows: Apprehend the child when he first shows signs of delinquency; supervise him so that additional offenses will not be committed; prevent the development of criminal habits and attitudes, then there can be no crime.

Judges, probation officers and social workers have emphasized the possibilities of probation and have shown its efficacy in individual cases. But no authority has answered satisfactorily the imperative questions: What is probation treatment? What can it accomplish? Does it eliminate delinquency and prevent its recurrence?

Probation is a nebulous term. To many persons it is a vague concept somewhat synonymous to "given another chance" or "put under supervision." Probation is not a suspended sentence but is equivalent to one. It does not imply a prescribed program, but probation treatment essentially means treatment fitted to the needs of the child.

Probation in this sense gives the offender a chance to make a satisfactory social adjustment. By avoiding either the stigma of incarceration or the freedom of acquittal, probation treatment
gives opportunity for developing self-control with protection from unwise use of personal freedom.  

Massachusetts was a pioneer state in probation practice. In the Boston Juvenile Court were two judges who may be thanked for much of the progress of recent times in the handling of juvenile problems. These were Judge Harvey Humphrey Baker, in whose memory the Judge Baker Foundation was organized, and Judge Frederick P. Cabot, nationally and internationally recognized as an authority on juvenile delinquency. It has been very largely through the work of the Judge Baker Foundation, its research into the underlying causes of juvenile delinquency, its development of effective techniques in dealing with personality problems of adolescents, and above all, in its stimulation of public interest in the socially vital problems of delinquency that the rapid progress toward the understanding and solving of juvenile delinquency problems has been made.

Today, more than ever before in history, the people of America are aware that the problem of juvenile delinquency is one of national concern. It is not a simple one that can be solved by the passing of laws in state legislatures or in Congress. In the past four decades, beginning with the focus of attention on mental hygiene, it has come to be
recognized that the biggest factors underlying juvenile maladjustment are found in the environment of the growing child. This means that all the influences affecting the child in the home, the school, and society in general, are constantly at work molding and shaping character, influencing habit formation, establishing attitudes, directing the formation of conscience, and in countless ways, obvious and obscure, determining the behavior of the child. Conscious and considered behavior is one thing; unconsciously motivated behavior is another. Since much, if not most, of the behavior of human beings falls within the latter category and since as yet comparatively little is understood regarding unconscious motivation, there is a great field of behavioristic phenomena about which little is known. That the essences of this field are complex and intricate is a well-established fact. That they have a constant and deterministic influence upon the conduct of individuals is similarly recognized.

However, when it comes to deciding just what is the ideal environment in which a child has the best chance of becoming the socially ideal citizen or what type of training is most likely to develop in the individual the traits and characteristics most desirable in a member of society, no one is prepared to state definitely what is best for all.

concerned. There is too much variation among individuals. What is best for one may be the worst for another. The reactions of one individual to a prescribed course of training may be most desirable, while under the same environment another may develop tendencies and habits extremely deplorable from the point of view of society.

It is generally agreed that the influences most effective in the developing of adult character are those to which the individual is subjected as a child. The crucial influences are therefore those provided by the early home environment. Parents, brothers and sisters, neighborhood acquaintances, teachers—these are the ones who are responsible for the direction, and to some degree the intensity, of the development of personality characteristics of the growing child. The home, the community, and society in general, as well as the "natural" inclinations of the individual, all have a significant bearing on the way in which the child will develop and the way in which he will react to the various stimuli he will encounter as he grows older. If it could be determined exactly what constitutes an "ideal" home environment and if such an environment could and should be provided for every youngster, there is still no assurance that every child would develop into a socially acceptable individual.

Since many homes are obviously lacking in an appreciable number of those attributes which are recognized as
desirable in the environment of a child, it is perhaps no great wonder that many boys and girls grow up deprived of those influences that make for good citizenship and a well-rounded development of character. Thousands of young people of every generation are deprived of the vital feeling of security. They must adapt themselves to economic want—a thing difficult even for adults to do. They are faced with innumerable questions, the answers to which are important to their tranquillity of mind, yet the answers are not forthcoming or are palpably distorted for their youthful consumption. The best poised of youngsters find this situation to be extremely disconcerting. For the many who are somewhat uncertain to begin with, such a lack of certainty and assurance may mean the difference between developing into well-balanced adolescents and drifting into attitudes leading to immoral or anti-social behavior.

Students of psychiatry and mental hygiene are coming more and more to realize the vital importance of a wholesome home environment as the preventive of juvenile delinquency and the producer of well-integrated social citizens. When such a home environment is lacking, or when a child for some reason fails to respond to such environment, it is necessary from the standpoint of the welfare of society to provide an influence that will direct the child into channels of conduct that are acceptable to the social group.
One of the means of providing such an influence to individuals of this sort is through the medium of the juvenile court and by means of juvenile probation. By these means it is endeavored to provide for the bewildered or antagonistic child the guidance, understanding, faith, and security that are essential to his normal growth and development.

**Juvenile Probation in Pima County:** In considering local juvenile probation, it will be convenient to contrast the past and present pictures.

Like any other public service, juvenile probation must change from time to time to meet the changing needs of a growing community. From early days until quite recently, no very elaborate probation department was required to meet the needs of Pima County. The county had a comparatively small population, and most of that was rural in character. Old methods and limited facilities were adequate for the time. Eventually, however, the population in this area began to grow rapidly, much of it becoming concentrated in the few larger cities. This naturally called for revised and expanded facilities for dealing with problems requiring the services of the juvenile probation department. Old methods, old facilities, and non-professional staff personnel were no longer sufficient to provide adequate service.

The year 1945 proved to be the turning point in an
unpromising situation. For some time the inadequacy of the department had been apparent, but no concerted effort had been made to bring about the necessary changes. Perhaps it was the state-wide survey made in 1944 by the National Probation Association, their report being entitled "The Juvenile Delinquent and the Adult Offender in Arizona"; or perhaps it was the assignment of a new judge to the juvenile court that focused attention on Pima County's problem. At any rate, the newly-assigned judge in collaboration with the chairman of the Pima County Association for Juveniles (the Reverend Richard Dawson) requested the assistance of the National Probation Association in phases of reorganization of the juvenile court and probation services for Pima County.

Mr. Fred Finsley, Field Consultant of the western office of the National Probation Association, came to Tucson in June of 1945 and made a study of the services and needs of the local probation department and the detention facilities. He conferred with both judges of the Superior Court, the probation and detention staffs, chairman of the Pima County Association for juveniles, members of the police and sheriff's office, the county welfare administrator, and a number of other citizens of Tucson interested in the welfare of children. His report deals with the essential

10. The new judge was the Honorable Evo de Concini, then Judge of the Superior Court.
phases of the program which were in need of attention and action in order to assure proper protection to children coming before the Juvenile Court in this county. Because of its interest to citizens of this community, the report was mimeographed and made available for distribution. It will be referred to extensively here since, perhaps better than any other source of information available, it reveals the following things:

1. The state of juvenile probation in Pima County in the recent years prior to 1945
2. Facilities for the detention of juveniles at that time
3. In what manner a probation department may serve a community
4. What additions in personnel and facilities were considered desirable in order to enable the department to give adequate service.

In 1945, as now, the offices of the Pima County Probation Department were in the courthouse. They consisted then of only two rooms, small, cramped, lacking any means for privacy in interviewing, and hopelessly inadequate even for the limited staff of that time.

The personnel consisted of three full-time workers in the local office, and a part-time probation officer who was also a school teacher residing in Ajo. None of the personnel found then had had special training for this work, and

their experience in their jobs averaged less than two years. With an active case load which had expanded to 434 cases, together with the antiquated methods employed, the handicap of insufficient space, and the inexperience of the too-small staff, the ineffectiveness of the department became a matter for public concern.

According to the Finsley report, no one in the office was assigned specific duties; all, including the part-time stenographer, accepted monthly reports and new cases. None of the personnel could speak Spanish. No case records were kept beyond certain limited information recorded on old-fashioned index cards kept haphazardly in a filing cabinet. Adult and juvenile cases were not segregated in any way. A yearly count of cards in the files provided the figure used to indicate the number of cases handled by the department, although there was nothing to show how many of these cases were carried over from the previous year. Many of the cases indicated as active had been closed. No record was kept of the number of complaints received, or of the cases under active supervision. By checking carefully at the time of the investigation, it was determined that there were then actually sixty-four adult cases and 370 juvenile cases, eighty-eight of the latter being unofficial and 282 official.

Thorough social investigation of cases was seldom made.
Some cases were disposed of by the court without an investigation; in others, an incomplete social history was obtained. Probation officers usually reported orally to the court; few investigations were reduced to writing. Little understanding was obtained of the individual child or of his background or the cause of his delinquency. Without such information, intelligent decisions by the court could not be guaranteed. In cases of children committed to institutions, due to the lack of records setting forth the nature of the offense, previous court experiences, the personal and family history and relationships, and information concerning the physical, mental, and emotional make-up of the child, appropriate plans for probation could not be formulated.

Probation supervision was limited to office calls made by the probationer each month to report his activities. The probation officer had no means of knowing of adjustments made except for statements of the child, as few field contacts were maintained. A child could cease reporting, or even run away, without the immediate knowledge of the probation officer.

Case loads were made greater by the fact that many cases which might properly have been referred to more appropriate agencies were not so referred. Thus the department was further handicapped and prevented from devoting time to cases which actually belonged in the Juvenile Court.
Absence of adequate intake policies resulted in the department's undertaking some investigations which properly belonged to the police. Little use was made of available resources and facilities of the community. For example, the department neither registered nor cleared cases with the Social Service Exchange in Tucson, which might have saved the probation officer much time and work by supplying information already in the records of that organization.

The foregoing is a brief picture of juvenile probation administration in Pima County in June of 1945, as portrayed by the report of the National Probation Association's representative. He stated that the lack of sufficient clerical help and the pressure of the work load upon an undersized and improperly trained staff, rather than malfeasance of the staff personnel, were responsible for the inadequacies of the department. To handle properly the load of the department at that time, he maintained, would require an increase of the staff to a total of eight probation officers including the chief and assistant chief, with four stenographers to prepare the necessary investigations and field reports and to handle other office routine matters.

The Juvenile Probation Department as it exists today presents a far different picture. It is divided into Adult and Juvenile Departments. At present the Juvenile Department staff includes a chief probation officer, two full-time
male deputies, a part-time male deputy who is also parole officer for the State Industrial School, and a woman deputy who handles all feminine juvenile cases. She also does some work with boys, but the male deputies have no contact with girls.

The Pima County Adult Probation Department consists of only one man; his intake is limited to adults placed on probation by the Superior Court. In March of 1948, 198 adults under suspended sentence were on his active rolls. The Juvenile Department receives not only children who are referred by the Juvenile Court, but also investigates referrals made by the police, sheriff's office, schools, and others.

The following excerpts from the juvenile code outline the policy, purpose, and procedure of the Juvenile Court and the probation office.

The "Juvenile Court" means the Superior Court when exercising its jurisdiction over dependent, neglected, and delinquent children, or children under the age of eighteen years who are accused of crimes. A neglected child includes:

1. A child abandoned by its parents, guardian, or custodian

2. A child who lacks proper parental control by reason of the fault of the parent, guardian, or custodian

3. A child whose parent, guardian, or custodian neglects or refuses to provide proper or necessary subsistence, education, medical and surgical care, or other care necessary for his health, morals, or well-being.

4. A child whose parent, guardian, or custodian refuses or neglects to provide special care made necessary by his mental condition.

5. A child who is found in a disreputable place, or who associated with vagrant, vicious, or immoral persons.

6. A child who engages in an occupation, occupies a position, or invites conditions dangerous to life or limb or injurious to the health or morals of himself or others.

7. Any child who is subjected to cruel and inhuman treatment and shows the effect of being physically mistreated.

A dependent child includes one who is homeless or destitute, or without proper support or care through no fault of his parent or guardian, and a child who lacks the proper care by reason of the mental or physical condition of his parents, guardian, or custodian.

A delinquent child includes:

1. A child who has violated any law of the state, or any regulation of a political subdivision thereof.

2. A child who, by reason of being incorrigible, wayward, or habitually disobedient, is uncontrolled by his parents, guardian, or custodian.

3. A child who is habitually truant from school or home.

4. A child who habitually so deports himself as to injure or endanger the morals or health of himself or others.

The Superior Court has exclusive original jurisdiction in all proceedings and matters affecting children in the above categories. All records of the proceedings of the
Juvenile Court are kept confidential and are not open for inspection or copy by anyone other than the parties in interest, the representatives of the court and the probation officers, except under order of the court expressly permitting inspection or copy.

Juvenile hearings are informal and are usually held by the judge in his chambers, without the intervention of a jury. The judge may make such order for the commitment, custody and care of the child as the child's own good and the interests of the state require. He may commit the child:

1. To the care of his parents, subject to the jurisdiction of the probation officer
2. Directly to a probation officer, subject to such conditions as the judge may impose
3. To a suitable institution
4. To an association willing to receive him
5. To a reputable citizen of good moral character
6. To an appropriate public or private agency authorized to care for children
7. To a suitable school
8. To the State Industrial School
9. To a school or institution provided for girl offenders.

In any case, the Juvenile Court may make an order directing the parent of a child to contribute to his support such sum as the judge may determine, or may allow a reasonable sum for the support of the child at the expense of the county.
In the proceedings affecting a neglected, dependent, or delinquent child, the judge may appoint a referee to hear the matter and report his conclusions and recommendations to the court. When confirmed by an order of the court, such recommendation becomes the judgment of the court.

It must be distinctly understood that an adjudication by the Juvenile Court upon the status of a child shall not operate to impose any civil disability, nor shall any child be deemed a criminal by reason thereof. Upon the expiration of the period of probation, or following the expiration of two years after the discharge of a child from the institution to which he may have been committed, the Juvenile Court shall order the clerk to destroy the records of the proceedings.

With regard to the functions of the probation officers themselves, it can be said that their activities differ only in detail from those of other social case workers. The probation officer often helps in finding employment and makes adjustments concerning wages, hours, and relations to superiors and fellow workmen. He suggests the use of recreational facilities and attempts to see that they are actually available. The interests of clergymen and school teachers are secured in order to pave the way for re-entrance into the church or classroom. Sometimes he helps the probationer find a suitable place to live, and makes arrangements about
payment for board and room. Often the child is referred to health agencies for examination or treatment. Probation officers often do many of these things without any judicial action being taken.

The department has no funds with which to render assistance, and in order to accomplish many of the services outlined above, other community resources must be utilized. For instance, children in need of foster home placement are referred to the Child Welfare Department or the Catholic Social Service. Vagrant youths are provided with meals by the Salvation Army.

The really important part of probation consists of the personal give-and-take between the officer and the probationer. It must be described in terms of those elusive aspects of conduct which we call attitudes, rather than in terms of formal procedure. Probation is not merely giving the offender another chance, nor is it that plus supervision. More important than either of these are the interpretation of the delinquent to himself, redirection of his interests, transference of his group loyalties, and provision of opportunities to succeed in tasks that will both satisfy his fundamental desires and bring social approval. Hence, probation is a type of social treatment involving both understanding and guidance in the development of wholesome attitudes and social relations. It is economical in
terms of monetary costs, and it pays large dividends in re-
duced social wastage.

The yearly intake statistics for the period September
1, 1945 to August 31, 1946 indicate a total of 1,594 re-
ferrals (1,161 boys and 433 girls). The highest incidence
of delinquency is found among the teen-agers, and the
greatest number of referrals is received from the police,
the sheriff's office, parents themselves, and the schools,
in the order named. The most common reason for referral is
neglect and dependency (357 cases) followed by traffic vio-
lations (172 cases), runaways (131 cases), petit larceny
(127 cases), and morals (112 cases). These represent the
major reasons for referral, but the probation office breaks
down the referrals into more than forty categories, many of
which indicate no more than one to nine offenders per year.

Tables I, II, and III represent the yearly statistical
records of the Pima County Juvenile Probation Department for
the period September 1, 1946 to August 31, 1947.

Juvenile Detention in Pima County

The report which provided information regarding condi-
tions in the Juvenile Probation Department in 1945 also fur-
nishes us with a picture of the facilities for the detention
of juveniles awaiting court hearing or commitment to an
TABLE I
CASE LOAD OF PIMA COUNTY JUVENILE PROBATION DEPARTMENT
FOR PERIOD FROM SEPTEMBER 1, 1946 TO AUGUST 31, 1947

<table>
<thead>
<tr>
<th>Data Category</th>
<th>Official</th>
<th>Unofficial</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Boys</td>
<td>Girls</td>
</tr>
<tr>
<td>Cases under care 1st of year</td>
<td>210</td>
<td>85</td>
</tr>
<tr>
<td>Cases received during year</td>
<td>261</td>
<td>131</td>
</tr>
<tr>
<td>Cases under care during year</td>
<td>471</td>
<td>216</td>
</tr>
<tr>
<td>Cases disposed of during year</td>
<td></td>
<td></td>
</tr>
<tr>
<td>A. Dismissed</td>
<td>51</td>
<td>32</td>
</tr>
<tr>
<td>B. Released</td>
<td>114</td>
<td>38</td>
</tr>
<tr>
<td>C. Committed</td>
<td></td>
<td></td>
</tr>
<tr>
<td>State Industrial School</td>
<td>28</td>
<td></td>
</tr>
<tr>
<td>Convent</td>
<td></td>
<td>26</td>
</tr>
<tr>
<td>Welfare Board</td>
<td>22</td>
<td>21</td>
</tr>
<tr>
<td>Catholic Social Service</td>
<td>3</td>
<td>10</td>
</tr>
<tr>
<td>Others</td>
<td>17</td>
<td>5</td>
</tr>
<tr>
<td>Total</td>
<td>235</td>
<td>132</td>
</tr>
<tr>
<td>Cases under care at end of year</td>
<td>236</td>
<td>84</td>
</tr>
<tr>
<td>Investigation for intake</td>
<td>445</td>
<td>418</td>
</tr>
</tbody>
</table>
### TABLE II

**REPORT OF INTAKE, PIMA COUNTY JUVENILE PROBATION DEPARTMENT**

**FOR PERIOD FROM SEPTEMBER 1, 1946 TO AUGUST 31, 1947**

<table>
<thead>
<tr>
<th>Boys</th>
<th>Girls</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A. Applications</strong></td>
<td></td>
</tr>
<tr>
<td>1. New</td>
<td>1,051</td>
</tr>
<tr>
<td>2. Official</td>
<td>128</td>
</tr>
<tr>
<td>3. Unofficial</td>
<td>59</td>
</tr>
<tr>
<td>4. Old</td>
<td>295</td>
</tr>
<tr>
<td>5. Other jurisdiction</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total applications during year</strong></td>
<td>1,533</td>
</tr>
<tr>
<td><strong>Cases pending from last year</strong></td>
<td>6</td>
</tr>
<tr>
<td><strong>Total cases handled in intake</strong></td>
<td>1,539</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Boys</th>
<th>Girls</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>B. Disposition of cases</strong></td>
<td></td>
</tr>
<tr>
<td>1. Assigned to probation officer</td>
<td>611</td>
</tr>
<tr>
<td>a. Official</td>
<td>294</td>
</tr>
<tr>
<td>b. Unofficial</td>
<td>317</td>
</tr>
<tr>
<td>2. Adjusted at intake</td>
<td>582</td>
</tr>
<tr>
<td>3. Referred to other agencies</td>
<td>339</td>
</tr>
<tr>
<td><strong>Total cases disposed of in intake</strong></td>
<td>1,532</td>
</tr>
<tr>
<td><strong>Cases pending at end of year</strong></td>
<td>7</td>
</tr>
</tbody>
</table>
## TABLE III

PIMA COUNTY JUVENILE PROBATION DEPARTMENT
YEARLY INTAKE STATISTICS FOR PERIOD
SEPTEMBER 1, 1946 TO AUGUST 31, 1947

<table>
<thead>
<tr>
<th>Referrals</th>
<th>Reason for Referral</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boys</td>
<td>1,533</td>
</tr>
<tr>
<td>Girls</td>
<td>452</td>
</tr>
<tr>
<td>Total</td>
<td>1,985</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Reason for Referral</th>
<th>Traffic violation</th>
<th>Neglected and dependent</th>
<th>Petit larceny</th>
<th>Runaway</th>
<th>Morals</th>
<th>Malicious mischief</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>573</td>
<td>327</td>
<td>179</td>
<td>148</td>
<td>136</td>
<td>110</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Referred by</th>
<th>Tucson police 1,038</th>
<th>Sheriff's office 296</th>
<th>Highway dept. 19</th>
<th>Probation dept. 52</th>
<th>Parents 168</th>
<th>Schools 87</th>
<th>Others 325</th>
<th>Total 1,985</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic violation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Neglected and dependent</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Petit larceny</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Runaway</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Morals</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Malicious mischief</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Race</th>
<th>White 1,156</th>
<th>Mexican 675</th>
<th>Indian 43</th>
<th>Negro 99</th>
<th>Others 12</th>
<th>Total 1,985</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic violation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Neglected and dependent</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Petit larceny</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Runaway</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Morals</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Malicious mischief</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Religion</th>
<th>Catholic 988</th>
<th>Protestant 865</th>
<th>Jewish 34</th>
<th>Others 24</th>
<th>None 74</th>
<th>Total 1,985</th>
</tr>
</thead>
<tbody>
<tr>
<td>Traffic violation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Neglected and dependent</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Petit larceny</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Runaway</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Morals</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Malicious mischief</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Other Reason</th>
<th>Consultation and guidance</th>
<th>Simple battery</th>
<th>Fighting</th>
<th>Aggravated assault</th>
<th>Unmanageable</th>
<th>Robbery</th>
<th>Simple assault</th>
<th>Horse theft</th>
<th>Possession of stolen property</th>
<th>Breaking &amp; entering</th>
<th>Riding stolen horse</th>
<th>Unlawful hunting</th>
<th>Armed robbery</th>
<th>Mail theft</th>
<th>Others</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consultation and</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>guidance</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Breaking &amp; entering</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Riding stolen horse</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unlawful hunting</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Armed robbery</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mail theft</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Others</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1,985</td>
</tr>
</tbody>
</table>
### TABLE III (cont.)

<table>
<thead>
<tr>
<th>Age Groups</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>48</td>
</tr>
<tr>
<td>2</td>
<td>32</td>
</tr>
<tr>
<td>3</td>
<td>31</td>
</tr>
<tr>
<td>4</td>
<td>24</td>
</tr>
<tr>
<td>5</td>
<td>29</td>
</tr>
<tr>
<td>6</td>
<td>34</td>
</tr>
<tr>
<td>7</td>
<td>32</td>
</tr>
<tr>
<td>8</td>
<td>43</td>
</tr>
<tr>
<td>9</td>
<td>59</td>
</tr>
<tr>
<td>10</td>
<td>68</td>
</tr>
<tr>
<td>11</td>
<td>95</td>
</tr>
<tr>
<td>12</td>
<td>127</td>
</tr>
<tr>
<td>13</td>
<td>151</td>
</tr>
<tr>
<td>14</td>
<td>259</td>
</tr>
<tr>
<td>15</td>
<td>241</td>
</tr>
<tr>
<td>16</td>
<td>362</td>
</tr>
<tr>
<td>17</td>
<td>335</td>
</tr>
<tr>
<td>18 and over</td>
<td>14</td>
</tr>
<tr>
<td>Unknown</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>1,985</td>
</tr>
</tbody>
</table>
institution or other custody. At the time of the investigation and, in fact, until the spring of 1948, there were in Pima County only two facilities for such detention, namely, the county jail and a privately-operated juvenile detention home. Regarding the former, page 7 of the report offers the following comment:

Holding confused, impressionable, and often emotionally maladjusted children in jail with drunkards, prostitutes and hardened criminals is a disgrace to any community and it is all too common throughout the country. It is one of the most demoralizing and degrading experiences that can befall a child, yet 431 children were held in the Pima County jail in 1943, one for as long as 87 days. Jail statistics for the first quarter of 1944 could not be found, but records for the last three quarters of 1944 and the first quarter of 1945, revealed that 382 children had been in jail during the one-year period.

The jail experiences of most of these children have left marks that cannot be eliminated or erased by the more kindly juvenile court treatment.

An attempt has been made to improve the situation by isolating a section of the jail on the third floor, and calling it the juvenile quarters. However, there is little if any actual improvement, inasmuch as the so-called juvenile quarters are still a part of the county jail. It is necessary to take children through the sheriff's office and by other cells in order to reach the juvenile quarters, and the requirements of the law for separate detention of children have not yet been met. At the time of the writer's visit, two boys were being held in jail and they were not even in the juvenile quarters but in the adult section.

13. Finsley, F. *op. cit.*
It is recommended that the practice of holding juveniles in jail be stopped.

A candid, if unflattering, picture of Pima County's provision for the detention of younger juveniles in 1945 may be gained from pages 8 and 9 of the report, quoted below:

The detention facilities in Pima County consist of a large, one-story private dwelling house located in the residential district about one mile from the court house. The staff is composed of two elderly women: the superintendent, who is 76 years of age, and her 81-year-old assistant. In addition a woman comes in each Monday to help with the washing and ironing. The only adult male around the home is an attorney who rooms there and is there at night but who has no official capacity.

Babies and small children are cared for in a bedroom of the house. The girls sleep in the basement and the boys sleep in a small building in the back yard. There is little supervision and no one is on duty at night. Late admittances are made by arousing the superintendent.

A small building has been erected in the yard for the lavatory and showers. The back yard is approximately 25 x 30 feet and is enclosed by a wooden fence about 4 feet high. The yard is gravelled and void of any recreational apparatus. There is no school program at the home and the children are not given a physical examination before being admitted. No regular medical service is provided or available to the detention home. The probation department sends all of the girls who have had or are suspected of having had sexual relations to the venereal clinic for an examination, but in cases where girls are taken to the home at night the other children may be exposed to venereal infection.

The children must amuse themselves as best they can for there is no recreational program or organized activities for leisure time. The older girls help with the housework and the older boys
make their own beds, but other than that there is no regular work schedule.

The average number of children held in this home ranges from six to ten, although at times there may be more. During 1943 the home cared for about 166 children. In 1944, 215 children were detained for a total of 1,970 days. For the first five months of 1945 the records available revealed that 102 children had been held. These figures are open to question as there has been no regular recording of admissions and releases. They were taken from the daily population sheets in the board of supervisors office, which was the record used for making payment to the superintendent. (The county pays the superintendent $1.25 per day for each child.) Furthermore, some of the children counted in January and February probably were the same children counted in November and December of the previous year.

From the records available it was noted that one child remained 136 days, another 79 days, and still another 63 days. Many were kept over 30 days. Again it is possible that some of these children were there longer than above indicated, for the writer saw only the 1944 and early 1945 records and some of the same boys and girls may have been there late in 1943. It should not be forgotten that a detention home is designed to give only temporary and emergency shelter. The time that children spend here should be greatly reduced.

In continuing his discussion of the Pima County detention facilities, Mr. Finsley listed the essential features of a juvenile detention home as recommended by the Juvenile Court Standards adopted jointly by the National Probation Association and the United States Children's Bureau in 1923. These essential features are quoted below:

(a) The juvenile court, if not actually operating the detention home, should control its policies and the admission and release of the children.

(b) Provision should be made within the home for segregation of sexes and types of children, and for adequate isolation facilities and medical care.

(c) Adequate facilities should be provided for the study of the child's physical and mental health, but except in rare instances the detention home should not be used primarily for this purpose.

(d) There should be specialized school work for the children detained, and recreational facilities should be provided. The daily program of activities should be full and varied in order that constructive interests may supplant morbid tendencies and undesirable companionships. Opportunity should be given for the exercise of the child's religious duties.

(e) Effective supervision should be maintained at all times.

(f) The detention home should not be used as a disciplinary institution.

Pima County's detention facilities, Mr. Finsley pointed out, failed to meet these minimum requirements in almost every particular.

The present detention home was neither planned nor intended to be used for such purpose. It would not be practical to try to bring about all the needed and necessary changes in the present site. The county is in dire need of a new detention home and should erect a new building housing the juvenile court, probation department, and detention quarters.

Another need, he stated, was for additional foster and temporary boarding home placements in the community. While
the Welfare Department licenses a limited number of such homes, more might be made available, he believed, if the Probation Department would make greater use of them.

The final three pages of Mr. Finsley's report summarize the recommendations which he offered in 1945 for the improvement of the Pima County Probation Department. They not only disclose what in his opinion was needed to improve the probation services in Pima County at that time, but also give a fair indication of the type of child welfare services which might be expected of any juvenile probation department operating under ideal conditions. With the latter consideration foremost in mind, we include below the main substance of his summary of recommendations:

1. Larger and better office accommodations for the Probation Department, including a waiting room and a small office for each member of the staff.

2. Increase in the number of probation officers and stenographers in the department, some of whom should be Spanish speaking.


4. The following steps should be included in the case work of the probation department:
   a. That each case receive a complete and thorough social investigation which should include information concerning the offense, previous record if any, the personal and family history and relationships, physical, mental, and emotional examinations, and an analysis of the data and recommendations for disposition.
b. That such investigations should be reduced to writing, submitted to the judge and kept on file. Copies should be sent to the training school in cases where a commitment has been ordered.

c. That carefully prepared probation plans based on each child's history and needs be adopted.

d. That office reporting be used only in selected cases, but that regular home visits and other elements of good case work supervision be used.

e. That a system of reviewing cases with the probation officer be instituted, either by a case supervisor or by the chief probation officer.

f. That definite intake policies, defining the services the Probation Department can render and its limitations be formulated, with the approval of the court.

g. That the Probation Department become more familiar with the other agencies in the community and use every available resource.

h. That all cases be registered and cleared through the Social Service Exchange.

5. To provide proper detention facilities it is recommended:
   a. That the practice of holding juveniles in jail be stopped.

b. That a new building be erected to house the juvenile court, the Probation Department, and detention quarters; and that the standards of the United States Children's Bureau and the National Probation Association be considered in planning a detention program.

c. That the use of foster and temporary boarding homes be expanded, especially in the cases of babies and younger children who cannot receive adequate care at the present detention home.

d. That the time children are held in the detention home be reduced.

6. The judge should participate in the formulation of matters of policy concerning the Probation Department.
7. When it is necessary to detain children to await court hearing, the judge should sign the detention order.

8. An in-service training program should be adopted and regular staff meetings should be held.

9. Medical services and facilities should be made available to the court, the Probation Department, and the detention home. Psychiatric services should be included when necessary.

10. The Probation Department should continue the service of mental testing and broaden the program to include emotional and vocational testing as well.

11. The juvenile court and the preventive and corrective work it is doing should be interpreted to the community.

Between 1945, when the survey referred to above was made, and today notable improvements have been made in the facilities for juvenile detention in Pima County. Quite obviously, the reconstruction of the entire Probation Department and its facilities to meet all the recommendations of the quoted report would require a longer period of time and a considerable expenditure of money. In the brief time and with the limited funds available since 1945, it has not been possible to build complete new quarters to house all the activities of the department. While the provisions for the detention of younger children have been improved through more adequate supervision, they are still far below the ideals of the department. Older girls, when they must be detained, are still housed in the women's section of the county jail. Here they are segregated from adult prisoners it is true, but the department looks forward to the time when girls may be
provided for entirely separate from the jail in quarters strictly their own.

Outwardly the greatest gain for the department is indicated by the new quarters for the administration, and by the recently opened detention facilities for older boys. They are housed on the third floor of the county court house, which represents a great improvement over the old accommodations. The offices are sufficiently numerous to allow each worker to interview cases privately and without interruption. They are large, well lighted, and airy. A combination reception and waiting room affords a comfortable place where clients may rest while waiting for appointments. Visitors are assured of highly efficient and courteous service by the personnel now in the employ of the department. Spanish-speaking clients are no longer at a loss, for members of the staff can confer with them in their own language.

The boys' detention quarters are located to the rear of the offices. Here are detained temporarily boys aged fifteen to seventeen who are awaiting court hearing or placement. Construction of the quarters was begun in 1947. They were completed and ready for use on the first day of April, 1948. The quarters consist of four large rooms, one of which is furnished as a day room with comfortable chairs, books and magazines, table and writing materials. The remaining three rooms are used for sleeping quarters. Each has accommodations for five individuals, and each is provided with
modern plumbing fixtures. A single shower room provides bathing facilities. All the rooms are comfortably furnished and kept spotlessly clean. While the detention quarters in appearance resemble a jail in some respects and are not ideal, as the recommended new building might be, they are vastly better than the old accommodations in the county jail.

Other improvements in the facilities of the Probation Department at present are in the planning stage.

Less obvious, but perhaps far more important than the physical additions, are the improvements in the administration of the department brought about by the present personnel of the staff. As a result of their knowledge gained from training and experience, the entire operation of the department has been revised to meet the standards and specifications recommended by the National Juvenile Association.

The Arizona Children's Home

As pointed out earlier in this chapter, the Arizona Children's Home is not a state-owned institution, although it is employed by the state in providing public welfare service. The Home, which is located in Tucson, is owned and operated by the Arizona Children's Home Association. It has capacity sufficient to care for thirty-five children at any one time. This institution provides a home for dependent and homeless normal children from birth to thirteen years of age, from anywhere in the state, regardless of race or creed.
Medical care is provided by the Home for the children when necessary, and dental attention is given through the city schools. The families of children cared for by the Home are expected to pay for their care if they are able, but otherwise the service is provided free; no child is ever rejected because of lack of funds. The Home also acts as a child-placing agency.

The Florence Crittenton Home

The Florence Crittenton Home, located in Phoenix, is another of the private institutions in Arizona whose facilities are employed by the state in providing public welfare services. The historical background of the Home is worthy of mention here:

The Florence Crittenton Mission is an organization of national scope founded by Charles Nelson Crittenton in honor of his deceased daughter Florence. He gave up his business and spent most of his time in establishing homes and schools for the care of friendless, homeless and unfortunate girls. In 1895 the work in various cities was combined under the charter of the corporation known as the National Florence Crittenton Mission. Today there are over seventy homes and schools in the United States and five abroad.

The Florence Crittenton Home at Phoenix was established in 1896, and is the oldest recognized social welfare agency in that city. It is a private, non-sectarian agency.

licensed by the State Board of Social Security and Welfare. Its purpose is primarily to provide care for unmarried mothers; and for this it offers prenatal, confinement, and postnatal care to pregnant, unmarried women or girls. Hospitalization is provided, and the mother may remain in the Home for a time after the birth of the baby.

Financial support is through allocations from the Community Chest, donations, and fees for board, lodging, and maternity service. Persons who are able to are expected to pay for their care, but those unable to pay are given care free of charge.

The Home is concerned with both the present and the future welfare of the mother and the child; while not licensed to make child placements, it cooperates with social agencies within the community that are licensed to place children for adoption.

Rules concerning admission to the Home are as follows:

1. The Home will admit any pregnant, unmarried woman or girl (except Negro) who is in need of the care and protection offered.

2. Girls may be admitted on court commitment for pregnancy only.

3. A married woman who is pregnant by a man other than her husband may be admitted.

4. The agency requires that the girl remain in the Home until discharged by the physician, a minimum of six weeks following delivery.

5. A social case history is required on every case prior to admission.
6. Mothers are charged forty dollars for hospitalization, and fifty dollars per month for other care in the Home.

7. No case is refused because of inability of the girl to pay. Approximately 40 percent of all cases make no payment for care; others pay all or part of the cost according to their ability.

The facilities of the Home are adequate to accommodate thirty patients at one time. In 1946 a total of 103 girls received care at the Home. Of these, twenty-one were from the city of Phoenix, twenty came from Maricopa County outside the city of Phoenix, twenty-nine were from the remainder of the state of Arizona, and thirty-three were from localities outside this state. The average length of stay in the institution is five months.

Table IV, page 112, gives a statistical report of the Florence Crittenton Home at Phoenix for the fiscal year of 1946-47.

The Convent of the Good Shepherd

As is pointed out in a later section dealing with the State Industrial School, Arizona has no state-supported institution for the confinement and training of delinquent

18. Ibid., p. 56.
<table>
<thead>
<tr>
<th>Table IV</th>
</tr>
</thead>
<tbody>
<tr>
<td>STATISTICAL REPORT, FLORENCE CRITTENTON HOME, FOR THE FISCAL YEAR OF 1946-47</td>
</tr>
</tbody>
</table>

1. Average enrollment for the year: 9 girls

2. Classification of girls received:

<table>
<thead>
<tr>
<th>a. State of girl's birth</th>
<th>f. Last grade of school attended</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arizona</td>
<td>11 1st grade</td>
</tr>
<tr>
<td>Oklahoma</td>
<td>3 6th</td>
</tr>
<tr>
<td>California</td>
<td>1 7th</td>
</tr>
<tr>
<td>Texas</td>
<td>1 8th, B</td>
</tr>
<tr>
<td>Iowa</td>
<td>1 8th, A</td>
</tr>
<tr>
<td>Ohio</td>
<td>1 9th</td>
</tr>
<tr>
<td>b. Race</td>
<td>10th</td>
</tr>
<tr>
<td>American</td>
<td>9 11th</td>
</tr>
<tr>
<td>Mexican</td>
<td>9 12th</td>
</tr>
<tr>
<td>c. Religion</td>
<td>Special class</td>
</tr>
<tr>
<td>Catholic</td>
<td>12</td>
</tr>
<tr>
<td>Mormon</td>
<td>3</td>
</tr>
<tr>
<td>Protestant</td>
<td>3</td>
</tr>
<tr>
<td>d. County from which committed</td>
<td></td>
</tr>
<tr>
<td>Pima</td>
<td>9</td>
</tr>
<tr>
<td>Maricopa</td>
<td>5</td>
</tr>
<tr>
<td>Yavapai</td>
<td>2 15 years</td>
</tr>
<tr>
<td>Gila</td>
<td>1 16</td>
</tr>
<tr>
<td>Graham</td>
<td>1 17</td>
</tr>
<tr>
<td>e. Age</td>
<td>19 18</td>
</tr>
<tr>
<td>13 years</td>
<td>1</td>
</tr>
<tr>
<td>14</td>
<td>2 20</td>
</tr>
<tr>
<td>15</td>
<td>3 21</td>
</tr>
<tr>
<td>16</td>
<td>7 23</td>
</tr>
<tr>
<td>17</td>
<td>4 31</td>
</tr>
<tr>
<td>18</td>
<td>1 Unknown</td>
</tr>
<tr>
<td>g. Age of baby's father</td>
<td></td>
</tr>
<tr>
<td>15 years</td>
<td>1</td>
</tr>
</tbody>
</table>

112
girls. The Convent of the Good Shepherd, although a private institution, serves as an industrial school for delinquent girls committed to its care by the juvenile courts of the various counties of the state.

In every case of a girl committed to this institution, a complete case history of the individual is provided at the time of commitment. Girls may remain in the institution until the age of twenty-one, or may be released at any time at the discretion of the institution. The majority of them are released within one year of the time of their admission.

The educational program is planned to offer the same curriculum as that of the public schools, for both grade and high school levels. The school is accredited by the State Board of Education, thus making it possible for the girls to follow an uninterrupted school program while in the Convent. In addition to the regular courses, industrial training is given in such vocations as steam press operation, laundry work, office work, and domestic science. Lay teachers are employed who specialize in teaching certain subjects or particular grades. The small-sized classes allow for individual help.

The day-by-day living program is systematized. Every hour of the day is utilized on a schedule of duties, schooling, recreation, food and rest. Movies are shown once a
week. Relatives may visit during one week out of each month. Mail is censored, although the number of letters is not limited. Girls receive a routine physical examination weekly by a paid physician. Any who become sick are removed from the Convent to a local hospital.

The buildings and equipment of the Convent at Phoenix compare favorably with any such institution in the United States. The architecture is attractive. Rooms are spacious and well designed and decorated. While the buildings and grounds are designed to insure the confinement of the girls, there is little feeling of it being a jail. The appearance of the institution gives the impression that it might be a select type of school. The equipment throughout is of the best quality. It includes the most up-to-date schoolroom facilities, attractive furnishings, excellent laundry and cooking equipment, and a complete playground. Well-equipped rooms are available for physical examinations and sick care.

The normal capacity of the Convent is 120 girls, but it is possible in emergency to expand to accommodate 180. Most of the girls are considered to be "moral delinquents." Of the 262 girls in residence at some time during the year 1945-46, 174 were detention cases. The remaining eighty-eight were committed by juvenile courts, twenty-six of them from Maricopa County and the remaining ones from other counties of Arizona.
The Convent is not a tax-supported institution. Part of the funds required for its operation are realized from private donations, from the sale of produce raised on the twenty-acre farm belonging to the agency, and from the sale of gifts made by the Sisters. In addition, the county responsible for each girl committed pays the institution two dollars per day for the cost of her care. The total cost of operation for the year 1945-46 amounted to $112,673.00.

The institution's staff includes ten Catholic Sisters, four lay teachers, one lay cook, and four men who do the farm work and attend to the maintenance and repair of grounds and buildings.

The agency actually has two boards of directors. One is composed of four of the Catholic Sisters who determine the policies of the agency, consider the problems of operation, and make decisions regarding the staff and the children. The second is a lay board consisting of six men who are concerned with financing the institution. This lay board meets only once a year, unless called for a special purpose.

In addition to accepting delinquent girls committed by the juvenile courts of all the counties of the state, the Convent serves as a juvenile detention home for girls of Maricopa County who require detention. When one has visited

---

the Convent with its beautiful buildings and surroundings, its considerate and competent staff, and its facilities for education and wholesome recreation, then considers the Pima County jail and the "detention home" in Tucson which are the sole provisions for girls requiring detention in this county, one cannot but notice the contrast.

A relatively small but not an unimportant number of the future adult citizens of Pima County have a way of getting off to a wrong start in life. When this happens, it is an accepted responsibility of the county with its facilities to help the individual get back on the right road. It is extremely doubtful that the present county provisions are adequate for this task. It is unfortunate that all delinquent girls are not allowed opportunities for adjustment and corrective education equal to those provided by the Convent of the Good Shepherd.

The original Convent of the Good Shepherd was founded in France over 300 years ago by one of these Catholic Sisterhoods. Its purpose was to provide care and protection for delinquent girls and for "fallen" women. Today it operates homes for delinquent girls and prisons for women in all the principal countries of the world. All the convents are governed by the original "mother house" in France. Convents in the United States are grouped under six different divisions or provinces. The Convent at
Phoenix is one of those under the St. Louis province.

The principal work is still, as it was in the beginning, in dealing with delinquent girls and criminal women. The Phoenix Convent deals only with girls between the ages of twelve and eighteen, although a girl committed before reaching eighteen years of age may be kept until the age of twenty-one if it is deemed advisable.

The Convent is especially staffed and equipped to care for girls who are sexually or morally delinquent and, while it may receive girls who are not specifically delinquent in that sense, it is particularly well qualified to offer training and guidance to such delinquents.
CHAPTER VI
SERVICES TO THE PHYSICALLY AND MENTALLY HANDICAPPED

Public welfare for physically and mentally handicapped persons involves a many-faceted program. This chapter will take up first the services for the physically handicapped, and second those for the mentally handicapped of Arizona. The topics covered will be as follows:

1. Vocational rehabilitation
2. Services for the blind
3. Services for crippled children
4. Comstock Hospital
5. The State Welfare Sanatorium
6. Care for the insane
7. Arizona Children's Colony
8. Specialized services in the Tucson public schools

Services for the Physically Handicapped

Vocational Rehabilitation: In the treatment of this topic we shall first endeavor to present an overall view of the rehabilitation program and its significance in the United States, then explain the program as it is found in operation in Arizona and the local community.

1. The information in this section was obtained from an interview with Mr. C.F. Orvis, Counselor, Vocational
Vocational rehabilitation is a service made possible by the cooperation of the federal and state governments. It is provided in all the states and in the District of Columbia, Puerto Rico, and Hawaii for all men and women over sixteen years of age who have disabilities or handicaps which prevent them from earning a living. Its overall aim is to restore to self-support any person who has an employment handicap resulting from disease, accident, or congenital causes.

The need for such a service on a nation-wide scale may not be apparent until attention is given to the number of persons in this country who are prevented by physical and mental handicaps from earning their own living and who therefore must depend upon public welfare, charity organizations, or relatives for their subsistence.

It is estimated that in 1940 there were in the United States some six and one-half million disabled males between the ages of fifteen and sixty-four years, men who normally would be income-producing. To this figure must be added the numbers of disabled or handicapped veterans of the recent war, those handicapped as a result of industrial accidents and disease since 1940, and the considerable number of

1. (cont.) Rehabilitation Division, Department of Vocational Education, and from pamphlets obtained from the local office of that Department.
handicapped women not included in the estimate above, in order to indicate the importance and extent of the rehabilitation problem today. Few realize that each year there are some 350,000 individuals permanently disabled by accidents alone.

A grand total of the handicapped in this country today indicates that one person out of every sixteen of the general population, or one in seven of our male working population, requires physical or vocational rehabilitation or special placement aids if he is to be successfully employed.

During the first four years of war there were approximately 17,000 amputations in the Army, but during this same period there were 120,000 major amputations from disease and accidents in our civilian population. Eleven thousand soldiers were wounded on the beaches of Normandy during the first ten days after D-Day, yet even with curtailed traffic, automobile accidents alone accounted for more than twice that many civilian casualties in the same ten days.

The rehabilitation program for persons with defective hearing will be used to illustrate the sort of services offered to all types of handicapped persons.

The number of persons in the United States with hearing deficiencies has been placed as high as ten million. Estimates vary as to the number of men and women in the normal working force—those between the ages of sixteen and

3. Ibid.
sixty-five—whose deafness or difficulty of hearing constitutes a job handicap, but the total safely can be placed at 239,000 at least. A survey conducted by the United States Public Health Service discloses that there are at least 206,250 partly deaf men and women and 32,750 totally deaf persons who are eligible for services under the state vocational rehabilitation programs. The state programs provide the following services:

1. Individual counseling and guidance
2. Thorough physical and aural examinations
3. Necessary medical, surgical, psychiatric, and hospital services
4. Hearing aids, if necessary
5. Training for jobs—in schools, on the job, by correspondence, or by tutor
6. Maintenance and transportation during rehabilitation, if necessary
7. Necessary tools, equipment, and licenses
8. Placement in the right job
9. Follow-up to make sure the rehabilitated workers and the jobs are properly matched.

All men and women of working age with substantial job handicaps due to defective hearing are eligible for these services, providing there is a reasonably good chance of their becoming employable or capable of holding a more suitable job as a result of the rehabilitation services and training offered.
The cost of rehabilitation services to the client depends upon his ability to pay. He pays nothing for his medical examination, medical and vocational diagnosis, guidance, training, and placement. For medical, psychiatric or surgical treatment, hospitalization, nursing care, drugs, hearing aids or other artificial appliances, tools, occupational licenses, travel and living expenses he is expected to pay to the extent that his financial condition will permit. If he should be unable to pay anything, public and private funds when available would be used to pay the full cost of whatever services are required to put him in condition to work. In each case the state agency is required, under state and federal laws, to determine how much the client will pay.

Financing of the program is through a plan by which both the state and federal governments provide a share of the necessary funds. Originally state money was matched by federal funds on a fifty-fifty basis. Later the Federal Government assumed a greater share of the cost by paying more of the cost of counseling and guidance and all the administration expense. At present approximately 70 percent of the total expense is borne by the Federal Government and 30 percent by the state.

The program of rehabilitation services provided for those handicapped by defective hearing, as outlined above, differs only in detail from that available for any other category of employment handicaps. Only three requirements must be met, regardless of the type of disability. To be eligible, a person must have:

1. A substantial job handicap caused by a physical or mental disability

2. A reasonably good chance of becoming employable or of getting a more suitable job through services which the state rehabilitation agency can offer

3. Reached working age.

The question may be asked as to whether or not the government is justified in spending the taxpayer's money to provide such a program for rehabilitation. The answer is an unqualified "Yes." Society and government have found that it is economically and socially sound to provide rehabilitation and re-training which will convert a non-productive person into a useful, self-sufficient, contributing member of society.

Of the 41,925 persons rehabilitated under the federal-state program in 1945, 18 percent had never been employed, and 79 percent were not employed at the time of undergoing rehabilitation. Their average monthly earnings increased from $24 per month to $147 per month after rehabilitation. Many were on public assistance at a cost of from $300 to $500 per year to the taxpayer, but the total cost of their rehabilitation averaged but $300 per case, a single rather than a recurring expenditure.
If the million still waiting for rehabilitation were to make approximately as good a showing as was actually achieved by the 36,000 who returned to jobs last year, their contribution to the wealth of the nation would approximate two billion dollars a year. In many cases the income tax paid by a rehabilitated worker in a single year would more than offset the entire cost of the services extended to him.

Since many of the disabled have never held regular jobs, further savings is represented by the thousands of dollars which need not be expended for State and local public assistance. This public burden is reduced when the disabled individual becomes a self-supporting wage earner.

All the facilities and services of the broad vocational rehabilitation program are available to qualified people of Arizona and Pima County through the local offices of the Vocational Rehabilitation Division of the State Department of Vocational Education. When the program was first started in Arizona in 1923, one man on a half-time basis was assigned to the state to administer the program from the single office in Phoenix. In 1931 one man was employed on a full-time basis, and in 1943 the working force was doubled and the state divided into two districts, the North and the South. Two years later the staff was enlarged further by the addition of two full-time counselors; and in March, 1945, a second agency was established in Tucson. Last year (1947) an office was opened in Flagstaff on the

The offices are not limited to individual counties in their operations. The Tucson office, for example, serves disabled persons in Pima, Santa Cruz, Cochise, and Pinal Counties. These localities include Casa Grande, Coolidge, Florence, Bisbee, Douglas, Nogales, Benson, Wilcox and Bowie while Ajo, which is within Pima County, is served from the Phoenix office. The staff of the local office consists of the Counselor, Mr. Charles F. Orvis, formerly with the parent organization office in Phoenix, and a secretary.

The case files of the Tucson office contain approximately 400 cases at present in contact with the office. In most of these cases, interviews with counseling and vocational guidance, advice as to obtaining work, and assistance in locating employment consistent with the nature of the disability are sufficient to fill the client's needs. Thirty-five cases in 1946 and forty-one in 1947 required more extensive service, including vocational training. Such training lasts from one to two years, and costs an average of $350 for each client. In larger communities obviously there are more applications for the services, and also more extensive facilities for vocational training and greater opportunity for special types of employment for the trainees. In Tucson the beauty operators' schools,
business schools, and the University have provided opportunity for some clients to receive professional training. Others have been sent to other places, in and out of Arizona, to be given training in such occupations as watch repairing, piano tuning, barbering, sewing and altering clothing, key and lock-smithing, and many other occupations.

Services for the blind are included in the rehabilitation program in Arizona. Twenty-nine cases are found in the files at the present time (April, 1948). Of these, four are in active training, one has just been employed, and one is ready for employment. One trainee is at present learning the piano tuning business at the Perkins Institute in Boston, and another is attending a radio repair school in Omaha, Nebraska. A special vocational training school open to clients of the program is located at the Phoenix Technical School. Stands in public and federal buildings frequently are found to be operated by blind or otherwise handicapped recipients of the rehabilitation services. Three such stands in Tucson—located in the post office, the county court house, and the city hall—are today being operated by persons who received training through the services of the Vocational Rehabilitation Division.

There is an obvious connection between the Vocational Rehabilitation Program and our subject of public welfare in Pima County. Of the forty-one cases receiving training
in 1947, the records show that nine were able to come off the public relief rolls and become self-supporting as a result of the training received. These persons secured vastly more than a few dollars worth of schooling. They received the immeasurably valuable sense of security, pride in being self-sufficient, dignity of employment, satisfaction of supporting themselves and their families, and relief from being a burden upon others. In addition, taxpayers are relieved of the necessity of supporting them now and in the years to come.

A large percent of the cases on record are persons of Spanish-American descent. Many are here only a short time before they apply to the agency for help in securing employment. It may safely be assumed that without the services provided by the agency, many eventually would have to depend on public relief for subsistence.

In a good many instances it is possible for Vocational Rehabilitation to cooperate with and supplement the work of the Department of Social Security and Welfare. In the large analysis, their objectives are identical—to alleviate human misery by helping those in need to help themselves.

Table V, page 128, presents a classification of the disabilities currently in contact with the Tucson office. This is a tabulation of major disabilities only; a number of clients have combinations of two or more disabilities.
### TABLE V

**MAJOR DISABILITIES IN CONTACT WITH THE TUCSON OFFICE OF THE VOCATIONAL REHABILITATION DIVISION**

<table>
<thead>
<tr>
<th>Disability</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amputees</td>
<td>26</td>
</tr>
<tr>
<td>Arthritis</td>
<td>50</td>
</tr>
<tr>
<td>Asthma</td>
<td>25</td>
</tr>
<tr>
<td>Blind</td>
<td>57</td>
</tr>
<tr>
<td>Deaf mute</td>
<td>11</td>
</tr>
<tr>
<td>Defective vision</td>
<td>11</td>
</tr>
<tr>
<td>Epilepsy</td>
<td>6</td>
</tr>
<tr>
<td>Hard of hearing</td>
<td>21</td>
</tr>
<tr>
<td>Mental disorders</td>
<td>9</td>
</tr>
<tr>
<td>Mentally retarded</td>
<td>7</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>44</td>
</tr>
<tr>
<td>Orthopedic</td>
<td>80</td>
</tr>
<tr>
<td>Pulmonary tuberculosis</td>
<td>97</td>
</tr>
<tr>
<td>Rheumatic heart</td>
<td>5</td>
</tr>
<tr>
<td>Speech impediment</td>
<td>3</td>
</tr>
<tr>
<td>Spastic paralysis</td>
<td>5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>457</strong></td>
</tr>
</tbody>
</table>

6. Taken from Form R-1, Vocational Rehabilitation Division, as of May 6, 1948.
Services for the Blind: Public assistance for the adult blind in Arizona has no long history. Aside from the services available to the aged blind, which are available to them by reason of their age and not their blindness, there are but two public welfare programs affording assistance to them. One of these is the Aid to the Blind program provided by the state and federal governments together under the provisions of the Social Security Act; the other is the assistance offered the blind by the Vocational Rehabilitation Division, a service likewise shared by the federal and state governments. The first of these programs is covered in Chapter IV, Public Assistance; the second is dealt with at some length in the preceding section of this chapter.

While public assistance programs for adult blind are of recent appearance in Arizona, the same thing is not true as regards the blind children of this state. Historically in Arizona, blind and deaf children have been considered together in the public welfare provisions made for them, and they are so considered here.

There is no very early history of education for deaf and blind children in this state. From 1907 to 1909 Arizona deaf and blind children were sent to California for education; earlier than that they were sent to the Utah School for the Deaf and Blind.

8. Ibid., p. 54.
In 1913 a school for these children was set up in Tucson under the auspices of the University of Arizona. Rented quarters were used for the school in 1915. These were not entirely satisfactory, and there were few accommodations. Request was made for adequate buildings and facilities. In 1920 a contract was let for the construction of four buildings for the school at West Speedway and Grande Avenue. This provided for dormitories for boys and girls, office, kitchen and dining room, an apartment for the superintendent, a power house, shop and laundry, but no class rooms.

Changes in teaching techniques and disagreements as to the best methods to use caused much controversy for a few years, and for a time the turnover in superintendents was rather high. The school was separated from the jurisdiction of the University by an act of the ninth legislative session.

In the years between 1932 and 1941, under the superintendency of Mr. R.D. Morrow, an extensive program of expansion was launched and completed. The building program of the Works Progress Administration helped materially in providing the excellent buildings and equipment that characterize the school today.

At the present time, while the Arizona School for the Deaf and Blind is far from being enormous when compared with some of the larger ones in the country, it is recognized by educators throughout the United States as being one of the topmost in quality.

**Services for Crippled Children:** The services afforded to crippled children, insofar as they are a concern of the County Department of Social Security and Welfare, have been mentioned briefly in Chapter III, County Welfare Department. Here we shall consider them in greater detail.

Title V, part 2, of the Social Security Act as amended in 1939 authorizes an annual appropriation of $3,870,000 to the Children's Bureau for grants-in-aid to state crippled children's agencies to enable the states to extend and improve services to crippled children. This program is in operation in all the states, the District of Columbia, Alaska, Hawaii, and Puerto Rico. Health departments are responsible for administering the program in thirty states and territories, welfare departments in ten states, crippled children's commissions in five states, and state university medical schools or hospitals in three states.

The state crippled children's services financed by state and federal funds provide medical, surgical, corrective, and other services and care for children and young people under twenty-one years of age who are crippled or
who are suffering from conditions that may lead to crippling, and provide facilities for diagnosis, hospitalization, and aftercare for such children. Most of the children receiving care through these programs suffer from conditions due to infantile paralysis, congenital defects, birth injuries, accidents, and heart disease. Eighteen states have special programs for children with rheumatic fever and heart disease.

The Crippled Children's Division in Arizona is a separately functioning branch of the State Department of Social Security and Welfare. In some states this service comes under the health department, where it is considered more appropriately to belong. Some consideration has been given to the idea of transferring the Division to the Health Department of this state, but the advantages are not considered great enough to justify the change.

Tucson, being the largest city in this part of the state and having more adequate medical and hospital facilities than some of the neighboring areas, has been

11. Administration of the Arizona Home for Convalescent Crippled Children, located in Phoenix, is the responsibility of the Department of Social Security and Welfare. This facility has a maximum population of fifty children. Clinics are held, and children needing convalescent care are given care and treatment at the Convalescent Home. In addition, a speech therapy clinic has been established in Phoenix, and a clinic for the care of children suffering from rheumatic fever in Tucson. Welsh, Olga
designated as a treatment center for the crippled children of Santa Cruz and Cochise Counties as well as for Pima. Hence all applications for service for the crippled children of these three counties are handled by the Pima County office of Social Security and Welfare.

Pima County service includes special care for orthopedic and rheumatic fever patients. Six orthopedic clinics are held each month for crippled children; all pediatric physicians in the city contributing their services on a rotation basis. These clinics are held in the Health Department building. Under the rheumatic fever program, clinics are held twice each week in the physicians' own offices.

The intake department of the welfare office receives the applicants, classifies them according to their respective needs, and refers them to the proper clinic. If treatment is found to be required, arrangements are made with the county office. Diagnostic and treatment service is complete; hospital service, when required, usually is provided at the Medical Center or St. Mary's Hospital. Convalescent care is provided under two different programs. Tucson Medical Center in its Navajo Court specializes in the care of rheumatic fever patients, while Comstock Children's Hospital provides for the orthopedic.

II. (cont.) (Director of Public Relations Division, State Department of Social Security and Welfare) Unpublished paper.
Among the services available when needed in this Division are x-ray, laboratory, orthopedic appliances (braces and so forth), physical therapy, medical social service, medical, surgical, nurse and convalescent care, foster home care, and consultation service. The latter includes neurological, medical specialist, and opthalmological. Consultation services are paid for through a state-federal fund. No funds are handled on a local basis; all requisitions go through the state office in Phoenix. The rheumatic fever fund is supplied entirely by the Federal Government.

The purpose of the crippled children's services is to provide medical or other corrective or preventive care to all the needy children of the state. Children requiring hospital treatment may be sent to any hospital which offers the sort of treatment needed. The cost of such treatment may be borne by the state department, if the individual treated meets the legal requirements for such public assistance; or the money may be obtained through one or more of the local or national private social agencies such as the National Foundation for Infantile Paralysis, the Arizona Society for Crippled Children, or various religious or community service organizations if the parents of the child are unable to afford the hospital care needed by the child.

12. Interview with Mr. Fen Hildreth, Field Representative of the State Department of Social Security and Welfare.
Comstock Hospital: This hospital for children is operated by Community Service, Inc. of Tucson. It is a non-profit institution established to provide hospital care for children who are ineligible to receive such care through county welfare facilities and who cannot afford private hospital service. Started as a rest home for tubercular children, it has been expanded to serve crippled as well as tubercular patients. No child needing hospital care and unable to secure such care elsewhere is ever turned away. Parents who can afford to pay all or part of the cost of hospitalization are expected to do so, but service is provided equally to those who cannot pay. At the present time any tubercular child may be accepted up to the age of sixteen years, and crippled children may receive care up to the age of twenty-one.

Financial support for the hospital is provided through public subscription (Community Chest), gifts and donations. Also, the state provides for part of the cost of caring for the crippled but not for the tubercular patients.

Other counties may send children to Comstock Hospital. In such cases the costs are paid by the home county of the child.

Tubercular children are admitted for convalescent care after their medical history has been reviewed by the medical director, who is a specialist in this field. One year's
residence in the state is required. Children are accepted from infancy to sixteen years of age. The regular fee for convalescent care in the tubercular ward is fifty dollars per month, but families with low income or who are receiving public assistance are not required to pay, or may pay whatever amount they can afford. Social data are compiled for each child admitted. Any necessary social work is carried on with the family and child during hospitalization. After the child's discharge, contacts are made with the family to see that instructions of the medical director are being followed.

Crippled children are accepted for hospital care when recommended by their attending physician or by the Crippled Children's Clinic and accepted for care by the Pima County Crippled Children's Division. Service is for families of low income who would find it difficult to finance a long period of treatment. Residence requirement is one year in the state. Age limits extend from infancy to twenty-one. Service is free to families who cannot pay and to those receiving public assistance. Parents are requested to pay for medications and tests if financially able, otherwise these items are included with the cost of care and are paid by the Crippled Children's Division of the State Department.

of Social Security and Welfare. A medical social worker is in charge of all placements.

State Welfare Sanatorium: This tax-supported institution, located at Tempe, was formerly administered by the State Department of Social Security and Welfare but is now under the Department of Health. It provides medical and sanatorium care for needy persons not less than fourteen years of age who have adult type tuberculosis, when x-ray examination indicates some active procedure can be undertaken to effect a cure and the prospect for recovery is good. The facility is especially for patients who are financially unable to pay for private care. Three years' residence in the state is required as a condition of eligibility for admittance to the Sanatorium.

Services for the Mentally Handicapped

Care for the Insane: The subject of mental or "psychopathic" illness has been given much attention in recent years, both in Arizona and the country at large, as factors of mental hygiene have been found to play an increasingly significant role in social problems. The following section will deal with provisions for the mentally ill of Arizona.

The Arizona State Hospital for the insane is located on United States Highway 60, about one and one-half miles

15. Ibid., p. 43.
east of Phoenix. It was established as a Territorial Insane Asylum under the provisions of an act of the thirteenth territorial assembly approved March 9, 1885. Prior to this legislation, insane patients of the territory were cared for in the State Hospital at Stockton, California. The first of these patients, forty-nine men and twelve women, were transferred from that institution to the Arizona Hospital on January 10, 1887.

In addition to the 157 acres upon which the main buildings are located, the Hospital owns and operates a 259-acre farm on Four Mile Road. A continuous supply of garden stuff, dairy products, pork, poultry, and other produce is obtained from this source and materially reduces the operating costs of the institution.

In 1934-35 the average daily population of the Hospital was 880 patients. The cost per patient then was $225 per year. In other words, the institution furnished food, clothing, housing, beds, heat, light, laundry, nursing, medical care, diversion and entertainment for sixty-two cents per day per patient. Food, the largest single item of expense, accounted for eighteen cents of the daily total cost.

During the years since its inception, the Hospital has been improved and expanded to keep pace with the growing

need for the facilities it offers. By 1940 the number of mentally diseased in the state numbered 1,139.

For the purpose of this paper it should not be necessary to go into the details of the development and growth, nor yet the trials and tribulations, of the State Hospital. A review of the annual reports of the institution for the past several years shows that the problems of caring for the mentally ill of the state have been increasing year by year. Not only have the numbers of persons in need of hospitalization for mental illness increased more rapidly than the general population, thereby crowding the available facilities to the utmost, but other obstacles to providing adequate care and treatment for the insane must have been discouraging at times. Some of these obstacles seem to have stemmed from political causes; but most came from the simple lack of adequate funds, facilities and personnel to carry out a satisfactory program.

Approximately five years ago an intensified program was begun for the purpose of renovating and modernizing the whole hospital. The results of this stepped-up program are evident in the appearance of the hospital buildings and grounds, the increase in the amount of produce from the farm and, to the technically-trained eye, in the improvement

in the equipment and methods employed in the treatment of patients. The hospital at this time is practically a new institution, physically and functionally.

The program for the last five years has called for an expenditure of approximately $2,000,000. This amount includes the cost of operation, but also the cost of new buildings including living quarters for five staff physicians, a new laboratory and morgue, and an additional cafeteria. All the old buildings have been repaired, including new painting, plumbing, and electrical wiring. Roads of the institution have been paved, the facilities modernized, and the farm put on a more productive basis of operation. A dehydration plant and a canning plant take care of all excess foods produced on the farm.

With all these essentials it can be anticipated that the Arizona State Hospital can now begin to take its place with other institutions of the country in the development of methods of treatment and cure, research and better care for our insane, especially from a purely medical viewpoint.18

Later reports than the one just quoted were not available to the writer, but it is understood that the program described in the 1946 report has been continued with highly gratifying results. One of the greatest difficulties at present is the overcrowding of the institution. The

Hospital was built to accommodate 920 patients, yet in 1946 there were 1,250. For a number of years the annual net increase in patient population has been sixty people (in the year 1945-46 it was eighty-six), and additional facilities were urgently needed to care for the surplus. Evidence indicates that the facilities are now, or will be, provided.

**Arizona Children's Colony:** The story of provision for the mentally handicapped children of Arizona is one of discouraging neglect and delay when compared with provisions for other types of needy individuals in the state. It has long been apparent that there should be provided some means of caring for this class of needy. The state legislatures have been aware of the need and there have been numerous laws passed, surveys made, commissions appointed, and problems considered. There is little point in going into these in detail here, for except for arousing a great amount of interest in the matter and proving beyond a doubt that some provision for the mentally deficient children of the state is imperative, no such provision has yet been realized. Arizona is today without means of caring for feeble-minded children. All this activity, however, has not been without effect for it has furnished a background for the present consideration of the problem, a good many of the unlikely

---

possibilities have been eliminated, and there is promise that the board which is at present working on the problem will be able to see through the difficulties, with the result that Arizona will possess this much-needed facility in the near future.

Before taking up the situation as it stands today, we shall try to indicate the seriousness of our lack of facilities to care for mentally defective children in Arizona. The following quotation from the report of a survey made in 1921 is revealing:

These unfortunates are uncared for as a group, but receive only such attention as their individual families can give them, and that offered by charitable or penal institutions in which they may be found when the family care does not suffice.

Feeble-minded cannot become normal, but with proper training can be made to be less helpless and therefore less of a burden on family and society.

The dangers of permitting the feeble-minded to be at large in society without supervision or control should be obvious. Crime, vice, immorality and the reproduction of defective offspring attend unrestricted feeble-minded individuals.

The kindest and safest way to care for these unfortunates is to place them in colonies provided by the state at an early age before evil habits and associations can be formed.

Such colonies should be made as near self-supporting as possible by directing the labor of inmates, who find contentment in work and play among their equals, free from economic pressure and hopeless competition with the normal.

In counting the cost of such a colony it should be realized that many of its prospective inmates are already in hospitals, jails, etc. or will eventually be there, supported in idleness.
It is better for the community for them to be segregated and at least partly self-supporting. 20

Children needing care have often been placed in the State Hospital, when they received any care at all. The unsatisfactory nature of this arrangement is indicated by the following two quotations from the annual reports of the superintendents of the Hospital in 1940 and 1944:

The Arizona State Hospital is burdened with the care of the feeble-minded, although there is a marked difference between feeble-mindedness and insanity .... Since there is no other place to send the feeble-minded, the Hospital has accepted the burden and has improved their status a great deal .... If the State provides care for the feeble-minded at another institution, all of the feeble-minded patients should be removed from this institution.21

The hospital continues to receive increasing numbers of feeble-minded and is no better prepared to care for them than previously. The younger girls and boys occupy two of the hospital's new wards and many older feeble-minded are scattered throughout the other wards. The hospital is not equipped to give these patients more than very poor custodial care, and they suffer as a result of incarceration because they are not equipped intellectually to compete with their better qualified mentally ill associates. Not only this, but they are not receiving the training which the well equipped school for the feeble-minded would give to them in order to eventually render some of them capable of making their way as useful citizens of the community. Furthermore, it is evident that there are any number of feeble-minded persons who might be benefited by treatment.

languishing in the penal institutions of the state or getting into difficulties in the communities. Parents naturally refrain from sending their feeble-minded children to the Arizona State Hospital where neither the environment nor the facilities are adequate.22

These quotations are but a few of the many statements that express the urgency of the need for a Children's Colony and recommend that a suitable one be provided by the state.

We shall give but a brief account of what has been done about the problem up to the present time, omitting much of what appears to have been fruitless.

The legislature in 1921, recognizing the seriousness of the need, caused the National Committee for Mental Hygiene to make "a mental deficiency survey of all state, county and city institutions, as well as a mental deficiency survey of the public schools of the state." The survey was thorough and proved beyond a doubt that there were a great many persons in the state in need of special attention for mental deficiency. Seven important recommendations were made by the committee, but when legislative action was taken five years later little attention was given to the recommendations. The bill provided that an Arizona

22. Howes, Dr. Seth F.H. Annual Report of the Arizona State Hospital, Fiscal Year July 1, 1943 to June 30, 1944, p. 29.
Children's Colony be established. It was passed over Governor Hunt's veto, but had so many deficiencies that no constructive action was taken as a result of it. The legislature of 1929 revised the 1927 law to some extent, but failed to make any appropriation to carry out the provisions.

Nothing further was done about the matter until 1941. In that year the legislature amended the former laws, made appropriations, drew up rules and regulations, and specified requirements for eligibility. Today, seven years later, Arizona is still without a state school for mentally deficient children.

The prospects at this time, however, are exceedingly bright. The board presently in charge of the project is working with efficiency and determination. The chairman of the board is Mr. Robert D. Morrow, Superintendent of the Tucson Public Schools and formerly superintendent of the State School for the Deaf and Blind. Other members of the board are capable citizens from various communities in the state. Dr. J. Thomas McIntire has been appointed to the post of superintendent of the Colony. The Arizona Bar Association has set up a special committee to assist the board in working out the legal aspects of the Colony project.

The site favored at this time for the institution is a

tract of land near the city of Mesa, although other possible locations are under consideration. The board, which is now considering preliminary plans for the buildings, states that the plans adopted will incorporate the best points of the various similar projects studied. Clinics are to be held in each of the counties for the purpose of classification and diagnosis of mentally deficient children and of providing statistics for use in planning the school. The first of these clinics was conducted recently in Yavapai County. Actual construction work on the Colony awaits action of the next state legislature.

Provision for both physically and mentally handicapped children will be considered together in the following section, which deals with the services provided for handicapped children by the public school system of Tucson.

Special Services in the Tucson Public Schools: The public schools of Tucson provide a limited program of specialized training for children who require guidance or who, because of crippling physical condition or mental inaptitude, are unable to benefit from the usual school program. It is admitted that this program does not at the present time afford the specialized training to all the children of the

community who might be expected to benefit from it. At present the extremely heavy demands upon the facilities of the school system—so great that it has been necessary in some instances to operate the schools in two shifts to accommodate the number of pupils—preclude extensive use of the schools and teachers for special attention to children who, to receive the type of attention they most need, must be handled in small groups and with specialized equipment.

It has been amply demonstrated that there is much good derived from the specialized program; also that in order to reach all the children who need such attention, it will be necessary to expand the program considerably. Plans for this expansion are already made, and as rapidly as funds and facilities are made available they will be put into operation. Part of the considerable work that has already been done in this field will be mentioned briefly.

The school system has in operation a guidance program which during 1947-48 emerged as an all-over program in the schools. A new position of Coordinator of Guidance was created, with an office in the Senior High School. There is now a well-developed program of counseling and testing service in the high school. In the elementary schools the

28. The information regarding the specialized services of the Tucson Public Schools was furnished by Miss Alice Fulmer, Primary and Special Services Supervisor, in an interview.
greatest effort has been put forth in trying to develop the guidance point of view for each classroom teacher. This program has yet to emerge on a full scale of effectiveness, but there are indications that it will prove of great value. Along with the newly-instituted program there has been some in-service training made possible through a course in Guidance offered by the University Extension Service. There have been many meetings for the purpose of interpreting the developing program to the public.

In February of 1948 the Tucson Education Association, through its committees for Professional Growth and Public Relations, brought to Tucson Dr. Virginia Block, Director of Guidance in the Seattle Public Schools. For a week there was a series of meetings, conferences and discussion groups involving school principals, teachers, parents, and townspeople representing civic and club organizations, in which the subject of guidance was considered. Guidance has been accepted wholeheartedly as a function of the school system, has received the approval of the public, and promises to develop into one of the more important services offered by the Tucson schools.

Many children who are physically handicapped are found to be unable to maintain their place with the unhandicapped children of their classes. Some are compelled to remain at home, and some are patients in hospitals. For these
children the public school system attempts to provide means of getting the attention which is needed.

Tucson's schools were the first in Arizona to provide a special room for crippled children (Crippled Children's Room, Safford Elementary School). Development in this field is not yet complete but is progressing, stimulated by public opinion, by the efforts and support of the several civic organizations specializing in the needs of crippled children, and by the public school system. A class room for crippled children is provided also at Comstock Hospital. This is furnished by the Tucson Public School System, and for administration is attached to the University Heights School. A separate building (Navajo Cottage) at the Tucson Medical Center is set aside as a school for children at the hospital. The educational program is under the Tucson schools and for administration the unit is attached to the Sam Hughes School.

Assistance and cooperation in providing and equipping these schools are found in the work of civic organizations such as the Pima County Society for Crippled Children, Parent-Teacher Associations, and the Department of Social Security and Welfare (when the children concerned come within their auspices).

Three special rooms for children who are unable to make normal progress in the regular rooms because of mental
difficulties are found in the Carrillo School. Two of these rooms are set up for the use of girls, and one for boys. The children are grouped on a social and age basis. The program is adapted to the needs and abilities of the children and includes art, handicraft, and home craft. The girls prepare and serve lunch daily as part of their training, while the boys are given instruction and experience in shop work. They are taught as far as possible to make things having a sale value, with the view of enabling them later to become economically independent. A minimum academic program is provided, with consideration given to the individual child's ability.

While by no means the complete story, the foregoing gives a sample of the public school program already in operation for handicapped children in the Tucson schools. As the program develops according to plan, eventually all exceptional or handicapped children in the Tucson schools may be able to get the specialized treatment desirable in each individual case.

The school health program includes examination of students and recommendations for correction of defects, emergency therapy for accidents, advisory for illness, immunization for smallpox through the sixth grade and diphtheria in the first and second grades, and a program of preventive medicine. There are nine school nurses on the staff.
A preventive dental program includes dental examination in grades one through six every year for all children. Individual instruction in mouth hygiene is given to children in the first and second grades, and to some in the third grade. Removal of all pulp-infected teeth in children through the sixth grade and active effort to have all defective first permanent molars filled in children under nine years are part of the program. After examination, notices are sent to parents of all children advising dental care and recommending treatment needs. If for any reason the family cannot provide the child with the necessary dental care, parents are instructed to contact the teacher and arrangements are made with the school dentist to provide such care.

CHAPTER VII
CORRECTIONS

The subject of this chapter is not always considered in connection with public welfare since in many states, including Arizona, it is not a concern of the state welfare department. However, it is a topic that has a definite bearing upon one of the four D's—Delinquency, including crime—and is closely associated with many social problems. The institutions that normally are considered in the field of corrections include city and county jails and lockups, state prisons, reform schools or industrial schools for delinquent boys and girls, juvenile courts, and provisions for probation and parole.

We shall omit any consideration of the local city and county jails, except to mention in passing that the facilities have recently been expanded to make them adequate to the growing demands resulting from the increasing population. The Juvenile Court and the matter of juvenile probation have been given consideration in a previous chapter. Our principal consideration here will be given to two main topics—provision for delinquent children, and the state prison.
Provisions for Delinquent Children

The problem of delinquent children was given considerable attention during early territorial days. The establishment of special institutions for the treatment of juvenile offenders apart from adults was considered as early as 1890. In 1891 Governor Murphy urged the legislative assembly to provide a reform school for the "vicious youth of both sexes." At that time there was no place in Arizona where youthful offenders could be placed except in jails or the penitentiary. It was urged that it was better to prevent crimes than to punish offenders after the offense had been committed, and a reformatory for that purpose was deemed a necessity.

The legislature in 1893 empowered the governor to appoint a board of trustees to select a site and plan the construction of suitable buildings for a reform school. Flagstaff was chosen as the place for the institution, and construction of the buildings eventually got under way. The following quotations reveal some of the details of the plan:

2. Laws of Arizona, 1893, Act No. 81.
Arizona. The government of the institution is vested in a board of three trustees, appointed by the governor with the advice and consent of the legislative council.

A tax of half a mill on each dollar on the assessed value of the property of the territory must be levied for the years 1893 and 1894, which tax is to be used for the purpose of building and equipping the institution. The board of trustees charged with the duty of locating the buildings have selected Flagstaff as the place for the purpose. The work of the building will be commenced in the coming year.

The last legislature provided for a Territorial reform school. This institution has been located at Flagstaff, the county seat of Coconino. One hundred thirty acres have been donated to the school; a building is in course of construction, the cost of which is authorized not to exceed $20,000. ... The school will be ready for occupation on or before January next.

By 1897, after more than $33,000 had been spent on the construction and another $22,000 was found to be necessary to complete the job, it was decided that Arizona did not need such an institution after all. In that year the legislature voted to convert the facilities into an asylum for the insane. That course also had its opponents, who argued that the state could not afford two institutions for the mentally ill. It was then proposed that the new building be used for a normal school, and by 1901 it was being used

3. Report of the Governor of Arizona, 1892, to the Secretary of the Interior, p. 34.
4. Ibid., 1894, p. 40.
for that purpose.

Various suggestions were then offered to care for the youthful delinquents of the territory, among them a proposal to build an annex to the state prison, or to the asylum for the insane. These suggestions were met with disapproval, however; and in 1891 the legislature provided for the establishment of a school at Benson for the purpose of the "confinement, discipline, education, employment and reformation of juvenile offenders." A board of trustees was appointed by the governor, plans were made, construction begun, and on December 1, 1903, the institution known as the Territorial Industrial School was formally opened. Both boys and girls were committed to the school, care being exercised to segregate the sexes. By 1912 the school had expanded until its original capacity was taxed, and consideration was given to the building of a new and improved plant to handle the delinquents. In that year a commission was appointed by the legislature to select a suitable site for a new reform school. After consideration the commission decided upon Fort Grant, the present location of the school. Passage of a federal law was secured to allow the state to use this location for the purpose. The building at Benson was

7. Revised Statutes of Arizona, 1901, Chap. 9, Title 56.
leased to the Benson school authorities for use as a high school.

Provision for girls at the Fort Grant school proved entirely unsatisfactory. Various proposals were made in the following years to provide proper accommodations for the girls, but not until 1927 was anything definite done about the problem. Incomplete records indicate that a separate school for delinquent girls was completed in 1929; this school was located at Randolph. It apparently never cared for a large number of girls and, due to its inordinate cost, was abandoned some time after 1933 and the girls were sent to the Florence Crittenton Home "and like institutions," the cost being apportioned to the counties involved. Since that time most girl offenders have been committed to the Convent of the Good Shepherd in Phoenix, with their care paid for out of state funds.

We shall consider here some aspects of the State Industrial School as it appears today. The following information is drawn from a pamphlet published recently by the print shop at the Industrial School.

The sole reason for the existence of this school is for the education and training of boys who are out of step with

11. The Convent of the Good Shepherd and the Florence Crittenton Home are described in Chapter V.
their fellows. The prime objective is to lead these boys into good citizenship. The method is education-social, academic, vocational and spiritual. Members of the staff are qualified instructors in their specialized fields, and have an understanding of boys and their problems. There is an average of twenty-five employees.

The school is located at Fort Grant, which garrisoned the United States Army in the 1800's for the protection of the early settlers against the Indians. Most of the buildings are still standing and in use by the school. It is in Graham County, thirty-five miles from Wilcox and forty miles from Safford, at an elevation of 5,000 feet on the south slope of Mt. Graham. The school consists of twenty-four buildings, including staff quarters.

Ages of boys committed are from nine to eighteen years, and they are committed until they are twenty-one unless otherwise released by due process of law. The average enrollment is 125, of which 60 percent are of Mexican descent, 23 percent are white English speaking, 16 percent are colored English speaking, and 1 percent are Indian. Length of stay varies from three months to two and one-half years, depending upon the boy's adjustment.

The school department is accredited and all grades are taught through the eighth. Four grades attend in the morning and four in the afternoon, thereby providing school
boys with opportunity for vocational training in the follow­
ing trades: carpentering, electrical work, cement and
brick making, painting, farming and dairying, laundering;
industrial arts, plumbing, shoe repairing, printing, mechanics,
cooking and baking. School maintenance work provides oppor­
tunity for experience in all of these lines.

Religious training is not neglected at the school. A Protestant chaplain is a full-time member of the staff, and a Catholic chaplain visits the school. Services for both sects are conducted regularly, and both chaplains are available for conferences with the boys.

A resident nurse is a member of the staff who takes care of minor medical needs. Illness or injury requiring the services of a doctor is attended to in Wilcox or Safford. The same applies to dental care. The staff does not include a psychiatrist or psychologist.

A very active Boy Scout troop is a going concern at the school. About 50 percent of the boys avail themselves of the musical training program, and almost that many are in the school band which has an exceptionally high rating.

Training—not punishment—is the method employed; however, some disciplinary measures are necessary at times. Privileges given or taken away take care of most discipline problems, but occasionally mild corporal punishment is neces­
sary when all other methods fail to produce good conduct.
Recreation is provided through the medium of movies, a swimming pool, boxing, tournaments of ping pong, horseshoes, baseball, football, volleyball, and basketball. In addition, the dormitories are provided with games, books, magazines, and radios.

Parents may visit their sons any day in the week. Overnight accommodations are not available at the school; but in cases of parents coming long distances, permission can be obtained from the superintendent, by writing or calling him in advance, to take the boy into Safford or Wilcox for an overnight visit. A standing invitation is open to every interested person, group of persons, or organizations to visit the school at any time.

In this school every force is put in motion toward returning the boy to society trained as well as possible in the field he has chosen, with confidence in himself that he will be a good citizen. Excellent opportunities are provided for development of the boy.

Average successful placement of boys for the past eighteen months has been 92 percent. Many of the boys go into the service of the armed forces; others try new environments, but most of them go back to their own communities and make a go of it.

The counties in Arizona in which delinquency runs highest, by reason of greater population, are Pima and
Maricopa. In these two counties are full-time parole officers whose business it is to maintain contact regularly with parolees in their respective areas. They help them make the adjustment back into their homes, in school, and on their jobs, and also supervise them in their choice of associates and entertainment.

A valuable feature of the Industrial School is the print shop which, in addition to providing training in the vocation of printing and taking care of the printing needs of the institution, publishes a monthly newspaper known as The Young Citizen. This four-page publication might well be taken as an example of perfection in neatness of appearance and appropriateness of content. It is filled with well-selected and well-written news items of current local interest, and with articles of lasting and profound inspirational value. The story by Babe Ruth, "My Hits and My Errors," condensed from the Saturday Evening Post of February 14, 1948 and printed in the April, 1948 issue of The Young Citizen, appeals to this writer as the most appropriate story he has ever read for boys in this or any other industrial school.

An interview with the superintendent at the school in the latter part of May, 1948 disclosed a few facts that may not be generally known about the institution; these facts are of both favorable and unfavorable implication. To the
credit of the institution it may be said that every opportunity for its improvement has been seized upon and utilized to the full extent of its possibility, within the limitations of the available funds and facilities. Improvements, renovations, and new construction have been carried out as far as the labor and skill of the boys and the directing supervision of the staff would permit. Full advantage was taken of opportunity to secure from Army Surplus items of equipment needed by the school. Like most tax-supported institutions, the Industrial School has been prevented by lack of adequate funds from making all the improvements that are desirable, but apparently good use has been made of the resources that have been provided.

On the other side of the picture are a few obstacles to the complete development of the school that at present seem to be practically insurmountable. One of these is the difficulty and expense of transportation. Situated as it is about forty miles from a railroad and with most of the intervening highway unpaved and as a rule exceedingly rough, transportation has been one of the nuisance problems of the school. Improvement of the roads in the area of the school would help solve this problem, but would not shorten the distance to the railroad or to a city of any considerable size.

A second and more important drawback to the location
of the school is the lack of sufficient water for its needs. There are many acres of land suitable for farming, except there is no water for irrigation. As a consequence the school not only must fail to produce many of its own needs in the line of foodstuff which it might otherwise easily raise, but it cannot offer farming on a scale adequate to provide healthful activity and vocational training for the boys in agriculture. Of recent years the water situation has become critical as a result of the prolonged drought in that general area. Not only have the natural streams become undependable, but many of the wells of the region have failed, making it necessary for water users in many cases to haul water by truck for stock and domestic purposes.

The possibility and feasibility of moving the State Industrial School to a new and more favorable location have been given serious consideration. At the time of this writing, nothing definite has developed along this line.

Table VI, page 163, gives some statistics taken from the annual report of the State Industrial School for the fiscal year 1946-47.

Arizona State Prison

Before the Arizona Territorial Prison was provided at Yuma in 1876, convicted offenders were held in various jails throughout the territory. Since this part of the West at that time was a sort of congregating point for the boldest
TABLE VI

STATISTICS FROM ANNUAL REPORT OF STATE INDUSTRIAL SCHOOL FOR FISCAL YEAR 1946-47

<table>
<thead>
<tr>
<th>Enrollment July 1, 1946</th>
<th>122</th>
<th>Average I.Q. 83.24</th>
</tr>
</thead>
<tbody>
<tr>
<td>Received during year</td>
<td>167</td>
<td></td>
</tr>
<tr>
<td>Released during year</td>
<td>187</td>
<td>Average E.Q. 79.4</td>
</tr>
<tr>
<td>Enrollment June 30, 1947</td>
<td>102</td>
<td></td>
</tr>
</tbody>
</table>

Of the 167 received:
- First commitments 126 From broken homes 95
- Repeaters 41 From unbroken homes 72

Of the 187 released, 24 were returned as parole violators, making successful placement percentage rate 87.

Classification:

<table>
<thead>
<tr>
<th>By race</th>
<th>By age</th>
<th>By religion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mexican</td>
<td>78</td>
<td>9 years 1</td>
</tr>
<tr>
<td>Negro</td>
<td>13</td>
<td>10</td>
</tr>
<tr>
<td>White</td>
<td>66</td>
<td>11</td>
</tr>
<tr>
<td>Indian</td>
<td>16</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td></td>
<td>13</td>
</tr>
<tr>
<td></td>
<td></td>
<td>14</td>
</tr>
<tr>
<td></td>
<td></td>
<td>15</td>
</tr>
<tr>
<td></td>
<td></td>
<td>16</td>
</tr>
<tr>
<td></td>
<td></td>
<td>17</td>
</tr>
<tr>
<td></td>
<td></td>
<td>18</td>
</tr>
<tr>
<td>Total</td>
<td>167</td>
<td>167</td>
</tr>
</tbody>
</table>

By county

<table>
<thead>
<tr>
<th>By parental status</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 parent living 45</td>
</tr>
<tr>
<td>Both living 113</td>
</tr>
<tr>
<td>Neither living 9</td>
</tr>
<tr>
<td>1</td>
</tr>
<tr>
<td>2</td>
</tr>
<tr>
<td>3</td>
</tr>
<tr>
<td>4</td>
</tr>
<tr>
<td>5</td>
</tr>
<tr>
<td>6</td>
</tr>
<tr>
<td>7</td>
</tr>
<tr>
<td>8</td>
</tr>
<tr>
<td>9</td>
</tr>
<tr>
<td>Total 167</td>
</tr>
</tbody>
</table>

By school grade

| 1 parent living 45 | 1 6 |
|--------------------|
| Both living 113    | 2 4 |
| Neither living 9    | 3 12|
| 1                   | 4 29|
| 2                   | 5 38|
| 3                   | 6 31|
| 4                   | 7 26|
| 5                   | 8 17|
| 6                   | 9 3 |
| 7                   | 10 1 |
| 8                   | 11 0 |
| 9                   | 12 0 |
| Total 167           | 167 167 |
and most bloodthirsty desperadoes of the entire country, the facilities for imprisoning evil doers were then far from adequate. Consequently the territorial legislature sought from Congress authority to build a prison capable of holding the outlaws.

In 1867 an act of Congress provided for a penitentiary to be constructed in the territory of Arizona, leaving the choice of the location up to the territorial legislature. In December, 1868 the legislature decided upon Phoenix as the site for the prison. The Federal Government did nothing more, however, in spite of repeated requests, until 1876. In that year the location was shifted to Yuma, the act of the legislative assembly was ratified by Congress, and construction of the prison was begun.

Built on a granite bluff overlooking the Colorado River, with hundreds of miles of desert in all directions, this was considered an ideal place to imprison "hard-case" characters. Though it had only seven prisoners at the time of its establishment, the penitentiary later received convicts from all over the United States, at one time confining 376. It was not a popular prison, from the standpoint of the prisoners. The heat of the summers and the bleakness

of the surroundings caused it to be dreaded by all criminals. Despite its isolated location and the cooperation of the Indians, who were paid fifty dollars for every escaped convict they returned, jail breaks occurred frequently.

Few prisons have had a higher degree of publicity than the old territorial prison at Yuma. Its site was admirably suited for the purpose, on a high tongue of land thrust far out into the channel of the Colorado River. The prison proper was little more than an open corral; though when seen from the outside the thick wall, built of sun-dried adobe brick with the watch towers on the corners and armed wardens pacing the top, had close similitude to a castle of medieval days. Though the prisoners were locked in long tiers of rock-built cells at night, there was little about the prison itself to hinder escape by day. The true barriers were the rifles and the old-fashioned pepper-box Gatling gun mounted high on one of the corners where it commanded both the jail yard and the quarry. This same Gatling was used with effect in several outbreaks.

Yuma prison came to be the horror of all horrors to criminals of the Arizona Territory and, for that matter, of the whole United States. Stories of its fearful heat,

13. WPA Writers' Project. op. cit., pp. 272-274.
its cruel discipline, and its mind-shattering underground
dungeon were not long in circulating among the lawless ele-
ments of the country. Dread of this awful institution
plus an almost equal dread of the fierce and relentless
Arizona Rangers gradually changed Arizona from a free and
open hunting ground for every type of outlaw into a region
which the lawless found best to avoid. Thus the prison at
Yuma not only helped free the territory from the bloody
rule of outlaw violence, but also removed from circulation
many of the most vicious criminals of the West.

Table VII, page 167, shows by counties the total pri-
soners received at the prison from 1890 until 1904.

The legislature of 1907 decided to remove the prison
from Yuma to Florence, an appropriation of $120,000 being
made for the construction of modern buildings on a site
near the latter city. The deed to the old prison lands had
come to the Territory of Arizona with a reservation that
the title should return to the city of Yuma whenever the
land ceased to be used for prison purposes. So within the
old adobe battlements were placed offices of the Yuma city
government and a section of the Yuma high school.

On top of one of the cell blocks was the
prison hospital. This latter was used to house
the first high school in Yuma and from this the

15. McClintock, James H. Arizona, Chap. XL.
TABLE VII
PRISONERS IN THE ARIZONA STATE PRISON
AT YUMA BY COUNTIES, 1890-1904

<table>
<thead>
<tr>
<th>County</th>
<th>1890</th>
<th>1891</th>
<th>1892</th>
<th>1896</th>
<th>1898</th>
<th>1902</th>
<th>1904*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apache</td>
<td>24</td>
<td>27</td>
<td>30</td>
<td>49</td>
<td>52</td>
<td>56</td>
<td>57</td>
</tr>
<tr>
<td>Cochise</td>
<td>86</td>
<td>92</td>
<td>97</td>
<td>119</td>
<td>149</td>
<td>186</td>
<td>205</td>
</tr>
<tr>
<td>Gila</td>
<td>20</td>
<td>22</td>
<td>23</td>
<td>53</td>
<td>65</td>
<td>86</td>
<td>97</td>
</tr>
<tr>
<td>Graham</td>
<td>70</td>
<td>77</td>
<td>82</td>
<td>112</td>
<td>130</td>
<td>168</td>
<td>219</td>
</tr>
<tr>
<td>Maricopa</td>
<td>119</td>
<td>136</td>
<td>147</td>
<td>240</td>
<td>271</td>
<td>340</td>
<td>373</td>
</tr>
<tr>
<td>Mohave</td>
<td>14</td>
<td>21</td>
<td>24</td>
<td>26</td>
<td>30</td>
<td>39</td>
<td>46</td>
</tr>
<tr>
<td>Pima</td>
<td>155</td>
<td>177</td>
<td>193</td>
<td>258</td>
<td>298</td>
<td>374</td>
<td>393</td>
</tr>
<tr>
<td>Pinal</td>
<td>56</td>
<td>66</td>
<td>70</td>
<td>101</td>
<td>112</td>
<td>149</td>
<td>156</td>
</tr>
<tr>
<td>Yavapai</td>
<td>146</td>
<td>154</td>
<td>161</td>
<td>224</td>
<td>249</td>
<td>321</td>
<td>356</td>
</tr>
<tr>
<td>Yuma</td>
<td>18</td>
<td>27</td>
<td>28</td>
<td>42</td>
<td>43</td>
<td>59</td>
<td>66</td>
</tr>
<tr>
<td>Coconino</td>
<td>1</td>
<td>7</td>
<td>36</td>
<td>52</td>
<td>71</td>
<td>92</td>
<td></td>
</tr>
<tr>
<td>Navajo</td>
<td></td>
<td>7</td>
<td>14</td>
<td>28</td>
<td>34</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Santa Cruz</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>9</td>
<td>18</td>
</tr>
</tbody>
</table>

*Figures are cumulative totals for the years shown; i.e., by the year 1904, there had been 57 persons from Apache County incarcerated in the prison.

16. From Annual Reports of the Territorial Prison for the years indicated.
present Yuma High School football team derived its name, "The Criminals." Later on when a new high school building was erected, the adobe wall surrounding the prison was torn down and its rich soil was mixed with the sand of the field where the "Criminals" now meet their football foes.17

In 1909, the new territorial prison was constructed at Florence. This prison, with the various additions made since that date, is the institution now known as the Arizona State Prison. Some facts concerning the prison population, industries, and condition at the present time and also a brief explanation of the parole system follow. On May 29, 1948 there were 937 prisoners incarcerated in the State Prison. Table VIII, page 169, gives some of the statistical figures regarding the prison population on that date.

The report which provided the information in Table VIII also revealed some interesting facts regarding recidivism with respect to the prisoners then held in the institution. Of the 937 prisoners on May 28, 1948, 460 were in a penitentiary for the first time. However, 53 percent of these had been in other correctional institutions such as reform schools, trade schools, and so forth. Of the remaining 477 prisoners, all had been in adult penal institutions prior to their present offenses.

Lack of sufficient room is probably the biggest problem.

17. Leslie, Sam. op. cit., pp. 3, 8.
### TABLE VIII
POPULATION STATISTICS, ARIZONA STATE PRISON
MAY, 1948

<table>
<thead>
<tr>
<th>Race</th>
<th>Women</th>
<th>Men</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>17</td>
<td>556</td>
</tr>
<tr>
<td>Negro</td>
<td>11</td>
<td>159</td>
</tr>
<tr>
<td>Mexican</td>
<td>229</td>
<td></td>
</tr>
<tr>
<td>Indian</td>
<td>23</td>
<td></td>
</tr>
<tr>
<td>Chinese</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Filipino</td>
<td>2</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Crime</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Burglary (first degree)</td>
<td>148</td>
</tr>
<tr>
<td>Robbery</td>
<td>141</td>
</tr>
<tr>
<td>Grand theft</td>
<td>127</td>
</tr>
<tr>
<td>Bogus checks</td>
<td>112</td>
</tr>
<tr>
<td>Rape</td>
<td>82</td>
</tr>
<tr>
<td>Forgery</td>
<td>58</td>
</tr>
<tr>
<td>Murder (first degree)</td>
<td>57</td>
</tr>
<tr>
<td>Non-support</td>
<td>37</td>
</tr>
<tr>
<td>Burglary (second degree)</td>
<td>31</td>
</tr>
<tr>
<td>Murder (second degree)</td>
<td>30</td>
</tr>
<tr>
<td>Assault with deadly weapon</td>
<td>25</td>
</tr>
<tr>
<td>Manslaughter</td>
<td>24</td>
</tr>
<tr>
<td>Aggravated assault</td>
<td>19</td>
</tr>
<tr>
<td>Statutory rape</td>
<td>10</td>
</tr>
<tr>
<td>Assault with intent to commit rape or robbery</td>
<td>12</td>
</tr>
<tr>
<td>Lewd and lascivious act</td>
<td>9</td>
</tr>
<tr>
<td>Assault with intent to commit murder</td>
<td>8</td>
</tr>
<tr>
<td>Arson</td>
<td>5</td>
</tr>
<tr>
<td>Resisting officer</td>
<td>4</td>
</tr>
<tr>
<td>Cunnilingus</td>
<td>4</td>
</tr>
<tr>
<td>Unnatural sex acts</td>
<td>4</td>
</tr>
<tr>
<td>Receiving stolen property</td>
<td>4</td>
</tr>
<tr>
<td>Attempted burglary</td>
<td>4</td>
</tr>
<tr>
<td>Killing livestock of another</td>
<td>4</td>
</tr>
<tr>
<td>Bigamy</td>
<td>4</td>
</tr>
<tr>
<td>Forcible rape</td>
<td>4</td>
</tr>
<tr>
<td>Kidnap</td>
<td>3</td>
</tr>
<tr>
<td>Sale or possession of narcotic drugs</td>
<td>3</td>
</tr>
<tr>
<td>Aggravated assault and battery</td>
<td>2</td>
</tr>
<tr>
<td>Buggery</td>
<td>2</td>
</tr>
</tbody>
</table>
TABLE VIII (cont.)

<table>
<thead>
<tr>
<th>Crime</th>
<th>Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sodomy</td>
<td>2</td>
</tr>
<tr>
<td>Incest</td>
<td>2</td>
</tr>
<tr>
<td>Fellatio</td>
<td>2</td>
</tr>
<tr>
<td>Attempted robbery</td>
<td>2</td>
</tr>
<tr>
<td>Grand larceny</td>
<td>2</td>
</tr>
<tr>
<td>Hit-and-run</td>
<td>1</td>
</tr>
<tr>
<td>Bribery</td>
<td>1</td>
</tr>
<tr>
<td>Practice of medicine without a license</td>
<td>1</td>
</tr>
<tr>
<td>Embezzlement</td>
<td>1</td>
</tr>
<tr>
<td>Child stealing</td>
<td>1</td>
</tr>
<tr>
<td>Open and notorious cohabitation</td>
<td>1</td>
</tr>
</tbody>
</table>

Men presently incarcerated, classified as to number of offenses committed per man:

| Offense   | 1st offense | 2nd offense | 3rd offense | 4th offense | 5th offense | 6th offense | 7th offense | 8th offense | 9th offense | 10th offense | 11th offense | 12th offense | 16 men |
|-----------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|--------------|--------------|-----------|-------|
| 1st offense | 460 men     | 178 men     | 136 men     | 71 men      | 42 men      | 24 men      | 13 men      | 6 men       | 0 men       | 0 men       | 1 men        | 1 men        | 16 men    |

Marital status of prisoners:

- Married: 334
- Single: 631
- Divorced: 33

Educational status of prisoners:

- Grammar school: 630
- High school: 291
- College: 28
- University: 4
- Illiterate: 38

confronting the State Prison today. Lack of means to keep all the prisoners busyly occupied runs a close second. Built to accommodate normally a maximum of 600 prisoners, the institution has been required to crowd almost twice that number within its walls and buildings. This complicates the problem of providing work for all the able-bodied. Work is a necessity. In some cases hard labor may be specified as part of the sentence of the convicted; in practically all cases it is one of the best "medicines" for men who are out of step with the rest of society. Whether it be called occupational therapy or simply hard labor, it is desirable to keep the prisoners occupied. If kept idle they are likely to be released from prison in a worse condition of social maladjustment than when they enter.

Within the walls of the State Prison or connected with the institution are a number of industries that offer work opportunity for the prisoners. Among these facilities are the prison bakery, dairy, cannery, ice plant, flour mill, mattress factory, broom factory, shoe repair shop, truck farm and prison garden, wheat farm, and tag plant (license plate factory). These not only serve to keep many of the men occupied, but also furnish much of the food and many of the products used by the institution. None of the produce of the prison industries is allowed to compete on the open market with the products of free labor. With the
exception of the automobile license plates which are issued throughout the state, all prison-made goods are consumed within the institution itself.

Because of the extremely overcrowded condition of the prison with its present facilities, it is hoped that a nearby unused army detention camp may be added to the State Prison property. This camp is situated on the main highway three or four miles from the penitentiary walls. Securing this addition to the present grounds and buildings would help solve many of the perplexing problems that stem from the overcrowded conditions. The facilities would then be adequate, occupation for more men would be provided, and it would be possible to segregate the first offenders and minor criminals from the habitual offenders who have lived a long life of serious crime.

Parole: Prior to the turn of the century, few paroles were granted; in fact, few prisoners applied for parole even after they were permitted by law, prior to 1889. Today a prisoner is released on parole, within the terms of the law, when the parole board considers such release to be for the best interests of the individual and of the state.

A first offender, providing he has made a clean record while in confinement, may be released on parole at the

19. Interview with Mr. McKenney, State Parole Officer, at Florence, Arizona, May 1948.
termination of his minimum sentence of one year. (Some types of employment within the institution receive double time credit, so it is possible for the prisoner to be released after a minimum of seven months.) In cases of long sentence, a parole is considered after one-half of the sentence has been served. In such cases, the past record and the prisoner's behavior are the determining factors.

"Parole as Usual" refers to prisoners who are residents of the state of Arizona. When on parole they may go anywhere they choose within the state. In case of a prisoner whose home or family is outside the state and who wishes to return to his own home, he is allowed to do so but is forbidden to return to Arizona until the maximum time of his original sentence has elapsed.

In any case of parole, the parolee is required to make a report, either in writing or in person, to the Board of Pardons and Paroles not less often than once each month. In case of a prisoner released on parole from serving a life sentence, he must make the monthly reports as long as he lives, unless he is released from parole or pardoned on account of his good behavior record.

A parolee who violates the terms of his parole contract is known as a parole violator, and is returned promptly to the prison without any court action being required.
Since it is unlikely that he will get another parole for a considerable time, few parolees intentionally break their contracts.

Information on paroles was also obtained in the interview with the State Parole Officer at Florence.
CHAPTER VIII

CONCLUSION

Although there have been many improvements and achievements in the public welfare services rendered in Arizona since territorial days, there are still many deficiencies which need to be corrected. This statement holds true not only for the State Department of Social Security and Welfare, but as well for each of the public agencies treated within these pages.

One outstanding deficiency that has constantly been brought to our attention during the pursuit of this study applies almost without exception to all public agencies encountered. That is the lack of adequate funds and facilities with which to carry out in the most desirable manner the objectives of the service. This condition is understandable, since the population of the state in its phenomenal growth is more than keeping pace with the expanding facilities for public welfare. There are a number of "solutions" to this problem, as we have come to see it, none of which can provide an immediate or satisfactory answer. One of these is to increase the amount of money made available to agencies offering public welfare services. This would entail larger appropriations by the state or Federal
Government, or both, with resultant increase in the tax load. Some help from this direction may be anticipated, but not enough so that it may be termed a solution.

Another "solution" might be found in arbitrarily reducing the number of recipients of public welfare or in spreading still thinner the assistance and services which are provided among the number of needy that there are. When we consider that the aim of social welfare is to meet the basic needs of all people unable to provide for themselves, and in an amount sufficient to assure at least a minimum standard of health and decency, we see at once that this is not a real solution. More of the recipients of public welfare might be shifted to the care of private agencies doing welfare and charitable work; but such a procedure, even if it could be done, would accomplish no more than a shifting of the burden. It should be pointed out in this connection that private agencies already carry heavy loads without access to assured financial resource such as the taxing power provides to the state.

Possibly the only real solution lies in enabling public charges, whenever possible, to become self-supporting and self-sufficient so that they can care for themselves on their own abilities and their own resources. This, as we have observed all along, is the ultimate aim of all our public welfare activities. To the extent that this aim can
be realized, there will be a lessening in the demands upon our public welfare resources. But it can be accomplished only by accepting for the present and the near future an increased financial burden which a properly rehabilitative program would require.

Public welfare problems are not easily nor cheaply solved. It will take a long while, and there may be times when it will seem as though little progress is being made. At such times it may be well to consider not so much the cost of public welfare in money, time, and effort, as the cost of not providing it in terms of human misery, delinquency, crime, disease, and social unrest. It is, and will continue to be, a difficult job, this program to which the whole social welfare field is committed. It will demand unremitting effort, greater perhaps than is even now devoted to it; it will require also better organization, closer coordination, a higher degree of integration, more and better training for those entrusted with the duties of carrying out the programs, and greater understanding on the part of all citizens. Too, it will cost money and yet more money, so much that there will be serious questions raised as to the wisdom of the whole proceedings.

It has been observed, although not stressed in this writing, that there are a few features of the State Department of Social Security and Welfare which might be altered
to the improvement of the services it renders. Some of these have to do with the organizational and legal aspects of the department. Certain changes in the organization, it is thought, might simplify some of the problems and add to the efficiency of operation of the state and county offices; while a few changes in the laws, it seems, could clarify some irritating questions and add to the smoothness and effectiveness of the program. This should occasion no surprise, for no large and complicated organization can be set up and operate perfectly without a certain amount of adjusting and adapting as the program develops and the work gets under way. Nor should it be a matter for dismay if there appear differences of opinion as to what courses are the best to follow. It is the American way that such things are threshed out at the council table, and such changes as are agreed upon brought about by action of the people through the legislature.

No attempt will be made to comment on each of the separate parts of the public welfare field covered in the preceding chapters; but it is felt that a few specific points should be brought out in summary.

One is with reference to our old age assistance provisions. As pointed out in Chapter IV, assistance to the aged in Arizona is on a relatively high level. It may also be noted that many of the aged of the state must be provided for solely through the State Aid program, without benefit
of federal contribution to the cost. This situation results from Arizona's requiring citizenship as a factor of eligibility. This is not a requirement of the Federal Government, and if eliminated would place more of the state's old people under the Old Age Assistance program in which the Federal Government shares the cost. A change here, it appears, should reduce the burden of the state for this particular category and allow more funds to be allotted to other welfare services where they are sorely needed.

Medical relief is another aspect of public welfare in which existing facilities do not appear to be adequate. The hoped-for increase in the capacity of the Pima County Hospital should remedy the local situation.

In the Juvenile Probation Department we have seen great improvement in recent times, to which we can point with pride. We cannot be proud, however, of our detention facilities for girls and young children. It is hoped that these facilities, which have been termed disgraceful, may be improved radically in the near future.

The Vocational Rehabilitation Division is providing remarkable welfare service, yet in the opinion of the writer the benefits might be multiplied if more vocationally-handicapped persons were made aware of the services offered.

In our section dealing with care for the mentally handicapped it was brought out that the facilities are far from adequate. There are two things which lend brightness
to this otherwise gloomy situation. The first of these is found in the very considerable improvement accomplished and in prospect at the State Hospital; the second is the proposed Arizona Colony and school for mentally handicapped children. The latter institution will not only be of value in providing for children who now are shamefully neglected, but will relieve the State Hospital of a large part of its population, enabling it to care more adequately for those it is best equipped to serve.

The unhappy situation at the State Industrial School obviously is the fault of no one but the public at large. As long as the institution is compelled to function under the present handicap of adverse circumstances, it cannot but fall short of its ideal. If a change of location should be effected in the future, it is to be hoped that the move will solve most of the problems.

With respect to the State Prison, the chief difficulties seem to stem from the overcrowded condition of the institution. Adding the army detention camp to the prison's facilities, if this can be accomplished, should remedy this situation. Otherwise there may soon be the unavoidable necessity of increasing the capacity of the present plant, at considerable expense to the state.

In conclusion it may be said that the objectives of the public welfare program are to care for the aged and the
neglected, to heal the sick, to uplift the discouraged, to
guide the straying ones back to better paths, and to make
the world a better place in which to live. The people of
Arizona have provided in a measure for these objectives
through their representatives in the legislature; the
people of Arizona pay for them by means of taxes levied upon
themselves. They have done this to help their neighbors who
are unfortunate and in need, and they have the right to in­
sist that those agencies created to carry out the program
shall do so efficiently and conscientiously. The present
situation has its defects and its virtues. If the people
are satisfied with public welfare as it stands today, we
can expect improvement to be slight and slow. If they are
not satisfied, it is incumbent upon them to expend the money
and energy necessary to right the situation. One generation
cannot commit the next to any set program of public welfare.
In large measure, each gets what it wants and what it is
willing to pay for.
APPENDIX

THE FINANCING OF PUBLIC WELFARE IN ARIZONA

The public welfare laws of practically every state contain provisions for the financing of the services. This is universally conceded to be necessary, for no matter how high may be the standards of this service or how completely the laws make provision for it otherwise, unless sufficient funds be provided to carry out the designated program the statutory provisions are impotent and useless.

An attempt will be made in the following pages to present a clear idea of the somewhat complicated system of financing the activities of the present Department of Social Security and Welfare of the State of Arizona.

Public Assistance Funds

The principal sources of revenue for the administration of the various activities of the State Department of Social Security and Welfare are provided through grants-in-aid from the Federal Government and through state legislative appropriations.

Old Age Assistance, Aid to Dependent Children, and Aid to the Blind are legally-created funds; while the functions and activities of the State Department are cared for through individual legislative appropriations. Any unencumbered balance of state funds not needed to match federal funds reverts to the General Fund at the end of each fiscal year, June 30.

Grants to eligible needy persons, payment for services rendered to such persons, and expenses incurred in providing payment and services are made by means of warrants drawn by the State Auditor against the appropriate fund or account.

Federal Sources of Old Age Assistance, Aid to Dependent Children, and Aid to the Blind Funds

Upon receipt of the state's estimate of the funds necessary to furnish grants to eligible persons for the ensuing quarter, and after giving due consideration to the requests, the Federal Government provides funds on the following basis:

1. For Old Age Assistance and Aid to the Blind, two-thirds of the first fifteen dollars of each grant to eligible persons, plus one-half of the additional amount up to a maximum grant of forty-five dollars.

2. For Aid to Dependent Children, two-thirds of the first nine dollars granted in behalf of each eligible child, plus one-half of the added amount for each up to a maximum of twenty-four dollars for the first child and fifteen dollars for each additional child in a family.

3. In addition, the Federal Government participates to the extent of fifty percent in the cost of administering Old Age Assistance, Aid to Dependent Children, and Aid to the Blind, as determined by a weighted work-unit time study.
Federal payments are made monthly to the State Treasurer in the form of a check, which is deposited in the appropriate fund.

State Sources of Old Age Assistance, Aid to Dependent Children, and Aid to the Blind Funds

Each biennium there is appropriated by the state legislature the total of state funds to be used for Old Age Assistance, Aid to Dependent Children, and Aid to the Blind for the succeeding two years.

The total amount appropriated for the Department for the biennium of 1947-1949 is $11,583,305.00. This represents an increase of $2,000,000.00 over the previous biennium appropriation but is $3,346,941.00 less than was requested by the Department.

During the month of July, 1947 the total case load was 16,708. This figure represents the total number of persons certified for payments of assistance or services.

Funds available for Aid to Dependent Children make it possible to meet only about 50% of the need, as determined on the basis of the minimum budget. In June, 1947 11,394 persons were included in Aid to Dependent Children grants totaling $111,814 for an average of $9.81 per person, or about one-third the amount received by those in Old Age Assistance grants.

Inadequacy of Aid to Dependent Children funds is due to the fact that the number of people in need of such aid has increased rapidly ... since the end of the war.

4. Ibid., p. 29.
How Funds may be Spent

After the State Department has certified the client's eligibility, the effective date, and the amount of the grant to the State Auditor, payment is made from the appropriate fund by means of a warrant mailed direct to the payee. Such a warrant is mailed each month thereafter until modified, suspended, or discontinued through an authorization from the State Department.

Old Age Assistance Grants

While the Federal Government participates in grants for Old Age Assistance up to forty-five dollars per month, state law authorizes grants up to fifty dollars per month. That part of each award exceeding forty-five dollars per month must be met solely from state funds.

Burial of Old Age Assistance Recipients

Under certain circumstances, after the death of a recipient the State Department may approve a proper claim against the state of Arizona covering the allowable funeral expense. Payment is made to a relative or mortician providing the burial. Such expenditure is charged to the state Old Age Assistance fund, and is not reimbursable by the Federal Government.

Pioneers' Home Residents

Grants to eligible persons residing in the Pioneers'
Home are paid from the state fund, but no part of such grants is reimbursable by the Federal Government.

**Aid to the Blind Grants**

The Federal Government participates in grants to the amount of forty-five dollars per month. State law authorizes payment up to sixty dollars per month. That part of the award above forty-five dollars must be paid solely by the state.

**Burial of Aid to the Blind Recipients**

Provision for burial of blind recipients is the same as for Old Age Assistance recipients, except that the expenditure is charged to the State Aid to the Blind Fund.

**Eye Surgery and Treatment**

When the supervising ophthalmologist certifies as to whether or not an applicant is eligible for a grant, he may also indicate the need for certain treatment. Payment for such treatment is made from the State Aid to the Blind Fund. It is not reimbursable by the Federal Government.

**Eye Examinations**

The cost of eye examinations is paid as state-county administrative expense, one-half of the cost being borne by federal funds.
State Aid

Those categories of public welfare to which the Federal Government does not contribute financially constitute a group which is covered by the State Aid program. These include General Relief, Emergency Relief, Temporary Aid, Institutional Care, and Foster Home Care. Funds for these programs are derived through legislative appropriations each biennium, and through various collections and contributions.

The tables on the following pages are relative to various funds and services, as indicated in the individual headings.
TABLE IX
SOURCES OF REVENUE FOR THE FISCAL YEAR 1945-46

<table>
<thead>
<tr>
<th>Fund</th>
<th>Federal</th>
<th>State</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Old Age Assistance</td>
<td>$2,134,721.28</td>
<td>$2,436,500.00</td>
<td>$4,571,221.28</td>
</tr>
<tr>
<td>Aid to Dependent Children</td>
<td>336,971.89</td>
<td>400,000.00</td>
<td>736,971.89</td>
</tr>
<tr>
<td>Aid to the Blind</td>
<td>107,624.41</td>
<td>189,000.00</td>
<td>396,624.41</td>
</tr>
<tr>
<td>Crippled Children Services</td>
<td>42,675.87</td>
<td>80,000.00</td>
<td>122,675.87</td>
</tr>
<tr>
<td>Child Welfare Services</td>
<td>10,113.25</td>
<td>70,000.00</td>
<td>80,113.25</td>
</tr>
<tr>
<td>Administration</td>
<td>1,270.21</td>
<td>310,000.00</td>
<td>311,270.21</td>
</tr>
<tr>
<td>Welfare Sanitarium*</td>
<td></td>
<td>130,000.00</td>
<td>130,000.00</td>
</tr>
<tr>
<td>Civilian War Assistance*</td>
<td>2,000.00</td>
<td></td>
<td>2,000.00</td>
</tr>
<tr>
<td>Aid to Enemy Aliens*</td>
<td>300.00</td>
<td></td>
<td>300.00</td>
</tr>
<tr>
<td>Direct Relief</td>
<td></td>
<td>925,000.00</td>
<td>925,000.00</td>
</tr>
<tr>
<td>Total</td>
<td>$2,665,676.91</td>
<td>$4,540,500.00</td>
<td>$7,206,176.91</td>
</tr>
</tbody>
</table>

*The Welfare Sanitarium is now under the Department of Health. Civilian War Assistance and Aid to Enemy Aliens were war-connected services and have been discontinued.

### TABLE X
TOTAL DISBURSEMENTS FOR THE FISCAL YEAR 1945-46

<table>
<thead>
<tr>
<th>Fund</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Old Age Assistance</td>
<td>$4,435,543.50</td>
</tr>
<tr>
<td>Aid to Dependent Children</td>
<td>735,474.50</td>
</tr>
<tr>
<td>Aid to the Blind</td>
<td>275,147.23</td>
</tr>
<tr>
<td>Crippled Children Services</td>
<td>114,762.51</td>
</tr>
<tr>
<td>Child Welfare Services</td>
<td>76,780.46</td>
</tr>
<tr>
<td>Administration</td>
<td>458,882.67</td>
</tr>
<tr>
<td>Welfare Sanitarium</td>
<td>129,956.54</td>
</tr>
<tr>
<td>Civilian War Assistance</td>
<td>2,798.45</td>
</tr>
<tr>
<td>Aid to Enemy Aliens</td>
<td>68.19</td>
</tr>
<tr>
<td>Direct Relief</td>
<td>924,053.51</td>
</tr>
<tr>
<td>Merit System</td>
<td>7,411.40</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$7,160,878.96</strong></td>
</tr>
</tbody>
</table>

---

TABLE XI
ARIZONA STATE DEPARTMENT OF SOCIAL SECURITY AND WELFARE
REPORT OF CASES, PAYMENTS, AND SERVICES
FOR MONTH ENDING FEBRUARY 29, 1948

<table>
<thead>
<tr>
<th>Programs (Cases receiving direct money payment)</th>
<th>Number of recipients</th>
<th>Cost</th>
<th>Cost per case</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Old Age Assistance</td>
<td>10,668</td>
<td>$509,424.00</td>
<td>$47.75</td>
</tr>
<tr>
<td>Pioneers' Home</td>
<td>87</td>
<td>652.50</td>
<td>7.50</td>
</tr>
<tr>
<td>2. Aid to Dependent Children</td>
<td>2,379</td>
<td>115,709.00</td>
<td>48.64</td>
</tr>
<tr>
<td>3. Aid to the Blind</td>
<td>644</td>
<td>36,421.00</td>
<td>56.55</td>
</tr>
<tr>
<td>4. General Relief</td>
<td>1,784</td>
<td>53,528.00</td>
<td>30.00</td>
</tr>
<tr>
<td>5. Temporary Aid</td>
<td>317</td>
<td>5,883.98</td>
<td>18.56</td>
</tr>
<tr>
<td>6. Emergency Relief</td>
<td>115</td>
<td>2,485.38</td>
<td>21.61</td>
</tr>
<tr>
<td>7. Foster Home (children)</td>
<td>416</td>
<td>17,100.98</td>
<td>40.96*</td>
</tr>
<tr>
<td>8. Institutional Care</td>
<td>64</td>
<td>2,482.55</td>
<td>38.79</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>16,474</strong></td>
<td><strong>$74,687.39</strong></td>
<td></td>
</tr>
</tbody>
</table>

Services (Cases receiving services but not money payment)

| 1. Child Welfare Services                      | 646                  | $7,761.08  |
| 2. Crippled Children Services                 | 20,430.68            |
| 3. Old Age Assistance Burials                  | 15                   | 1,125.00   | 75.00 |
| 4. Aid to Blind (Medical)                      | 725.52               |
| 5. Aid to Blind (Burials)                      | 2                    | 131.06     | 65.53 |
| 6. Aid to Blind (Room and Board)               | 66.19                |
| 7. Aid to Blind (Transportation)               | 7.30                 |
| 8. Other Services                              | 253                  | $30,246.83 |
| **Total**                                      | **253**              |            |

*Average per child-month of care.

---

<table>
<thead>
<tr>
<th>County</th>
<th>No. of grantees</th>
<th>Amount*</th>
<th>No. of grantees</th>
<th>Amount#</th>
<th>No. affected</th>
<th>Amount</th>
<th>Average per child</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apache</td>
<td>155</td>
<td>$7,681.00</td>
<td>12</td>
<td>$711.00</td>
<td>100</td>
<td>$1,567.00</td>
<td>$15.67</td>
</tr>
<tr>
<td>Cochise</td>
<td>836</td>
<td>39,905.00</td>
<td>50</td>
<td>2,818.00</td>
<td>677</td>
<td>11,361.00</td>
<td>16.78</td>
</tr>
<tr>
<td>Coconino</td>
<td>187</td>
<td>8,729.00</td>
<td>15</td>
<td>872.00</td>
<td>77</td>
<td>1,214.00</td>
<td>15.77</td>
</tr>
<tr>
<td>Gila</td>
<td>523</td>
<td>24,898.00</td>
<td>9</td>
<td>519.00</td>
<td>261</td>
<td>4,236.00</td>
<td>16.23</td>
</tr>
<tr>
<td>Graham</td>
<td>352</td>
<td>17,172.00</td>
<td>28</td>
<td>1,659.00</td>
<td>235</td>
<td>4,005.00</td>
<td>17.04</td>
</tr>
<tr>
<td>Greenlee</td>
<td>145</td>
<td>7,118.00</td>
<td>10</td>
<td>600.00</td>
<td>177</td>
<td>3,065.00</td>
<td>17.32</td>
</tr>
<tr>
<td>Maricopa</td>
<td>5,083</td>
<td>242,552.00</td>
<td>307</td>
<td>17,421.00</td>
<td>3,101</td>
<td>52,137.00</td>
<td>16.81</td>
</tr>
<tr>
<td>Mohave</td>
<td>153</td>
<td>7,242.00</td>
<td>2</td>
<td>96.00</td>
<td>29</td>
<td>387.00</td>
<td>13.34</td>
</tr>
<tr>
<td>Navajo</td>
<td>241</td>
<td>11,662.00</td>
<td>12</td>
<td>697.00</td>
<td>231</td>
<td>3,848.00</td>
<td>16.66</td>
</tr>
<tr>
<td>Pima</td>
<td>1,151</td>
<td>54,156.00</td>
<td>99</td>
<td>5,325.00</td>
<td>1,124</td>
<td>18,902.00</td>
<td>16.82</td>
</tr>
<tr>
<td>Pinal</td>
<td>439</td>
<td>21,070.00</td>
<td>30</td>
<td>1,665.00</td>
<td>356</td>
<td>5,948.00</td>
<td>16.71</td>
</tr>
<tr>
<td>Santa Cruz</td>
<td>143</td>
<td>6,920.00</td>
<td>14</td>
<td>809.00</td>
<td>168</td>
<td>2,729.00</td>
<td>16.24</td>
</tr>
<tr>
<td>Yavapai</td>
<td>867</td>
<td>41,832.00</td>
<td>35</td>
<td>2,005.00</td>
<td>180</td>
<td>3,063.00</td>
<td>17.02</td>
</tr>
<tr>
<td>Yuma</td>
<td>383</td>
<td>18,487.00</td>
<td>21</td>
<td>1,173.00</td>
<td>200</td>
<td>3,247.00</td>
<td>16.24</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>10,668</strong></td>
<td><strong>509,424.00</strong></td>
<td><strong>644</strong></td>
<td><strong>35,421.00</strong></td>
<td><strong>6,916</strong></td>
<td><strong>115,709.00</strong></td>
<td><strong>16.73</strong></td>
</tr>
</tbody>
</table>

*Average amount per grantee varied somewhat among the different counties, from the high figure of $49.55 in Apache County to the low figure of $46.65 in Pima.

#Average amount per grantee varied from the highest figure of $60.00 in Gila and Greenlee Counties to the low of $48.00 in Mohave. Pima County average was $53.79.
TABLE XII (cont.)

+The 6,916 children reported for February, 1948, are the greatest number included on the Aid to Dependent Children rolls since January, 1941, when 7,202 were authorized as eligible for these payments.

### TABLE XIII

**GENERAL RELIEF, TEMPORARY AID, AND EMERGENCY RELIEF FOR THE MONTH OF FEBRUARY, 1948**

<table>
<thead>
<tr>
<th>County</th>
<th>General Relief*</th>
<th>Temporary Aid</th>
<th>Emergency Relief</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No. of grantees</td>
<td>Ave. per grantee</td>
<td>No. of grantees</td>
</tr>
<tr>
<td>Apache</td>
<td>21</td>
<td>$507.00</td>
<td>1</td>
</tr>
<tr>
<td>Cochise</td>
<td>212</td>
<td>$6,970.00</td>
<td>11</td>
</tr>
<tr>
<td>Coconino</td>
<td>13</td>
<td>$466.00</td>
<td>11</td>
</tr>
<tr>
<td>Gila</td>
<td>111</td>
<td>$3,178.00</td>
<td>25</td>
</tr>
<tr>
<td>Graham</td>
<td>42</td>
<td>$1,148.00</td>
<td>5</td>
</tr>
<tr>
<td>Greenlee</td>
<td>61</td>
<td>$1,466.00</td>
<td>1</td>
</tr>
<tr>
<td>Maricopa</td>
<td>784</td>
<td>$24,396.00</td>
<td>200</td>
</tr>
<tr>
<td>Mohave</td>
<td>6</td>
<td>$167.00</td>
<td>2</td>
</tr>
<tr>
<td>Navajo</td>
<td>34</td>
<td>$775.00</td>
<td>14</td>
</tr>
<tr>
<td>Pima</td>
<td>238</td>
<td>$7,009.00</td>
<td>27</td>
</tr>
<tr>
<td>Pinal</td>
<td>81</td>
<td>$2,289.00</td>
<td>10</td>
</tr>
<tr>
<td>Santa Cruz</td>
<td>54</td>
<td>$1,591.00</td>
<td>2</td>
</tr>
<tr>
<td>Yavapai</td>
<td>73</td>
<td>$2,106.00</td>
<td>6</td>
</tr>
<tr>
<td>Yuma</td>
<td>54</td>
<td>$1,460.00</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,784</strong></td>
<td><strong>$33,528.00</strong></td>
<td><strong>317</strong></td>
</tr>
</tbody>
</table>

*Includes General Relief to both Aid to Dependent Children and non-Aid to Dependent Children households.

9. Division of Research and Statistics. Report of March 25, 1948; Tables VI and VII.
### TABLE XIV

**FOSTER BOARDING CARE MONTH OF FEBRUARY, 1948**

<table>
<thead>
<tr>
<th>County</th>
<th>No. of children</th>
<th>Child-months of care</th>
<th>Amounts for care</th>
<th>Ave. cost per child-month</th>
<th>Cloth-</th>
<th>Total amounts</th>
<th>No. of foster boarding homes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apache</td>
<td>5</td>
<td>5.00</td>
<td>$235.00</td>
<td>$47.00</td>
<td>$40.00</td>
<td>$275.00</td>
<td>4</td>
</tr>
<tr>
<td>Cochise</td>
<td>39</td>
<td>35.38</td>
<td>1,360.86</td>
<td>38.46</td>
<td>95.00</td>
<td>1,455.86</td>
<td>20</td>
</tr>
<tr>
<td>Coconino</td>
<td>8</td>
<td>7.83</td>
<td>375.68</td>
<td>47.98</td>
<td>13.03</td>
<td>388.71</td>
<td>4</td>
</tr>
<tr>
<td>Gila</td>
<td>7</td>
<td>6.34</td>
<td>235.00</td>
<td>37.07</td>
<td>14.82</td>
<td>253.82</td>
<td>2</td>
</tr>
<tr>
<td>Graham</td>
<td>25</td>
<td>22.62</td>
<td>893.21</td>
<td>39.48</td>
<td>95.00</td>
<td>988.21</td>
<td>13</td>
</tr>
<tr>
<td>Greenlee</td>
<td>5</td>
<td>5.00</td>
<td>150.00</td>
<td>30.00</td>
<td>49.82</td>
<td>199.82</td>
<td>1</td>
</tr>
<tr>
<td>Maricopa</td>
<td>178</td>
<td>170.66</td>
<td>6,568.50</td>
<td>38.49</td>
<td>716.71</td>
<td>7,285.21</td>
<td>88</td>
</tr>
<tr>
<td>Mohave</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Navajo</td>
<td>4</td>
<td>4.00</td>
<td>130.00</td>
<td>32.50</td>
<td></td>
<td>130.00</td>
<td>3</td>
</tr>
<tr>
<td>Pima</td>
<td>89</td>
<td>84.66</td>
<td>3,453.13</td>
<td>40.79</td>
<td>518.38</td>
<td>3,971.51</td>
<td>43</td>
</tr>
<tr>
<td>Pinal</td>
<td>6</td>
<td>6.00</td>
<td>285.00</td>
<td>47.50</td>
<td>91.05</td>
<td>376.05</td>
<td>5</td>
</tr>
<tr>
<td>Santa Cruz</td>
<td>6</td>
<td>6.00</td>
<td>225.00</td>
<td>37.50</td>
<td>225.00</td>
<td>375.00</td>
<td>3</td>
</tr>
<tr>
<td>Yavapai</td>
<td>4</td>
<td>3.86</td>
<td>154.48</td>
<td>40.02</td>
<td></td>
<td>164.48</td>
<td>2</td>
</tr>
<tr>
<td>Yuma</td>
<td>14</td>
<td>12.00</td>
<td>508.19</td>
<td>42.35</td>
<td>29.88</td>
<td>538.07</td>
<td>11</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>416</strong></td>
<td><strong>389.87</strong></td>
<td><strong>$15,432.36</strong></td>
<td><strong>$39.56</strong></td>
<td></td>
<td><strong>$17,000.98</strong></td>
<td><strong>212</strong></td>
</tr>
</tbody>
</table>

10. Division of Research and Statistics. *Report of Cases, Payment, and Services for Month ending February 29, 1948*, Table VIII.
BIBLIOGRAPHY

Books

Arizona Year Book, 1930.

Beard, Bella Boone
Juvenile Probation.

Brooks, William Allen
Civil Service Handbook.

Brown, Josephine Chapin
Public Relief, 1929-1939.
Henry Holt and Co., New York, 1940.

Bullock, Edna D.
Child Labor.

Carroll, Herbert A.
Mental Hygiene.

Encyclopedia Americana.

Encyclopedia Britannica, 14th ed.

Haggard, Howard W.
Devils, Drugs and Doctors.

Haycox, Ernest
The Border Trumpet.

Huston, Wendell
Social Welfare Laws of the Forty-eight States.
Wendell Huston Co., Des Moines, Iowa, 1930.
Klein, D.B.
Mental Hygiene.

Lockwood, Frank C.
The Story of Spanish Missions of the Middle Southwest.
Fine Arts Press, Santa Anna, California, 1934.

Luttrell, Estelle
The Mission of San Xavier del Bac.
Tucson, Arizona, 1923.

MacIver, R.M.
Society.

McClintock, James H.
Arizona.

New Standard Encyclopedia.
Funk and Wagnalls, New York, 1935.


Swift, Linton B.
"Relative Responsibilities, Public and Private."
American Academy of Political and Social Science, Philadelphia, 1934.

White, R. Clyde.
Administration of Public Welfare.
American Book Co., New York, 1940.

Works Progress Administration Writers' Project.
Arizona, A State Guide.
Hastings House, New York, 1940.

Periodicals

"Colony Board Holds Meeting."

Leslie, Sam
"Arizona's Alcatraz."
Rusk, Howard A.
"Hope for our Disabled Millions."

Sills, John F.
"Arizona Pioneers' Home Here Was Built in 1910."

Stanush, Claude
"Old Pioneers' Home."

Winsor, Mulford
"Development of Pioneers' Home Described."

Legal References


Arizona Revised Statutes, 1887, 1901, 1907, 1913, 1927, and 1928.

Arizona Session Laws, 1893 and 1875.

Constitution of the State of Arizona.

Howell's Code of 1864.


Public Documents

"Governor's Message to the Assembly."
Legislative Journals, 1891, 1893, 1897, 1899, 1901 and 1914.

"Governor's Message to the Legislature."
Journal of the Senate, 1923.
Legislative Journals, 1912, 1921, 1925, and 1927.

Theses

Esser, Verna T.
"Child Welfare Legislation and Services in Arizona."

Moore, Margaret L.
"Development of the Poor Laws and Public Assistance in Arizona."

Morrow, Robert D.
"The Education of Deaf and Blind Children in the State of Arizona."

Seidel, James E.
"Child Labor in Arizona."

Miscellaneous

Arizona Board of Control

Arizona Board of Directors of State Institutions

Arizona State Department of Social Security and Welfare.
Annual Report, 1945-46.
Manual of the Crippled Children's Division.
"Report of March 25, 1948."
"Report of Cases, Payments, and Services for Month Ending February 29, 1948."

Arizona State Child Welfare Board.
First Annual Report, 1922.

Arizona State Hospital

Arizona State Industrial School.
Annual Report, 1904, 1946-47.
Arizona Territorial Prison
Annual Report, 1884, 1890, 1891, 1892, 1896, 1898, 1902, 1904.

Citizens Survey Committee
"Community Survey of Family and Child Welfare, Health, Recreation, and Community Organization Programs in Metropolitan Phoenix."

Commissioner of State Institutions

Finsley, Fred
"Recommendations for the Improvement of Probation and Juvenile Detention in Pima County, Arizona."

Pima County Council of Social Agencies
Directory of Social Agencies Serving Tucson.

Public Administration Service

Rak, Mary Kidder