THE SEATTLE JUVENILE COURT REPORT FOR THE YEAR 1919

THE INTEREST OF THE COURT IN THE COMMON HUMAN PROBLEMS OF CHILDREN AND THEIR PARENTS FINDS EXPRESSION IN INTERVIEWS, INVESTIGATIONS, AND PERSONAL SERVICE WHICH ARE NOT ACCOUNTED FOR STATISTICALLY. IN THIS REGARD THE REAL VALUE OF THE COURT IN ITS DEALINGS WITH INDIVIDUAL AND FAMILY PROBLEMS CAN NEVER BE EXPRESSED IN A REPORT

January 1, 1920 Seattle, Washington 200 Broadway

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PERSONNEL OF STAFF

The Court

HONORABLE KING DYKEMAN, Judge KATE NyE, Clerk

Investigation and Probation Department

DR. LILBURN MERRILL,

Chief Probation Officer and Diagnostician

ESTHER BUNNELL, Secretary

SARA J. JACOBS, Investigator

G. W. DICK, Probation Officer

ESTELLA M. ANDERSON, Probation Officer

MARY KANE, Probation Officer

P. V. MILLER, Probation Officer

DR. LILIAN C. IRWIN, Medical Examiner for Girls

DR. STEVENSON SMITH, Consulting Psychologist

Detention Home

Francette P. Maring,
Superintendent and Assistant to Judge in Girl Cases,
Anna Naerents, Boys' Attendant
Minnie G. McOmber, Girls' Attendant
Lucile Arney, School Teacher
Dr. D. M. Stone, House Physician
Louise McKee, Kitchen Attendant
C. S. Wood, Building Attendant

Mothers' Pension Department

Josephine E. Stuff, Commissioner Lena E. Hemphill, Investigator Bessie Maynard, Field Visitor Martha Castberg, Field Visitor Marjorie Lewis, Stenographer

SUMMARY

OF SEATTLE JUVENILE COURT SERVICE FOR THE YEAR 1919

HERE was a slight increase in the number of children brought to the juvenile court during the year 1919. A total of eight hundred ninety-seven children, of whom six hundred eighteen were delinquents and two hundred seventy-nine neglected children, were cared for. Compared with the county school population these figures show that one child in every ninety-four was aided by the department. During 1918 the ratio was one to one hundred twenty-one. During preceding years, however, the situation was more unfavorable. During 1911, for instance, one child in every forty-nine passed through the court. The comparative statistics make it plain that juvenile delinquency and child-neglect have steadily decreased during recent years.

Another important item is the slight decrease in the number of repeaters brought to the court during the year. Seventy-two per cent. of the children were in court for the first time. The remaining twenty-eight per cent. should not be thought of as habitual offenders, for many, if not most of them, were returned because of unfavorable home conditions.

Among the personal traits which brought the children to court, dishonesty was the most common, and led to the arrest of two hundred thirteen boys and nine girls, almost one-fourth of the entire number of children in court during the year.

Sex-delinquency involved twenty-five boys and seventy-two girls. Fifty-three boys and twenty-five girls were classed as incorrigibles, in most instances, perhaps, because of incompatible tempers or faults in parental attitude.

Fifty-eight boys were arrested because of persistent disorderliness, mostly during evening hours. Forty-nine were brought in for truancy and forty-two for running away from home or vagrancy.

Only two boys were brought to the court during the year because of intoxication.

Sixty-six boys were charged with violating traffic ordinances, which was the largest number brought before the court for this cause during any year. It is worth noting that complaints against boys for speeding motorcycles and automobiles have noticeably decreased during the last six months. This improvement is attributable, probably, to the fact that, at the outset of the year, the court adopted the policy of placing the vehicle in custody instead of the boy.

Of the one hundred forty-six boys and one hundred thirty-three girls who were brought before the court because of neglect, two hundred five were found to be without proper moral guardianship, fifty-one were abandoned, and twenty-three were neglected simply because of poverty.

In every instance the court's first desire has been to keep the child at home with his parents. Therefore the separation of the child from his home by commitments to institutions was resorted to only in extreme cases where such treatment seemed to be necessary. Fortunately, in most instances, the full cooperation of the parents was secured, and the children themselves, oftentimes, favored their placement in schools and the resultant separation from the family group.

Three hundred twenty-nine children were released to their parents following court hearings, consultations and various adjustments in the family situation. One hundred sixty-six children were released to their parents as wards of the court under supervision by

court officers. The Boys' Parental School received ninety and the Girls' Parental School twenty-three. Thirty-six boys were sent to the State Training School and nine girls to the State School for Girls. Twenty-two children were committed to the State Custodial School. The Washington Children's Home Society received thirty-eight homeless children. The Seattle Children's Home took seventeen for temporary care. The House of Good Shepherd cared for twenty-four girls by court commitment; the Missionary Sisters of the Sacred Heart ten girls; and the Briscoe Memorial School three boys. Three were committed to the Children's Orthopedic Hospital; three to the Parkland Children's Home, and three to the Florence Crittenden Home. Others were disposed of by commitments to individuals or referred to other jurisdictions.

From year to year the court has noticed that about fifty-five per cent. of the children brought to the court come from broken homes. During several years the statistics show that this per cent. is practically constant.

As the other children's agencies of the community act with increased efficiency, the number of young children brought to court decreases. During the last year there was a larger number of sixteen and seventeen-year-old children in court than during any preceding year and proportionately fewer children under fourteen years.

Complaints leading to court action in behalf of children came from the police in fifty-two per cent.; from citizens in fifteen per cent.; parents twelve per cent., and the remaining twenty-one or more per cent. from school attendance and court officers.

The clerk of the court collected \$9,643.70 from parents and wards in support for children and for reparations and restitutions.

The county detention home provided temporary shelter for fourteen hundred twenty-one children during the year, which is the largest number cared for any year since the institution was established. The average period of detention was five days. It is interesting to note that liberal, well-cooked, nourishing meals were provided for the children at a cost of twelve cents each.

Though the Seattle court is reputed to be progressive in scientific method, its most creditable feature, we hope, is an abundance of heart.

The first desire is to sympathetically help the child.

This interest in the common human problems of children and their parents finds expression in interviews, investigations, and personal service which are not accounted for statistically. In this regard the real value of the court in its dealings with individual and family problems can never be expressed in a report.

While results often are not fully what we wish for, because the problems we try to solve are, usually, the complex failures of both breeding and environment, we constantly have been gratified by observing helpful changes in the conduct of children, and perhaps in the behavior of many parents as well.

The writer thinks it unwise to enlarge the juvenile court's judicial influence as a permanent institution. It is better that young children shall be kept out of court, if their needs can be provided for without formal court hearings, since most of the problems of delinquency among children can be more successfully treated by social and psychopathic methods. A considerable service in such analysis and treatment has been rendered by Dr. Merrill, whose consultations with children and parents secures results which are beyond the reach of legal treatment.

This effort to gain a thorough understanding of the constitution of the child, the value of which has been made apparent by Dr. Merrill's services during recent years, was extended during last year by the appointment of Mrs. Francette P. Maring, superintendent of the detention home, to the additional position of assistant to the Judge in girl cases. In this capacity Mrs. Maring has an opportunity to become personally acquainted with the girls while in detention and her study of their attitude and needs is supplemented

by the findings of Dr. Lilian C. Irwin, medical examiner for girls, and Miss Lena Hemphill, who does the mental testing of girls in conjunction with her regular work as investigator for the mothers' pension department of the court.

Each member of the court's staff deserves personal mention for faithful, efficient work. All of the community's agencies related to child helping likewise have assisted the court by full cooperation at every opportunity.

KING DYKEMAN, Judge.

JUVENILE COURT STATISTICS

COMPARATIVE STATISTICS OF CHILDREN BROUGHT TO COURT DURING NINE YEARS AND COUNTY SCHOOL POPULATION RATIO

YEAR	1911	1912	1913	1914	1915	1916	1917	1918	1919
Delinquent Boys	611	641	684	639	576	536	443	335	503
Delinquent Girls	160	198	190	158	133	81	108	105	115
Dependent Boys	211	152	185	230	252	241	149	90	146
Dependent Girls	125	158	127	220	223	229	122	113	133
Totals	1,107	1,149	1,186	1,247	1,184	1,087	822	643	897
County School Census*	54,560	57,786	53,398	61,755	65,063	63,936	67,051	77,660	84,760
Ratio	1:49	1:50	1:49	1:50	1:54	1:58	1:81	1:12	1:94

^{*}The school census, which includes all children between the ages of four and twenty-one years, nearly parallels the juvenile court jurisdiction, which includes all children under eighteen years. The numerical variation of these groups is so slight that the census provides a satisfactory basis for a ratio.

NUMBER OF REAPPEARANCES DURING CURRENT AND PRE-CEDING YEARS OF CHILDREN BROUGHT TO COURT DURING 1919

	DELINQUENT		Dере	NDENT	Totals		Percent for	Percent for
	Boys	Girls	Boys	Girls	1 oracs		1918	1917
First time	355	74	119	99	647	72.12	71.9	71.3
Second time	81	24	21	29	155	17.2	17.1	14.6
Third time	30	8	4	4	46	5.2	6.2	7.7
Fourth time	21	2	2		25	2.8	3.1	3.52
Fifth time	9	4			13	1.47	1.09	1.43
Sixth time	5	2			7	0.78	0.15	0.61
Seventh time	1			1	2	0.22	0.31	0.36
Eighth time		1			1	0.11		
Tenth time	1				1	0.11	0.15	0.48
Totals	503	115	146	133	897	100.0	100.0	100.0

OFFENSES AND CONDITIONS WHICH BROUGHT CHILDREN TO COURT DURING 1919

	Boys	Girls	Totals	Per-	Percent for 1918	Percent for 1917
CONDUCT			}		1	
Dishonesty	213	9	222	24.74	26.46	25.14
Sex delinquency	25	72	97	10.81	11.57	8.72
Incorrigibility	53	25	78	8.7	5.40	3.9
Violation of traffic			1		Ì	
ordinances			66	7.34	3.79	2.41
Disorderliness	58		58	6.46	1.65	6.2
Truancy	45	4	49 -	5.46	14.43	8.9
Vagrancy	37	5	42	4.68	3.80	8.72
Assault	2		2	0.22	0.15	1.43
Destruction of property	2		2	0.22		
Intoxication	2		2	0.22	0.15	1.58
Total conduct cases	503	115	618	68.85	68.4	67.0
NEGLECT		į	İ		Ï	İ .
Inadequate moral guardian-			ł		}	
ship	106	99	205	22.85	24.4	22.3
Abandonment	29	22	51	5.7	4.65	4.9
Poverty	11	12	23	2.6	2.55	5.8
		1	1	!	ļ	1 1
Total neglect cases	146	133	279	31.15	31.6	33.0
Grand totals	649	248	897	100.0	100.0	100.0

PARENTAL RELATION TABLE FOR THE YEAR 1919

	DELIN	QUENT	NEGLECTED			Per-	Percent
TO THE PROPERTY OF THE PROPERT	Boy*	Girls	Boys	Girls	Total	cent	for 1918
Parents living together Parents not living to- gether, due to death, divorce, separation	350	52	44	48	494	55.0	54.6
or desertion(Divorced or	153	63	102	85	403	45.0	45.4
`separated)	(31)	(12)	(22)	(18)	(83)	(9.25)	(24.4)
Totals	503	115	146	133	897	100.	100.

DISPOSITION OF CHILDREN BROUGHT TO COURT DURING 1919

	Boys	Girls	Totals	Per- cent	Percent for 1918
Parents and children advised	289	43	332	37.03	23.43
Probationary supervision	96	70	166	18.5	29.5
Committed to individuals	22	14	36	4.01	2.70
Boys' Parental School	90		90	10.03	19.5
Girls' Parental School		23	23	2.6	4.83
State Training School	36		36	4.01	2.38
State School for Girls		9	9	1.00	1.50
State Custodial School	13	9	22	2.45	0.90
House of Good Shepherd		24	24	2.67	4.05
Washington Children's Home Society	29	9	38	4.23	3.30
Seattle Children's Home	9	8	17	1.9	0.75
Florence Crittenden Home		3	3	.33	
Ackerson Home		1	1	.11	0.15
Missionary Sisters of Sacred Heart		10	10	1.1	
Edward Briscoe Memorial School	3		3	.33	0.31
Parkland Children's Home	2	1	3	0.33	0.31
King County Hospital		4	4	0.44	1.09
City Hospital	*****	1	1	0.11	
Children's Orthopedic Hospital	3		3	0.33	
Referred for criminal prosecution	13		13	1.43	. 0.31
Sent to other jurisdictions	16	6	22	2.45	0.31
Dismissed	18	8	26	2.89	2.55
Absconded	2		2	.22	0.62
Cause continued indefinitely	8	5	13	1.43	1.20
Totals	649	248	897	100.0	100.0

COMPARATIVE POPULATION OF DETENTION HOME DURING NINE YEARS

YEAR	1911	1912	1913	1914	1915	1916	1917	1918	1919
BoysGirls	295 234	497 341	638 435					935 440	970 451
Totals	529	838	1,073	1,030	1,036	1,147	1,005	1,375	1,421
Average period of detention (days)	5	5	7	7	6	7	6	6.5	5.2

TABLE OF AGES OF CHILDREN BROUGHT TO COURT DURING 1919

	DELINQUENT		NEGI	LECTED	j.	Per-	Percent
	Boys	Girls	Boys	Girls	Totals	cent	for 1918
Age I year and under			18	14	32	3.55	3.27
Age 2 years			7	3	10	1.1	1.24
Age 3 years			12	7	19	2.1	1.24
Age 4 years		*****	5	4	9	1.0	1.24
Age 5 years			6	9	15	1.7	2.18
Age 6 years			7	4	11	1.21	2.33
Age 7 years			12	6	18	2.01	2.02
Age 8 years		1	9	7	17	1.9	3.89
Age 9 years	11	2	12	8	33	3.7	2.18
Age 10 years	14	1	9	12	36	4.01	5.7
Age 11 years	28	1	15	10	54	6.02	6.54
Age 12 years	34	1	12	13	60	6.7	7.15
Age 13 years	41	2	8	5	56	6.24	9.02
Age 14 years	63	11	7	17	98	10.91	9.3
Age 15 years	76	30	3	4	113	12.6	16.3
Age 16 years	106	30	4	4	144	16.05	10.7
Age 17 years	130	36		6	172	19.2	15.7
Totals	503	115	146	133	897	100.0	100.0

SOURCE OF COMPLAINTS LEADING TO COURT HEARINGS DURING 1919

		Percent
Police officers	471	52.5
Citizens	137	15.27
Parents	115	12.83
Probation officers	88	9.82
School attendance officers	86	9.58
Totals	897	100.0

REPORT OF MOTHERS' PENSION DEPARTMENT OF KING COUNTY 1919

Act which provided for the children of destitute mothers who were widowed, deserted, divorced, or whose husbands were physically incapacitated or confined in state institutions. This Act was repealed in 1915 and a new law framed, excluding, by omission, deserted and divorced mothers, and lengthening the time of residence in the state. A contemplated change, designed to again broaden the scope of the law, was undertaken by the state legislature in 1917, but, owing to lack of time for its consideration, this bill was crowded out. At the last session, 1919, by an amendment to the present law, aid was granted to all destitute mothers, with no restriction except that of a residence requirement. The full text of the Washington law will be found on page 16.

Naturally, under the above broad ruling, the administrative work has been greatly increased, owing to the numerous applications and inquiries relative to aid. The preliminary office interview with an applicant frequently discloses information, such as lack of residence, or possession of considerable property or insurance, which renders her ineligible for pension. Applicants, if destitute and ineligible, are directed to other sources of relief.

However, if the preliminary interview indicates that a family is eligible for assistance, a complete investigation of the case is made at this time. This saves much labor and many future difficulties. The result of this survey should show a complete picture of the family situation. The procedure is free from red tape and secures a personal, thoughtful consideration of the individual family's resources and needs. Miss Lena Hemphill, our investigator and a new member of the staff, gives this feature of the work her entire time.

The law provides a maximum allowance of \$15 a month for the first child under the age of fifteen years, and \$5 a month for each

additional child. It is intended that a mother should receive a sum sufficient to maintain, supplemented by her earnings, a home in decency and proper surroundings. The allowance is based on necessity, and should make up the difference between the actual family income and a sum sufficient to provide the fundamentals of food. clothing and shelter. Very often the maximum allowance is not needed; sometimes, however, it is insufficient, and then we endeavor to supplement it by aid from organizations, individuals or societies who may be interested therein. Owing to the greatly increased cost of living, many states have increased their former allowances; in King County during the past year, we have given the maximum allowance in a great majority of the cases. As a rule, assistance is granted first where the family is large and the need imperative; to the mother with one child aid is given only when the child is ill or very yound, or where the mother has a necessarily small earning capacity.

The value of supervision through field work is only second to that of the pension itself. Our families require the time of two field visitors, Mrs. Bessie Maynard and Mrs. Martha Castberg, the latter a new member of the staff. The visitor is a friendly counselor in the home-life who devises ways and means for the betterment of a family, rendering countless helpful services to its members, and linking them up with the social opportunities furnished by the community. A plan has been adopted in this Department whereby the visitor calls at each home once a month to ascertain that the children are given proper care. A close check is kept on their attendance and work in school. It is a matter of pride to us that most of our mothers are good, careful managers, with bright, well-behaved children, and clean, attractive homes. There are, however, the discouraging exceptions, and here intensive supervision, including considerable practical demonstration, must be supplied by the visitor to secure a reasonably satisfactory situation. For convenience, our families have been divided into two groups, Madison Street being the dividing line between the north and south boundaries of King County. Fifty-four families live beyond the confines of the city.

It is true that the opportunities for employment are not equal to those of the city, but we have found that a given sum of money goes farther in the country. This is because rent and food are generally cheaper, and there are more opportunities for self-helpfulness.

We endeavor in each case to impress the mother with the fact that this money is a trust from which the state expects a return in better home-life and better citizens. Our definite requirements are that the children shall be kept clean, well-nourished and regular in attendance at school, if of school age; that a reasonable standard of housekeeping shall be maintained, and a family standard of excellence which the pension would insure and without which it would not be possible. Every effort is made to keep families away from down-town locations. The home surroundings must be such as to make for good character, and enable a mother to bring up her children under proper influences. No child who is benefited by pension aid is ever expected to appear as a delinquent in the Juvenile Court.

The regularity of pension assistance relieves the mother of anxiety and results in a marked improvement in the home. An industrious, ambitious woman is naturally eager to keep her family together and to give them some advantages in life. The children almost invariably have good records in school, and show good parental care.

In common with society in general, our mothers are under the press of economic conditions. The high price of food, rent and clothing makes it, in many cases, difficult for them to meet current expenses. On the other hand, their earnings are greatly increased over what they were two years ago, and, as a rule, they are engaged in a higher class of work than in former years. Day work is more largely followed than any other employment, and now pays from forty to fifty cents an hour. Other lines of employment such as chambermaid, janitress, waitress, laundress, and factory work show a like increase in pay.

Applicants who have received insurance are required to invest it in a little home before a petition is accepted. Of our families received in 1919, thirteen own their homes free of debt; nine are buying on contract, and five own homes subject to mortgage; forty mothers rent, and eighteen are in the homes of relatives or friends. Rents are high, but wherever possible a room is sublet to lessen the burden. As an indication of thrift, we find that many mothers are insuring the lives of themselves and their children for small amounts which in case of death would meet burial expenses.

On January 1, 1920, pensions were being paid to one hundred seventy-eight families. There were received, during the year 1919, eighty-eight petitions for aid of which eighty-three were granted, and five continued indefinitely or dismissed; sixty-eight pensions were revoked; fourteen increased, and twelve decreased. Of these mothers forty-nine were widows, ten divorced, sixteen deserted; eleven had sick or incapacitated husbands; two husbands were insane. Children under the age of fifteen years benefited numbered nine hundred four, for which \$37,624 was expended, with an average monthly allowance of \$23.36 to each mother.

An unusual increase of aid was required immediately following the influenza epidemic which began in October, 1918. The fathers who died of influenza and influenza-pneumonia since that date number twenty-six, leaving destitute families. These were nearly all young, vigorous men who had made no preparation for their taking-off and consequently their dependents were forced to ask immediate relief.

Because the work of our department has become better known, we have this year been the recipients of a number of cash donations which we have put aside as a fund for the purchase of fuel and shoes in times of greatest need or in emergencies. It would be hard to measure the value of this assistance to our splendid mothers, who sometimes find themselves unable to cope with the situations which confront them.

The Elks have from year to year provided our families with quantities of partly-worn clothing, to be remodeled for the children. This year they gave most generously where the need was greatest. Nile Temple of the Mystic Shrine and the Seattle Daily Times added a goodly sum to our shoe-and-fuel fund. Social agencies of the city, including the Welfare Départment of King County, the Social Welfare Department, the City and County Hospitals, the Public School Clinic, the Orthopedic Hospital, and the Fruit and Flower Mission and many private citizens have extended to us their cooperation and ready helpfulness.

Christmas season was made unusually happy for our children by the generosity of the Masonic Lodge, the First Presbyterian Church, the Norwegian Lutheran Church, the Danish Society, and a group of Christian Scientist friends. Perhaps the most notable feature was the Christmas celebration enjoyed by those of our children who were privileged to be guests of the crew of the U. S. S. Wyoming at Bremerton. For all these kindly acts of generosity and helpfulness we desire to extend our sincere gratitude. Our burden has been greatly lightened thereby and our work made both practical and delightful.

The Mothers' Pension law is a piece of constructive legislation calculated to prevent the break-down of the home. It supplements other laws for the welfare of children. No form of social legislation has been more popular and it has gained recognition in American legislatures with surprising rapidity. The evil which we feared, that of pauperization, has not come to pass, but instead our families have been brought into touch with all the positive constructive forces of the community.

MOTHERS' PENSION LAW STATE OF WASHINGTON

SECTION 1. In every county it shall be the duty of the county commissioners to provide out of the moneys of the county treasury an amount sufficient to meet the purposes of this law for the support of mothers who, by reason of destitution, insufficient property or income, or lack of earning capacity, are unable to support their children under the age of fifteen years.

SECTION 2. The allowance to such mother shall not exceed fifteen (\$15) dollars per month when she has but one child under the age of fifteen years, and if she has more than one child under the age of fifteen years, it shall not exceed the sum of fifteen dollars per month for the first child, and five dollars per month for each of the other children under the age of fifteen years.

SECTION 3. Such allowance shall be made by the juvenile court in the counties where such court is held and elsewhere by the superior court, and only upon the following conditions: (1) The child or children for whose benefit the allowance is made must be living with the mother of such child or children; (2) When by means of such allowance the mother will be able to maintain a home for her child or children; (3) The mother must in the judgment of the court, be a proper person, morally, physically and mentally, for the bringing up of her children; (4) No person shall receive the benefit of this act who shall not have been a resident of the state for three (3) years and of the county in which such application is made for at least one year next before the making of such application for such allowance.

SECTION 4. Whenever any child shall reach the age of fifteen years any allowance made to the mother of such child for the benefit of such child shall cease. The court may in its discretion at any time before such child reaches the age of fifteen years, discontinue or modify the allowance to any mother and for any child.

SECTION 5. Any person procuring fraudulently any allowance for a person, not entitled thereto, shall be deemed guilty of a gross misdemeanor.

SECTION 6. In each case where an allowance is made to any woman under the provisions of this act, an order to that effect shall be entered upon the records of the court, making such allowance. Proceedings to obtain the benefit of this act shall be instituted and maintained in the same manner as proceedings are instituted and maintained in the juvenile court, and the prosecuting attorney shall render all necessary assistance to applicants under this act and shall appear in every such proceeding and through the probation officer, the charity commissioner or any person having knowledge of the facts, shall carefully investigate the merits of every application to the end that this act may be fairly administered and no person granted relief hereunder except those justly entitled thereto, and no officer of the court or county officer shall receive any fees for any service rendered in carrying out the provisions of this Act. A certified copy of said order shall be filed with the county auditor of the county in which such child's mother is resident, and thereupon and thereafter and so long as such order remains in force and unmodified it shall be the duty of the county auditor each month to draw his warrant on the current expense fund of the county

in favor of the mother for the amount specified in such order, which warrant shall be by the auditor delivered to the mother upon her executing duplicate receipts therefor, one to be retained by the auditor and the other to be filed by the clerk with the other records in the proceedings relating to such child or children. It shall be the duty of the county treasurer to pay such warrant out of funds in the current expense fund of the county.

SECTION 7. That section 8385-1, 8385-2, 8385-3, 8385-4, 8385-5 and 8385-6 of Remington & Ballinger's Annotated Codes and Statutes of Washington be, and the same are hereby repealed.