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THE SEATTLE JUVENILE COURT'S ANNUAL MESSAGE TO THE COMMUNITY

REPORTS FOR THE YEAR 1914

BY

HONORABLE KING DYKEMAN
Judge

DR. LILBURN MERRILL
Chief Probation Officer and Diagnostician

J. A. SIGURDSSON
Investigator of Mothers' Pensions

THE STATE HAS NO ASSET GREATER THAN ITS CHILDREN

JANUARY 1, 1915
SEATTLE, WASHINGTON
500 Ninth Avenue

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SEATTLE, WASHINGTON
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The Juvenile Court of King County
Seattle, Wash.

PERSONNEL OF STAFF

HON. KING DYKEMAN, Judge.

LILBURN MERRILL, M. D., Chief Probation Officer and Diagnostician.

F. J. THOMPSON, First Assistant and keeper of records.

MRS. JOSEPHINE E. STUFF, Investigator of families and social conditions collateral to children brought to court.

J. A. SIGURDSSON, Supervisor of relief granted under act for aid of destitute mothers.

HARRY S. ANDERSON, Supervisor of boy probationers and process server.

MRS. ESTELLA M. ANDERSON, Supervisor of girl probationers.

EARL F. CONNER, Deputy Clerk.

MRS. JENNIE LEVERY, Matron of Detention Home.

MRS. ANNIE NEARENTS, Assistant to Matron.

MARY ROWE, Assistant to Matron.

_____, Stenographer.

A Statement

By HON. KING DYKEMAN, Judge

HISTORY OF THE COURT

THE Seattle juvenile court was instituted by an act of the legislature of the State of Washington, effective June 10th, 1905. The Honorable A. W. Frater, then judge of the superior court, was in a large measure instrumental in securing the enactment of this legislation, and upon the orginazation of the court, was selected by his colleagues to preside over this new department, and thereafter for nine consecutive years he was unanimously re-elected. In organizing the court Judge Frater had little to guide him in the way of precedent and at the outset he was confronted with a statute providing for the organization of the court but afforded no assistance in the way of probation officers. At this crisis certain church and civic organizations, together with individual citizens of Seattle, rendered an important and partiotic service by providing the salary of the first probation officer attached to the court, while appropriate legislation in 1907 authorized the Board of Commissioners to provide for the support of probation officers and a man and woman

were placed in the department. During the more than nine years of his faithful stewardship, Judge Frater developed the Seattle juvenile court to a standard of efficiency equalled by few and excelled by no other court in the country, and he occupies the position of the father of the juvenile court movement on the entire Pacific coast.

In the fall of 1913, Judge Frater, after a considerable period of argument and persuasion, induced his associates to adopt the presiding judge system as being a more economical and speedy method of disposing of the business of the court, with the result that this system went into effect on February 1st, 1914, with Judge Frater as first presiding judge. This new work brought with it so many additional responsibilities that on April 6th, last, he requested his colleagues to relieve him of the juvenile department and the writer was selected to carry on his work.

One of the most notable events in the history of this court occurred in June, 1911, when Judge Frater secured the services of Dr. Lilburn Merrill as diagnostician and head of the probation department. Dr. Merrill, in addition to his qualifications as a medical man, came to the court with several years' experience in juvenile court work. His zeal, enthusiasm and ability for this work, combined with

his natural optimism and energy, has contributed in a large measure to the high degree of efficiency of the Seattle court.

NEW BUILDING FOR COURT AND DETENTION HOME

The next event in importance is perhaps the recent action of the Board of Commissioners in the matter of securing the necessary land and constructing a suitable building for court and detention house purposes. The present court and detention house are located in an old residence at 500 Ninth Avenue. The lack of proper facilities to carry on the work has long been apparent. Dependent and delinquent children intermingle freely. No opportunity exists for the children to engage in out-door play except upon a paved street while the danger from fire is always great. In the early summer of 1914 an appeal was made to the Board of Commissioners to relieve the situation. While the Commissioners manifested a friendly attitude certain opposition developed among a limited number of representative citizens who appeared apprehensive lest this outlay might increase the already heavy burden of taxation. On October 5th, the Commissioners announced that they would give the matter a special hearing the following morning at

10 o'clock and make a final disposition one way or the other. The word was passed out to a few of the ladies and men representative of our socially minded citizens who were within reach at that late hour. With characteristic Seattle devotion, business engagements were cancelled and household duties deferred. At the hour appointed the following morning the Commissioners' room was literally over-flowing with influential citizens, every one of whom was eager to make a speech in favor of the proposition. Space will not permit a personal mention of those who participated, but one fact was obvious: at least ninety per cent of nearly one hundred and fifty persons present were ladies, and each occupies a position of importance in the constructive social welfare of the community, and each came at some personal inconvenience and sacrifice. The opposition faded away and the Commissioners unanimously voted to acquire a tract of land located on Yesler Way between Fourteenth and Fifteenth avenues, and having a frontage on Yesler Way of 155 feet and a depth of 173 feet, and to construct thereon a fireproof building consisting of two stories and a basement, the building to be 50 feet in width by 120 feet in length. The front of the property is already adorned with a row of beautiful shade trees, and the building will be so located that these trees will add materially to the beauty of the location and at the same time eliminate the appearance of coldness so often characteristic of public buildings. Plans are already being prepared and it is expected that actual construction work will commence early in the year and that the building will be ready for occupancy about the first of July.

WORK OF THE COURT

The work of the court during last year has been conducted along the same general lines as indicated in the previous report. The legislature has conferred upon the court all necessary authority, and both public officials and patriotic citizens co-operate with the court in an effort to obtain the results for which the department was organized.

STATE PARENTAL SCHOOLS

So far as child welfare is concerned the only recommendation to be made to the coming legislature is the establishment of state parental schools for the benefit of those counties of the state whose wealth and population does not warrant a city or county school. At present, the counties of King, Pierce and Spokane, containing respectively the cities of Seattle, Tacoma and Spokane, each has a parental school for boys, and Seattle has a parental school for girls. These schools are managed by

the Board of Education of the city in which the school is ocated, the school board receiv ng certain financial assistance from the Commissioners of the county, and the court makes commitments to these institutions. But the sparsely settled counties of the state, unable to support parental schools are constantly committing delinquent children of tender years to the State Training School where they are thrown in close contact with boys far beyond them in age, experience and physical development, with the result that the little boy is the one who suffers from the association. The court respectfully recommends to the legislature that a sufficient number of state parental schools be established at proper points in the state, to the end that these juvenile offenders of tender years may receive the same constructive care and discipline that is now administered in the city and county schools. One of the many ob ects of a parental school is the keeping of the child in an institution where he may receive frequent visits from its parents—where the child, under a who esome merit system can earn the privilege of a "day off" to go home and visit parents; but under the present system a boy committed from the county of Pend Oreille, by the usual route would travel more than five hundred miles in order to reach the State Training School at Chehalis, which practically prohibits parents in the humble walks of

life from visiting the child during the period of commitment.

The results obtained from parental schools and efficient probationary methods may be gathered from the following figures:

The City of Seattle and County of King, containing together more than a quarter of the population of the state, contribute approximately twenty-five per cent of the inmates of the State Penitentiary, twenty-five per cent of those confined in the State Reformatory and a like proportion of those committed to the hospitals for the insane, but contributes only eight and seven tenths per cent of the population of the State Training School.

MOTHERS PENSIONS

The court at the present time is disbursing to needy mothers an average sum of one hundred dollars per day, the details of which will more fully appear from the report of Mr. J. A. Sigurdsson, supervisor of mothers' pensions. This salutory legislation has resulted in assisting a great many of the needy and deserving who would hesitate to apply to a Charity Commissioner for assistance. The court has been importuned on numerous occasions to express an opinion as to the advisability of extending the mothers' pension fund to divorced

mothers. If divorce litigation were conducted along the lines indicated in the next topic of this report there would be no objection to extending the pension to divorcees. But under the system of handling domestic litigation at the present time, and considering that the superior court of this county alone grants an average of from one thousand to twelve hundred divorces annually, and the further fact that such a course would invite people desiring divorce from the various states that have no such statute as well as from the western part of the Dominion of Canada, the writer considers it unwise to attempt an extension of the law at this time. The court does believe, however, that in administering the present fund there should be some process of following up persons receiving pensions to the end that the fund may be expended in the manner intended by the statute and not in useless frivolities as is the case in more instances than the ordinary person might imagine.

DIVORCE

Perhaps the most radical change necessary in our present social system is in the method of dealing with domestic offenders of the adult class. Some localities have met the situation by a rigid investigation of all applications for divorce. The city of

Chicago for some time has maintained its court of domestic relations for the adjustment of controversies that arise between husband and wife. The writer has long been of the opinion that all questions pertaining to the welfare of the home, whether concerning juveniles or adults, or both, should be handled in one court and that should be conducted along the same lines as the present juvenile court.

For two years the writer conducted the trial of one half of all the contested divorce cases in our superior court, during all of which time he succeeded in effecting only one permanent reconciliation. The difficulty is largely due to our antiquated methods of procedure.

Domestic controversies have always existed, and always will exists. It is very seldom, if ever, that the fondest hopes of wedded bliss are realized and it is a psychological impossibility for a man and woman to live together in the intimate relationship of husband and wife, contending with all that this relationship implies, without some friction and irritation. Too often the history of a divorce case shows the contending parties to have embarked upon the journey of life under more than favorable auspices. Little controverises arise from time to time that are adjusted without the aid of any one outside the home. As time runs on the courtesies and civilities of early married life are neglected and

are succeeded by a condition approaching closely the prosaic. Finally a quarrel of considerable proportions occurs some morning at the breakfact table. After the man has gone to his labor but before the woman has gotten back to a normal condition the arrival of a gossiping neighbor or a meddlesome relative fans into flame a fire that was about to die a natural death. A hurried trip is made to a law office where a story of cruelty is related that warrants the legal adviser in presenting to the court an emergency application for an injunction that will prevent the husband from returning to his home at night. The family quarrel of the morning has now become a mater of public record and the battle royal begins, with the result that on the eventful day of trial each side takes the witness stand, and forgetting the mutual joys and sorrows of long years, the thousand acts of thoughtfulness and kindness performed by each, reveal only the misdeeds of each other and multiply and exaggerate these many fold. The result is that when the matter reaches the judge for his decision the parties are so estranged that a reconciliation is practically impossible.

If the party desiring to make the application were required to go before a court having powers to investigate before permitting an action to be started, in many cases the controversy could be settled in the privacy of the judge's chambers, far from the

tongue of gossip or the glare of publicity. If, however, it appeared that the welfare of the parties and the good of society required a separation, the matter could proceed as it does at the present time. This method would doubtless involve the investigation of many a domestic controversy that now never reaches the court. Nor is it contended that divorce under this system would or should be eliminated, but when the vast amount of juvenile delinquency that originates in the separation of parents and the breaking up of homes is considered, the experiment is well worth trying.

In closing this report the court desires to express its gratitude to its corps of faithful assistants whose labors are ceaseless and whose only strife is as to who can accomplish the greatest amount of good for the greatest number.

The court is also especially grateful to the Board of County Commissioners for the moral and financial assistance rendered; the officers of our public schools and police department for the intelligent cooperation accorded during the year and to the thousands of public spirited men and women, as well as civic and religious organizations, who have held up the hands of the court in the past and who give promise of the same support in the future.

While the writer is very much of a juvenile himself, in this great work, he feels that his success

will depend upon his ability to combine the charity of religion with the teachings of Nature, and the truths of the past with the experiences of the present.

Report of Chief Probation Officer for 1914

By DR. LILBURN MERRILL

TWELVE hundred and forty-seven children were brought into the Seattle juvenile court during 1914. This is a five per cent increase over the number dealt with during 1913. The increase in elementary and high school enrollment during the same period was approximately only 2.8 per cent.

Of the 1247 children cared for during the year, 797 were apprehended because of their personal offenses. This is a decrease of 9 per cent in delinquency cases from the number of juvenile offenders brought into court during 1913. This gratifying fact is supported by a proportionate decrease in conduct cases dealt with by the school authorities and the police.

Though this statistical fact shows a decrease in the number of juvenile offenders, the moral significance is not equally encouraging. There has been a dropping off of less serious offenses, for example, disorderly conduct and truancy, due to the enterprise of the schools, the public playgrounds, and the juvenile division of the police. But the number of children involved in sex delinquency, intoxication and vagrant habits is seriously large.

As a further offset to the apparent improvement of the condition of children in our community I have to record the melancholy fact that the number of dependent children brought into court during 1914 was 44 per cent greater than during 1913. Prostitution and inebriety figure largely as causes of the neglect of these children. The correlation of these sources of moral and physical abandonment of children with the offenses of the children adjudged delinquent should command our serious consideration.

THE PROBLEM OF MORAL NEGLECT

Our investigations and the court's findings reveal the suggestive fact that 442 (35 per cent) of all the children brought to the court last year were without a reasonable amount of moral and physical guardianship. They were without sanitary care and moral example within their homes consistent with the minimum requirements of our common standard of physical and moral decency. How best to do justice to these unfortunate children has been the constant and all too frequently unrelieved burden of the court.

FAMILY DEGENERACY

The most notable observation in regard to our

morally neglected children is the fact that they often are merely a symptom of their degenerate family stock, which usually is not at all improved by admonishment from the court or by the ordinary desultory supervision of the probation department. The insurmountable obstacles encountered by a probation officer when he attempts to uproot deep-seated depravity, mendicancy and mental deficiency by the gentle force of official friendship will sooner or later baffle the most zealous agent of the court and compel him to acknowledge that supervision at its best is desultory and of little permanent value. Degenerate stock will continue degenerate so far as the forces of the law are concerned. And its product will be degenerate.

Six years ago when a winsome little girl of twelve years came before the court with her apathetic father, it was observed and noted in the record that the child was stupid in mind. The filth of their living quarters was what caught the attention of the complaining officer, however, and the court and his agents faithfully tried to put the fear of God in the man's heart. In what measure he was possessed of devout resolution at that hearing we do not know. We have only the solemn fact that he possessed the child.

After the years she returned to us a few months ago. The girl's winsomness is now but an item of

record. With her again came the father. The six years of secluded life with the child have not much changed him, for he was a mature man of weak mind when his daughter was a small girl before the court. The years have leveled them.

At the recent hearing she was made a ward of the court and held in custodial care. Later pregnancy presented and her child is now the state's heritage. The mother, thank God! has lately been benefited by surgical skill and will not again procreate her degenerate stock. But what of the child years of subjection to the man's impulses? And what of the possible other offspring during the years? Whatever the product it is the state's. And we content ourselves.

This is not a mere sob incident inserted to enliven the report. If we wished to resort to pure sentiment and the sensational some of the child stories outlined in our records and more of them purposely recorded only in our memory, would keep you awake tonight if they were placed on these pages and the writer in turn would be accused of having used his imagination. Sometimes I think some of the human documents presented to the court might do the community good if they were transcribed into a severely accurate, untoned story, though if it were done I suppose the tale would be read with amusement by those whom it revealed

and speedily consigned to the fire by the persons who should take its message to heart.

That the juvenile court has a message for the community is admitted by many men and women who have unexpectedly formed new opinions of social faults and responsibilities after a period of contact with the grist of potential mendicants, criminals and defectives who pass through the court.

A considerable portion of the court cases are happily only an outcome of transient weakness and readily respond to educational methods. Many of them, in fact, would get on without the court. But a vastly different responsibility devolves upon the state in the presence of the poorly born, mentally unbalanced child, who generally is additionally cursed by a corrupt environment. Never a word of just rebuke can be spoken to these children. Born out of time and cursed through no fault of their own, a wise state will place a protecting arm around them and set itself to the task of decreasing the output of such unfortunates. Until we become a wise people in the handling of this problem we must be content with our heritage.

How the state can do justice to herself and these wards is of course the important question. The most vital phase of the matter is the biological problem of stopping the procreation of the unfit. If we resort only to cultural measures, our hygienic

treatment and the inculcation of refined habits will simply render the defective a greater social risk by supplying a veneer of quality which will increase marital eligibility. Such a fallacious method has been followed often enough and with such results as would seem to make plain its viciousness.

Three feebleminded girls who were before the court as delinquents something over a year ago, and were given short-time cultural treatment have since married. All three now are mothers. One has already deserted her husband; another is indisposed to assume the responsibility of housekeeping, hence her husband and child are living with poor prospects in her mother's home; the third, I learned recently from her mother, is "still married, but having trouble with her stubborn husband."

Another feebleminded child came before the court three times: first as a truant, next a vagrant and runaway, and finally as a panderer among homosexualists. At his last hearing early in the year he was committed to the State Training School. He was constitutionally unfit for treatment at the school and a few month later was discharged to his parents. He remanied at home only two weeks and ran away. A telegram received soon thereafter notified us that he was held by the authorities in another city because of perverse conduct. If he

continues at large I shall not be surprised to hear that he has become involved in sadistic crime.

Three years ago an attractive nine-year-old girl, who is a high-grade mental defective, was permitted to play about the community unrestrained. Several members of the family also were morons,* which accounted for the freedom accorded the child. Left thus exposed, and perhaps being somewhat forward in manner, as such children are apt to be, she was assaulted by a man. The offender was committed to the penitentiary. The child remained with her inefficient family. This year she returned to the court and our investigation assembled five boys between the ages of fourteen and seventeen years, who unhesitatingly acknowledged their intimacy with her. Two of these boys are mental defectives. Other boys were named in the case and the moral attitude of the entire group revealed no apparent sense of remorse. She had encouraged their companionship.

Has not this child now reached a time when the state in self defense, if not from some better motive, should take her in permanent custody?

These few cases do not constitute our record of the year. They occur to me as current illustrations of the situation society must needs face and remedy.

*A term applied to high-grade feebleminded persons.

The children I have mentioned are every one greater risks while in society because of their environmental culture. Increase in their knowledge of the arts and graces of life has not been accompanied by an increase in judgment and moral sense.

Society must either solve her biological problem or accept her heritage. There is no alternative. We believe that custodial care of defectives during the child bearing period, or sterilization by surgical procedure must eventually be enforced. Anything short of these radical measures will be ineffectual for the control of inherent physical and mental degeneracy.

COMMITMENT OF DEFECTIVE DELINQUENTS

The emphasis of this statement should not be interpreted to mean that the majority of the seriously delinquent children are constitutionally defective. In fact, only about ten per cent of all the children brought to court are seriously incapacitated in their community conduct by reason of pronounced mental and physical deficiency. But these few so constantly resist any sort of social treatment, short of institutional care, that their frequent reappearance and the hopelessness of temporizing gives to them a prominence out of proportion to their number.

And the difficulty is not always overcome by commitment, if the institution to which the child is assigned is not specially des gned or the care of defectives. Several such experiences of the year illustrate this fact.

A well kept boy of fourteen years was presented by his father. The man complained that the happiness of their home had been destroyed by the child's frequent spells of vicious temper, along with which he manifested a pronounced aversion for his mother, whom he frequently struck and threatened to kill. The lad had frequently run away from home. Sometimes he secluded himself in the woods and on other occasions went directly to the downtown district where he followed a vagrant career with newsboys. There was a history of his having done considerable stealing During every trip away from home he had disposed of articles of his wearing apparel by sale or loss, regardless of the personal discomfort entailed.

All of this delinquency began two years ago, prior to which time he was an affectionate child towards his parents and easily governed. At about the time the change in his emotional nature occurred the family physician detected that he was suffering from diabetes mellitus.

The child's present physical state is typical of advanced diabetes. Intellectually he is normal,

except for two years retardation in school work, due to his illness. The important clinical feature is his emotional instability, especially toward his parents, which he manifests by a total absence of affection and frequent unprovoked assaults upon his mother.

The court first placed the boy in a hospital. A month later he was discharged as unsuitable for continuance there because the hospital had no facilities for enforcing detention. Thereafter he was committed to the State Training School. Again a change in custody occurred one month later when he was remanded to the court by order of the superintendent who stated that the school physician and board of control thought it undesirable to have the care of such a diabetic child.

Under existing conditions the boy could not possibly be cared for in his home. The court was therefore obliged to resort to the one remaining public institution and the boy was accordingly committed to the State Institution for Feebleminded on the basis of a tentative diagnosis of mental deficiency manifested by emotional instability and due to diabetic disease and faulty glandular development.

A less troublesome case was presented in an eleven-year-old boy, brought to court by his mother.

She had been deserted by the child's father and worked out by the day for their support. The boy was an irregular attendant at one of our special day schools. His progress there was made impossible by his flighty emotionalism which had been almost unrestrained from infancy. His effervescent spirit and cheerful outbursts of enthusiasm, while somewhat to be appreciated, were too great a distraction in the school room. So the court sent him to the Parental School. The joyous band music, and the drill, in which the youngster brought up the rear of the awkward squad, there likewise defied discipline and for the good of the majority he was brought back to town. A custodial institution where happiness is unrestrained is, of course, the place for him.

A less buoyant child of ten years, whose feebleminded father had remarried, proved too heavy a burden to the stepmother and the boy was boarded out with a caretaker in the neighborhood of a special school. His irresponsible conduct about the neighborhood brought him to the court and he was committed to the Parental School. In his case the school routine carried him along after a fashion, but failed to increase his personal efficiency and the consequent interference with school administration justified his return to the court. During the last eight months he has been boarded out awaiting a vacancy in the state custodial institution.

Another boy, fourteen years of age, whom we diagnosed as a mental defective of the moron group was such a persistent runaway and so aften involved in stealing that he also was placed in the Parental School. Though backward in his school work he possessed so many of the ubiquitous traits of Yankee Badboy that his many friends love him and to this day cherish fond hopes that he will yet outgrow his faults. At the Parental School his mental dullness was unmistakable, but in degree not disproportionate to other of his fellows who had been held back by their environment. So he started in with fair promise of being a satisfactory ward. Shortly after he was supposed to have become adjusted to the new conditions, however, his old impulses revived and he ran away, accompanied by a younger boy. They were returned to the school and thereafter the experience was repeated three or four times with a variety of features as might be expected when such boys are making their way across country without legitimate means of providing their necessities and lacking moral purpose to restrain their physical impulses. If we consider only the fact of his conduct we shall justly encourage the belief that mature years will set him aright. But in so thinking we omit the one important fact that his conduct is merely symptomatic of his inherent weakness in mind.

A group of agencies, including the police, the public school and the father, by separate complaints, brought to court a sixteen-year-old boy of phlegmatic temperament, who had disheartened his father, become involved in sex delinquency among little girls, and therefore was debarred from the public special school and had, in consequence, drifted into the lower part of town where he was found by the police, living with vagrant men in a state of moral and physical neglect.

When the father appeared he told a long story. At the age of five years the boy became quarrelsome and ungovernable in his home. The father about this time enrolled him in a school where the child immediately became involved in various offenses. At the age of ten he struck his teacher. The assault was followed by expulsion from the school. The father then transferred him to a parochial school where he likewise proved incorrigible and after a few months was again removed to another boarding institution. He failed to conform with the rules of the institution and once in a fit of temper made a raid on the wardrobe of an adult, who had incurred his enmity, and maliciously riddled a quantity of clothing. During the last two or three years he has shifted about between several cities and twice has been in custody of the police for disorderly conduct and begging. He presents a history

of gonorrhoea and recites a long list of girls with whom he has had illicit relations.

A year ago he was recognized by the Seattle school authorities as a mental defective and enrolled in one of the special schools. But unfortunately he has enough intellectual ability to pass him among his fellows as an ordinary boy of shiftless character. If his real nature had been understood years ago much trouble might have been avoided. Several little girls would have been spared his contaminating relations. The lad now has been committed to the State Institution for Feebleminded.

These interesting children will be best protected by a frank recognition on our part that they are defective delinquents and in need of special custodial care. Though they are in the aggregate a relatively small group, as we have shown, they entail a social burden entirely out of proportion to their number.

CHILDREN HANDICAPPED BY ENVIRONMENT

Having thus ventured the above remarks we may now brighten our faith by viewing the fact that the majority of the morally neglected children who appear in court are well endowed mentally but deformed by their environment. In contrast with

the children congenitally subnormal in intellect and morals, who cannot possibly, if left to their own resources, conform in conduct to the requirements of society, these who are well bred need only a fair chance to be guided in the development of their mental and moral faculties.

So varied are the influences responsible for the condition of these children that we cannot, in the limited space of this report, do more than suggest some sources of their neglect.

PARENTAL SEPARATION

The individual follies and mismanagement of parents, temperamental incompatibility, and the other innumerable causes of domestic inharmony which lead to family disintegration are a prolific source of moral tragedies in child life. If the dependency cases brought to court reveal any fact it is that the inevitable sequence of parental separation is child neglect.

Poverty and congestion of population are constantly in evidence as contributory influences though the economic factor is not fundamentally at fault so often in our town as may be expected. There is plenty of poverty and scant comforts, but the bulk of responsibility for the moral neglect of children cannot truthfully be ascribed to economic conditions.

A tide of neglect and resultant delinquency flows out from the apartment houses and tenement quarters adjacent to the marts of trade and centers of gaiety. Thousands of our people seem obsessed with the desire to be next door to the center of things. For them home is only a room or two where the art of getting through a meal without labor or refining grace is assiduously cultivated, and having thus eaten, their stuffy quarters are deserted for the gay streets and the movies.

To misdirect one's thoughts from the real issue is possible at this point by making a vicious thrust at the picture theatres. But I shall not be so diverted. The movies are not a curse. But they fail utterly as a substitute for the family hearth, unless, perchance, the family join hands in good cheer and hie themselves off to the show together. I have seen such a sight and have been glad in my heart, but one must look carefully these days to spy out a family gathering in the downtown theatres.

The common practice is to be "rid of the kids" by sending them off alone. But how fatal is the blunder of securing an evening's separation from one's child, supposing that the desired relief is at the expense of only a nickel! It is a long, long trail many a parent shall have to follow to bring back a

child sent adrift by such folly. The enticing cheapness of the method is the real peril. Furthermore, let it be clearly understood that certain low grade moving picture theatres bid strongly for the attendance of the child by the use of glaring melodramatic pictures which are unmistakably harmful in their influence.

There are indications that we are becoming a lustful, pleasure-crazed people. The desire for superficial life is so great that "dignified credit" stores are overdressing the shallow-hearted throng, and with a stick of chewing gum and an exhaustless supply of spurious culture, many a parent whom God has gifted with healthy children forgets the meaning of home and sallies forth in the vain hope of buying pleasure.

This lure of the town is subtle. And it is admittedly not an easy thing to resist the appeal of these diversions which afford a pleasant relief from the cares and worries common to most of our lives. But carried to excess it undermines the home. The adult years of children so reared will be lacking in those home memories which are a source of vital inspiration to most men and women who are making good in life.

After all, these are facts known to us all, for

where is there a man or woman of our city crowd who does not agree with Robert Burns?

"Nae pleasures nor treasures
Could make us happy lang;
The heart, aye's the part aye,
That makes us right or wrang."

SEATTLE'S CENTERS OF CONGESTION

Until recently Seattle's population was so distributed that centers of poverty and neglect were sparsely scattered among the valleys and along the shore lines of our extensive area. This situation is now becoming appreciably modified. Foreign communities are rapidly developing, and congested districts are in evidence which soon shall stubbornly resist municipal control, unless carefully guided from now on.

The most conspicuous example of a congested district which liberally sends its children into the juvenile court is to be found in the region bordering the business section of the city, which may be roughly bounded by Denny Way on the north, Ninth avenue on the east, and south to Yesler Way. During the last year 18 per cent of the children appearing in court came from that area, though the same district contains only 3 per cent of the county population within the age jurisdiction of the juvenile court.

Time and again the Judge has urged parents from this district to move to the numerous suburbs and gain the benefits of home life which are impossible of attainment here. But never a family among this portion of our constituency have in good-spirited response folded their luggage and sought out a home beyond the din of the city. They are all with the Irishwoman, who after a fortnight tryout in the country came bounding back into the city with kit and baggage, declaring that "Folks is better company than stoomps."

Not all are so frankly honest as she. The stock argument usually circles about the exigencies of business, which for the immediate future make a change impossible. The exasperating shallowness, if not the criminal carelessness evidenced by some parents who, by reasonable exertion can find a way out, pitifully defies sound judgment. In sheer desperation the court declares to such an apathetic father that his neighborhood is a poor place in which to breed heroes and statesmen. The wisdom of the court's assertion is conceded and then with a swagger, as I recall in one instance, the parent for a brief moment sided with the court and said: "You are right, your honor, and if it didn't take so long to get to my work I would get me a place out at the edge of town and there cultivate an acquaintance with my children." This father eventually under the

guidance of the court did board his two ten- and twelve-year-old boys in the country while he and his wife continued to live within calling distance of the evening festivities. Six months later the boys came home to the town apartment for a visit and one night, shortly thereafter, one of the men whom the father preferred to "stoomps" shot and killed the man in the presence of the boys.

This tragedy quickly grips our attention and expands our sympathy toward the unfortunate boys. But is this incident of deeper significance to the children than the commonplace deprivation of normal father and mother companionship which false standards of home life entail?

Regardless of any amount of persuasion we may bring to bear against these close-in dwellers we shall continue to face dangers of congestion and their output of neglected children. It is one of the prices we pay for increase of population.

The community can only keep its kindly eye on the children and provide liberally such socializing and protective agencies as playgrounds, schools, and libraries for day and night use.

At present the larger part of the above mentioned district has no adequate play space, notwithstanding the fact that it is the one part of Seattle that most needs it. A block of ground below

Ninth avenue and near the Central School, cultivated for a play park and provided with a field house for community entertainment, would have a larger patronage and conserve the city's good to a greater extent than any of our established parks.

NEWSBOYS

Early in the year, following several conferences between the police officials, officers of the court and representatives of newspaper publishers, it was decided that the streets would be patrolled during the afternoon and evening hours by an officer of the juvenile division of the police department for the purpose of sending home all boys who were apparently under twelve years of age. And in the event that a dispute should arise in regard to the age of a boy, it was agreed that the officer should take him before the chief probation officer for investigation. Following the adoption of this plan, the number of small newsboys on the downtown streets was somewhat decreased. There are a certain number of little boys who persistently reappear and during the winter months the number was increased, but the general situation is improved. It is desirable that this special police supervision be continued persistently, for only by such constant care can our streets be rid of the little chaps who in the majority

of cases resort to begging by one method or another, and in time become generally delinquent.

This reasonable police supervision will not work a hardship on any worthy family, nor imperil the rights of publishers. On the contrary, it will tend to benefit the legitimate sellers and prevent a considerable amount of physical and moral deterioration, which the school and court authorities constantly observe in small boys who spend their evenings on the streets.

The license plan, formerly in use, was discontinued a year ago as a failure.

Mr. Frank Harrison in his report of a recent university study of our newsboys makes the following pertinent statement:

"The public demands service and if it gets it it cares little how it gets it. Quick at wit and intent upon his trade, the newsboy reads the peculiarities of a possible customer at a glance, and makes the most of his weaknesses. The public sees him at his best and neglects him at his worst. He is not considered a problem of child labor because he works in the open and is seemingly apart from the associations which are so hostile to the health and happiness of the factory child.

"The mental effects of precocity of child labor are arrest of mental development and perhaps development in a wrong direction. The brilliant but short-lived intelligence of many newsboys, their high strung excitability, their sinister anticipation of world knowledge, followed often by torpor and mental exhaustion later on, are an instance in point. We laugh at and applaud their sallies of wit, their quick repartee, their seeming ability to play the game of life on a par with adults. We do not look beyond the moment, nor count the cost they pay.

"Besides becoming physically and morally dissipated, the newsboy is in a 'blind alley.' His work trains him for nothing but begging and loafing. He gets little education out of it and, when a man, is fitted to be one of the great army of unemployed or helps to keep up the numbers of the crimnial class."*

MANY CONDUCT CASES TREATED INFORMALLY

Pursuant to the established policy of the court, which recognizes that many problems in delinqnency are distinctly educational in character and more satisfactorily to be solved by educational methods, the chief probation officer has cared for 586 children (47 per cent) without formal procedure.

Most of the children thus cared for were apprehended because of violation of ordinances and delinquent conduct of sporadic character. The disputes and emotional conflicts presented by them were refereed with perhaps more statisfaction to the children than to the complainants, though we have tried faithfully to uphold individual and community rights. The others were products of social mal-adjustments, misunderstandings within the home, harmful physical habits and misguided or uninhibited impulses, which appeared to be susceptible of correction without court hearings.

It would seem that such children, who do not

*Seattle Newsboys, *Welfare*, Nov. 1914.

require commitment and whose parents are sensibly interested in them, have no vital need of being adjudicated. We accordingly have made a diagnostic examination of the nature and social relations of children brought to the department and in the proportion stated have provided for their needs by professional advice or reference to other social, educational, and medical agencies, without filing formal petitions.

This educational function to some extent has developed in connection with many juvenile courts in the country. A consensus of expert opinion favors the avoidance of court action if errors in conduct can be corrected by other means. One authority asserts that "the more successful a probation department, the larger is the proportion of cases handled out of court."*

The extent to which such matters should be left to the judgment of administrative officers is obviously a question to be determined by the judge. That care should be exercised constantly to avoid all unnecessary court proceedings is apparent and until better means are provided by a department of morals or disciplinary adjunct to the public school system, the probation officers of the court should be at the disposal of the community for such educational service. These remarks do not refer to children so refractory as to require forced restraint, nor to those who need change of guardianship, for all cases involving a conflict of authority obviously require formal court hearing.

*Report of Hotchkiss Committee, page 30, Chicago, 1912.

The procedure of the Seattle court in this regard has, I believe, been satisfactory. In some other communities, where the courts take jurisdiction over all children apprehended as delinquents, I have observed that a considerable part of the work done by the probation officers is in no respect vitally aided by the fact of the official relation existing between the child and the court; and the child and parents are sometimes needlessly embarrassed by the fact of the court record. If abnormal conduct is susceptible of correction by professional advice or treatment by educational methods it is probable that in the future such children in increasing numbers will be diverted from the court to educational agencies.

Two departments of our Seattle public schools during the last year have presented notable evidence of this fact.

First: The school attendance officers have regarded truants and children who are morally harmful in their school relations as discipline cases subject to school jurisdiction. A complaint from a teacher, principal, parent or citizen concerning

such a truant or delinquent child is received by the school attendance department and the child is brought to the office of the superintendent of schools. Facts concerning the child's life and environment are reviewed and if the stimulus of probationary supervision or special social or physical readjustment is needed such supervision and treatment are provided by the officers of the school department, in agreement with the child's parents, and with the co-operation of the school principal.

This procedure is essentially the same as that followed by the probation departments of most juvenile courts. There is no doubt whatsoever as to the practicability and wisdom of the plan in view of the fact that truancy among Seattle children now is proportionately less than ever before and during last year only 83 boys and 32 girls were brought before the juvenile court on petitions filed by the school attendance officers, and many of these needed a change of guardianship because of moral neglect within the home.

Second: Early in the year a well equipped medical and surgical clinic was established as a department of the public school system. Almost at the outset its influence was felt in the court. And during recent months its usefulness in forestalling court action has repeatedly been in evidence.

In two former annual reports I have discussed the relation of physical and mental pathology to juvenile delinquency.* Consistent with opinions therein expressed, I regard the school clinic as an important addition to the community agencies which are improving the moral status of the young.

The service rendered in these school departments is constantly supplemented by the work of principals and teachers, who do an amount of moral guiding in excess of the ethical influence usually credited to them.

POLICE COOPERATION

The Chief of the police department and his subordinate officers have manifested a sympathetic interest in the needs of children and to a notable extent have gotten into direct touch with parents and thus been the means of saving many a child from being taken into court. Such service on the part of the police is decidedly worth while. All citizens who have at heart the welfare of children should welcome the advice of patrolmen who are constantly in a favorable position to detect the dangers which menace the young. Parents would do well to cultivate an acquaintance with their

*"The Clinical Classification of Delinquent Children" 1912, and "Physical and Mental Conditions," 1913.

neighborhood patrolman. Members of the police force have their hearts in the right place toward boys and girls, but they cannot do much for them unless they have the sensible support of parents.

The increase of such preventive measures for the care of young offenders will keep an increasing number of children out of court, and most of those who shall remain for court care will be dependents or those without suitable guardianship; which condition in fact characterizes the majority of our court cases at present.

PROBATIONARY SUPERVISION

The number of children held as wards of the court under probationary supervision is less in this court than in most other American juvenile courts of equal jurisdiction. During the year only 60 boys and 22 girls were placed on probation. Not more than half of these children were subsequently satisfactory in conduct. Certainly these so-called failures under probation are not to be attributed to inefficient supervision. The policy of the court in the use of probation has given into the care of the officers a group of children nearly all of them over fourteen years of age, who at the outset were known to be pronouncedly delinquent. Several hundred other children who

were, as we believe, rightfully sent back to the care of their parents, the schools, and churches, doubtless would in some jurisdictions have been placed under probation and made good. In which case the percentage of probationary successes would have been higher. But these less-serious offenders have done quite as well without court supervision. In some cases the advice received from the court or the moral reaction within the family group produced by the hearing has secured desired results. Others have been aided by community forces which were enlisted in their behalf to the mutual benefit of the children and society.

After all, the child delinquency problem is a community problem. Though much of our work has to do with the individual needs of children, the cure for the majority must be provided by an increase of righteousness in the entire social body. Hence the plan of the court in forcing the child problem back on the community aims to encourage a sense of community responsibility.

And if there is any possibility of securing an increase of parental protection it is always better to hold the father and mother responsible than to shift the burden onto the court.

As we look back through the year we can see nothing uncommon in the nature of our work or in the results secured. There only recurs the con-

viction that constructive friends of children should not be detracted by vain analyses of faults, and individual shortcomings. Back of every act is the child; and usually somewhere back of the child is the source of the trouble. Childhood and morality is not a theme to be approached by the enumeration of petty vices. The constructive friend of childhood is concerned with the sources of character. A full-orbed educational vision cannot remain focused on a deed.

COMPARATIVE TABLE SHOWING NO. OF CHILDREN BROUGHT TO COURT IN LAST FOUR YEARS

	1911	1912	1913	1914
Delinquent boys	611	641	684	639
Delinquent girls	160	198	190	158
Dependent boys	211	152	185	230
Dependent girls	125	158	127	220
Totals	1107	1149	1186	1247
Children cared for informally	49%	57%	67%	47%

COMPARATIVE TABLE OF DELINQUENT CHILDREN IN OTHER COURTS DURING 1913

Name of City	(1) Delinquent Children	(2) Population of jurisdiction	Ratio of delinquents to population
Chicago	3,712	2,500,000	1 : 673
Los Angeles	1,454	750,000	1 : 543
Cincinnati	1,031	460,732	1 : 447
St. Louis	1,900	770,000	1 : 405
Seattle	874	350,000	1 : 400
San Francisco	1,482	462,000	1 : 312
Milwaukee	1,600	450,000	1 : 281
Omaha	780	200,000	1 : 256
Boston	1,002	180,000	1 : 180
Minneapolis	2,065	350,000	1 : 169
Kansas City	2,400	400,000	1 : 167
Denver	1,560	225,000	1 : 144
Portland	2,280	300,000	1 : 132
Cleveland	5,097	637,425	1 : 125
N.Y. (M'hattan)	10,000	1,000,000	1 : 100
Salt Lake City	1,836	180,000	1 : 98

(1) These figures include children dealt with informally by probation officers—a procedure followed by all of the above courts except Cincinnati, Los Angeles New York, St. Louis and Boston.

(2) Total adult and child population as stated by correspondents.

OFFENSES AND CONDITIONS WHICH BROUGHT CHILDREN TO COURT DURING 1914

	Delinquents		Dependents		
	Boys	Girls	Boys	Girls	Totals
Offenses against person					
Assault	17	1	.....	.....	18
Offenses against property					
Larcensy	246	8	.....	.....	254
Destruction of property	45	4	.....	.....	49
Burglary	29	.....	.....	.....	29
Forgery	.....	1	.....	.....	1
Offenses against morals					
Sex delinquency	29	97	.....	.....	126
Runaway and vagrant	90	17	.....	.....	107
Incorrigibility	60	15	.....	.....	75
Truancy	44	9	.....	.....	53
Intoxication	29	.....	.....	.....	29
Begging	1	.....	2	.....	3
Offenses against peace					
Disorderly conduct	41	6	.....	.....	47
Use of firearms	5	.....	.....	.....	5
Speeding	2	.....	.....	.....	2
Violation of ordinance	1	.....	.....	.....	1
Inebriety or depravity of parents	.....	.....	102	112	214
Orphaned or abandoned	.....	.....	66	52	118
Poverty	.....	.....	47	52	99
Street life and vending under harmful conditions	.....	.....	13	2	15
Sanitary neglect	.....	.....	.....	2	2
Totals	639	158	230	220	1247

DISPOSITION OF CHILDREN BROUGHT TO COURT

	Delinquents		Dependents		
	Boys	Girls	Boys	Girls	Totals
Parents and children advised and discharged	448	68	107	96	719
Placed on probation	53	17	7	5	82
Committed to individuals	15	17	27	45	104
Boys' Parental School	84	.....	10	.....	94
Girls' Parental School	.....	19	.....	5	24
Girls' Home and School	.....	1	.....	2	3
House of Good Shepherd	.....	24	.....	9	33
Washington Children's Home Society	.....	.....	29	19	48
State Training School	20	3	.....	.....	23
State Reformatory	1	.....	.....	.....	1
State Institution for Feebleminded	4	1	.....	.....	5
County Hospital	1	.....	.....	1	2
Seattle Children's Home	.....	.....	11	14	25
Seattle Nursery Association	.....	.....	13	5	18
Y.W.C.A. Protection Home	.....	5	.....	2	7
Y.M. C. A. Boarding Home	3	.....	3	.....	6
Hadassah Home	.....	.....	5	5	10
Mary and Martha Home	.....	.....	3	1	4
Theodora Home	.....	.....	1	3	4
Lebanon Home	.....	1	.....	.....	1
Parkland Children's Home	.....	.....	.....	2	2
Edward Briscoe Orphanage	.....	.....	1	.....	1
Cushman Indian School	.....	.....	1	.....	1
Sent to other jurisdictions	3	1	.....	.....	4
Cont. pending investigation	.....	.....	1	2	3
Continued for jury trial	.....	.....	1	.....	1
Dismissed	2	.....	5	.....	7
Absconded	5	1	5	4	15
Totals	639	158	230	220	1247

MANNER IN WHICH CHILDREN WERE BROUGHT TO COURT

	Dependents		Dependents		Total
	Boys	Girls	Boys	Girls	
Police	365	104	96	91	656
Citizens	115	18	54	70	257
Parents	79	13	28	17	137
School Officers	65	14	18	18	115
Probation Officers	15	9	34	24	82
Totals	639	158	230	220	1247

AGES OF CHILDREN BROUGHT TO COURT

Years	1	1	3	4	5	6	7	8	9	10
Boys	15	16	17	24	14	19	22	29	42	53
Girls	30	7	11	9	10	13	13	12	17	18
Totals	45	23	28	33	24	32	35	41	59	71

Years	11	12	13	14	15	16	17	Totals
Boys	72	73	64	112	93	121	83	869
Girls	23	26	33	36	29	40	51	378
Totals	95	99	97	148	122	161	134	1247

DETENTION HOME STATISTICS

STATEMENT OF POPULATION

Number of children received	1035
Average period of detention	6.7
Average number of children daily	19.62

FINANCIAL STATEMENT

Salaries of matron and assistants	$1914.38
Food supplies	1424.45
Sundry supplies and repairs	758.49
Total disbursements	$4097.32

Report of Supervisor of Mothers' Pensions

By J. A. SIGURDSSON

HISTORY OF MOTHERS' PENSION LEGISLATION

THE earliest law providing for the care of dependent children in their own homes, from public funds, was enacted in Missouri early in 1911. It provided an allowance to "mothers whose husbands are dead or prisoners, when such mothers are poor and have a child or children under the age of 14 years." Attached to this Missouri law there was, however, a limitation of population, which made it applicable only in the counties where Kansas City, and later St. Louis, are located.

The state of Illinois was the next to enact a similar but more comprehensive law, which became operative July 1, 1911, providing that:

"If the parent or parents of such dependent or neglected child are poor and unable to properly care for the said child, but are otherwise proper guardians and it is for the welfare of such child to remain at home, the court may enter an order finding such facts and fixing the amount of money necessary to enable the parent or parents to properly care for such child, and thereupon it shall be the duty of the county board * * * to pay to such parent or parents at such times as said court may designate, the amount so specified for the care of such dependent or neglected child until the further order of the court."

From a comparative study of the laws relating to

"mothers' pension" in the United States, Denmark and New Zealand, compiled by the United States Department of Labor, Childrens' Bureau, it is evident that the Illinois law influenced very largely all subsequent legislation relative to this subject, and is, therefore here quoted at length.

In Colorado the people adopted by popular vote at the November election in 1912, a "Mothers' Compensation Act" and thus Colorado became one of the pioneers in this social adjustment.

Our neighboring state of California had for several years, under a constitutional provision, allowed institutions for the care of dependent orphans the sum of $100 annually, and $75 for half orphans and abandoned children. Subsequently this activity broadened into a support for dependent children in their own homes, giving the mother the amount allowed by the court, and still later, into the present specific law providing "mothers' pensions."

In Wisconsin, Milwaukee county, under a resolution of the county board, but without definite state enactment, provided a special fund for financial assistance to families of dependent children early in 1912. In 1913, a law was passed, authorizing such aid in all counties of the state. In California, Massachusetts, Pennsylvania, and Wisconsin, the states meet part of the expense.

In connection with their compulsory education laws several states furnished books and clothing to poor children who are compelled by law to attend school. In Oklahoma such law enacted in 1908, provides for a "school scholarship," equal to the earnings of the child, to be paid by the county, upon recommendation of the school authorities, to the children of widowed mothers, when the earnings of such children are necessary for the support of the mother. In Michigan a similar law, passed in 1911, provides a weekly allowance, out of school funds, not exceeding $3.00 to enable children of indigent parents to attend school.

All such legislation became the precursor of the laws now known as mothers' pension laws.

In 1913 twenty-seven of the forty-two legislatures in session had before them bills providing for the support of dependent children in their own homes out of public funds. Half of them, or 21 states, enacted or revised "mothers' pension" legislation. The following states now grant "mothers' pensions:"

California	Minnesota	Oklahoma
Colorado	Missouri	Oregon
Idaho	Nebraska	Pennsylvania
Illinois	Nevada	South Dakota
Iowa	New Hampshire	Utah
Massachusetts	New Jersey	Washington
Michigan	Ohio	Wisconsin

In six other states: Arizona, Connecticut, Indiana, Kansas, North Dakota and Tennessee, bills were under consideration but failed of passage, and the state of New York created a commission to study the question of "mothers' pensions."

Thus it will be seen that in two years there has come into existence in states embracing half the population of the country a type of legislation whose purpose is admittedly uniform, namely, to secure for young children home life and the personal care of a good mother. No one can quarrel with this purpose though opinions may differ as to particulars of such laws and their administration. It will also be noticed that many of the older, cultured and conservative states are among those having "mothers' pensions," and while almost all the northern and western states have either enacted or agitated such laws the south alone remains inactive.

All these laws, as stated, aim to prevent the breaking up of the home when on account of death, vice or disability, the support of the bread winner of the family is removed. Yet the methods adopted to secure this end vary in the different states, as will be seen from the following synopsis of the laws, which I hope will be of some value to legislators, officials and students dealing with this subject.

In Colorado and Nebraska the benefits of the law apply to any parent who on account of poverty

is unable to care properly for a dependent child but is otherwise a proper guardian; in Nevada to any parent or grandparent, in Wisconsin to parent or guardian. In other states it applies only to mothers. In California, New Jersey, Oklahoma, the mother must be a widow. In Idaho, Iowa, Minnesota, Missouri, Ohio, Oregon, South Dakota and Washington, widows and mothers whose husbands are in prison. In Iowa, Minnesota, Missouri, Oregon and Washington, mothers whose husbands are in insane asylums. In Illinois, Minnesota, Ohio, Oregon, South Dakota and Washington, mothers whose husbands are totally incapacitated physically or mentally. In Michigan, Ohio, (3 years), Pennsylvania and Washington (1 year) deserted mothers. Michigan is the only state including unmarried and divorced mothers.

In all the twenty-one states, poverty, with certain definitions, is the condition required for this aid. In Washington the mother must be destitute; in New Hampshire and Utah she must be wholly dependent on her own efforts; in Oregon partly dependent; in Illinois she can own only household effects; in Idaho, Illinois, Missouri, New Hampshire, Ohio, South Dakota and Utah, the aid must be necessary to save the child from neglect and in New Jersey from becoming a pub ic charge.

Nearly all the states require that the mother

be fit physically and morally to bring up her children and that it is for the welfare of the child to remain at home. In Idaho, Illinois, Missouri, New Hampshire, Ohio, South Dakota and Utah, the law makes it conditional that the mother shall not work regularly away from home. In South Dakota she can only be absent one day each week. In Illinois and Ohio such absence is left to the discretion of the court. Some such provision, being absent from our Washington law, deserves more than passing notice.

The residence of the beneficiaries ranges from three years in the state to one year's residence in the county required in Washington and Minnesota. The latter state, however, requires two years residence in the state. In Oregon the law only applies to women who resided in that state at the time of its passage. California and Illinois require, in addition, that applicant be a citizen of the United States.

It will therefore be seen that Washington has lower safeguards as to residence than any other state.

The maximum age of a child who may become a beneficiary is fixed by the different states at 14 to 18 years, the maximum age being 15 years in Washington, which may be considered a fair average.

The maximum allowance ranges from $9, (New Jersey), to $15, (Washington) for one child and from $5 to $10 for each additional child, the Illinois law

providing that no one family shall be allowed to exceed $50 per month. In Colorado, Massachusetts and Nevada no maximum is fixed. The Washington allowance of $15 for one child and $5 for each additional child, although apparently inadequate in some cases in the large cities, compares well with the maximum allowances made by other states.

Several other important lessons could be pointed out from a comparative study of the different "mothers' pension" laws in the United States, Denmark and New Zealand, if space permitted.

In the Annual Report of the Seattle Juvenile Court for 1913 on pages 6 to 9, Judge A. W. Frater, who presided over the department at that time, in his report on "mothers' pensions" gave a full and comprehensive statement of the Washington law, which will, therefore, be omitted in this report.

Last year, December 31, 1913, after six months operation in this county we reported 390 women and their children receiving aid under this act. Ninety-nine mothers were then drawing "pensions." The monthly allowance, (in December, 1913) came to $2,012.50 and the monthly average allowed to each mother was $20.32. Of this 1913 statistical report and the law Judge Frater said:

"We have been many times requested to state whether or not we approve of this law. Our answer to that is, much depends upon its administration. We would respectfully call to the attention of those, if any, who may be opposed to the law

the foregoing summmary, and especially to the fact that two hundred and ninety-one children were enabled to remain in their own homes, while under other circumstances we do not know how many would be placed out in foster homes or in instiitions, and we do not think the monthly expenditure of $2,-012.50 in maintaining ninety-nine homes will prove to be a serious shock to the tax payers of King county. Our citizens are too generous, and we believe they will share with us the belief that the law, as an experiment, is amply justified."

This year ending December 31, 1914, we have, at least from the economic viewpoint, done even better than last year as shown in the following summary for the year ending December 31, 1914:

Petitions filed, (including last year's)	305
Mothers drawing "pensions"	160
Petitions granted but since revoked	20
Petitions rejected or continued indefinitely	110
Petitions pending	15
Total monthly allowance, December, 1914	$2,945.00
Average monthly allowance to each mother	18.40
Number of children benefitted	523

From these figures it will be seen that in spite of a great increase in the number of beneficiaries during the year the increase of allowance for December, 1914, over the corresponding month last year is only a little over $900 and that the monthly average is nearly $2 lower than in 1913. The last three or four months, after learning more thoroughly the conditions and character of the mothers assisted, I have undertaken, with some measure of success, a readjustment among the beneficiaries. Some

"pensions" have been revoked, others decreased, and a few increased. As the result *only* $67.50 has been added to the monthly payroll *since September* and yet we have aimed to relieve destitute, eligible applicants as heretofore.

Less than one-third of the applications from individuals who come to the office are reduced to writing and filed. The law, its objects, and the operation of the department are explained patiently to rejected applicants, and frequently some other avenue of relief is found or pointed out. No application without apparent merit is received. Then each application is carefully investigated, as the foregoing result illustrates, when only a fraction over one-half of the formal applications, (160 out of 305) are to date on the "pension" list. About one-half of the mothers now drawing "pensions" were previously assisted by the county, so the additional burden imposed upon the tax payer in this county by this measure is, after all, not so very heavy.

Only one man has so far devoted all of his time to this work with, however the necessary office assistance. While that may to some indicate insufficient supervision, it has several advantages that the one dealing with such matters may personally know the details of the work and the individual peculiarities among the people dealt with. We also

require every mother receiving a "pension" to report monthly at the office of the juvenile court and whenever any is found derelict a card is mailed reminding the same that "failure to report promptly and honestly may result in loss of the pension."

The single purpose of being helpful to the dependent applicant and at the same time faithful to the public has governed this work. The realization that the future of this law and its benefits depends almost entirely on its administration at this time has emphasized that duty. The law itself is on trial. To this is added our knowledge of a tendency from within to take undue advantage of its benefits and on the other hand a desire from without to discredit it as an impractical or extravagant innovation.

The local administration of this law has, therefore, not been without some difficulties. It is a new law and the work is the work of pioneering. Systematic work must be given time to grow. No blanks, books, or precedent existed. The popular idea of the law has been vague. In the absence of a definite knowledge some feared greatly increased tax burden, official extravagance and a migration of destitute mothers and orphans to the state as consequences of this law. In the light of preceding pages, showing the adoption of similar laws all through the north and west, it can be readily understood that so far that aspect has not given us any material trouble. It is, however, well to remember, especially in connection with divorced mothers, whose petitions are rejected in this county, and even in some cases of abandonment, that Seattle is a favored city, in the eyes of many a "city of refuge" and close to the Canadian border.

We have had, of course, some unworthy mothers among the applicants and the mendicant type is always in evidence. But such, I believe, are few and fortunately well understood. It is also equally true that many needy, deserving mothers, eligible under this law, are timid and shrink from the odium and publicity associated in the minds of many with public aid.

Many complaints from this most helpless class in our community, that public officials, preoccupied with multiplicity of duties are at times apt to brush aside, have been taken up and a relief sought and sometimes found. Erring husbands and fathers have been located. Support and sometimes family reunion has resulted. At times the "Lazy Husband Law" has been invoked with beneficial results. Discovery of estate or equity in property, coupled with business suggestions, has kept several off the "pension" list. Recently a prominent Seattle real estate firm agreed to convey a five-acre tract to a mother of four infants whose husband is insane.

Prior to his sickness he had purchased two diffierent five-acre tracts. He had made part payment on both and all the family savings were thus invested. Then he became delinquent. Nothing was paid for over a year and both contracts became forfeited. Through this department the above mentioned agreement was reached.

In another instance a small estate of five destitute, motherless children was being dissipated. The father is enjoying life in California. After having collected insurance on the life of his wife and sold and mortgaged the assets of the estate, his five children were left in charge of a feeble and destitute grandmother. The court appointed the writer guardian of these children. Further hearing of this case is now pending adjudication and without any expense to the public, part of the estate will thus be saved to the orphans.

Some facts even stranger than fiction have come to light. One mother exhibited a remnant of a ring, once decorated with a valuable diamond. It had been given by her husband before his marriage. He turned out faithless, grew tired of his family and deserted it. At his final departure he took the hand of his wife, removed with his teeth the diamond from the ring on her finger and left his family forever.

I am convinced of the beneficial results of the operation of this law in our midst. Good mothers facing difficult problems or dire want have been encouraged and the help has in most cases assisted the mother morally no less than financially Great vigilance must exist, however, so as not to encourage dependency and laziness. The aim is to aid thrift and self-help and not to replace individual effort nor private charity but to supplement its deficiencies.

A great deal is said about conservation of natural resources. Here is, I believe, something even more vital: Conservation of human or social resources. A good citizen or a practical business man will hardly object to the investment of about $3,000 per month or $36,000 per annum to assist 700 to 1,000 worthy orphans in their homes, out of about $13,000,000 expended annually in King County.

It is altogether probable that public funds thus annually expended for food, shelter and clothing for 523 King County orphans does not greatly exceed the amount needed to keep the animals in Woodland Park, and in our laudable enthusiasm for schools, playfields and parks it should not be overlooked that the army of unfortunate, poor children must be sheltered and fed before they can study or play.

In various ways the public has manifested good will and generosity toward this relief work. In spite of some delicate questions that have arisen, no friction or opposition has developed. Hospitals and several physicians have cared for dependent mothers and children without compensation. Whenever the legal profession has dealt with this department it has done so with confidence and in the spirit of assistance. The dependent class, themselves, have with one or two exceptions inclined to be reasonable. Nearly all the cases have been decided without formal hearing. Wherever the work has become known or understood it has won commendation. The press has repeatedly, editorially, and otherwise, endorsed the local administration. August 30, 1914, the Seattle Post-Intelligencer said editorially:

"Altogether, the showing of the mothers' pension department has indicated more satisfactory results, and a higher degree of personal service at minimum cost, than other social experiments."

The following observations may serve as a synopsis of this report:

1. That the idea underlying this "pension" law is just, wholesome, and rapidly becoming universal.

2. That its operation in King county has been

conservative and beneficial and its administration should remain in the juvenile court.

3. That the administration of this law in King county has not only dispensed financial aid to destitute mothers, but has acted as a clearing house dealing with innumerable details of employment, business and domestic counsels and thus saved expense both to the destitute and the community.

4. That perhaps the law's chief handicap is its popular designation as "pension," conveying the erroneous idea of "legal right" and "being entitled to it." Curiously enough the word "pension" is never used in the act, but is the common, universal designation and has come to stay. However, this objection touches mainly the academic conception of the law held by certain critics, and does not alter its object, nor hinder its operations, although it increases the number of oral applications.

5. That we should act with caution in amending the present state law and should it be amended not change nor extend its scope materially at this time.

6. That if amended some of the principal features needing attention are:

(a) The court adminsitering this law should be vested with authority to order members of de-

pendent families who are sick, and especially when suffering from contagious diseases, to be cared for in hospitals or sanitariums.

(b) In order to safeguard the state better against pauper immigration the time of residence in the county should be lengthened.

(c) For various reasons, no attempt should be made to include divorced mothers under its benefits, only one state specifically doing so.

(d) The dependency arising from divorce and abandonment is so closely related that grave question arises regarding abandonment.

(e) In a poor home, when the father dies, there is in effect loss of both parents, for the mother if she must earn money is no longer able to perform her real duties. She should be required, and it made possible for her to devote specified minimum time at home each week in the supervision of her children.

7. That everything possible should be done by individuals intrusted with the administration of this relief act to make it non-pauperizing and eliminate the idea and habit of dependency.

Some other important features of the work as the question of citizenship, barring aid to mothers residing in downtown lodging houses, or to mothers who keep male lodgers, the maximum allowance to

any one family as in the State of Illinois, and other common sense features now applied as far as possible in the absence of a specific provision, are well worthy of consideration.

The Honorable Lawrence DeGraff, Judge of the juvenile court at Des Moines, Iowa, in his report for 1913, characterizes the "pension" law as "a response to the modern spirit of social justice and an answer to the plea for a better conservation of children and of human resources," as expressed elsewhere in his report. He continued: "The State has the inherent and natural right to recognize a legal * * * * fatherhood over its own children. It is the intent and purpose of the law, first, to keep the children in the home; second, to assist in providing decent home environments; third, to be helpful in creating good citizenship. This law says that the child's mother, if she is of the right sort, is God's own institution for the rearing and upbringing of the child."

It is well for the community if we are, in this relief, a step nearer the consumation of the divine supplication repeated by so many of His children who are in actual need: "Give us this day our daily bread."