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Ralph Ray Tietsort
The Municipal University of Omaha

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PUBLIC WELFARE ADMINISTRATION IN THE STATE
OF NEBRASKA

by

Ralph Ray Tietzort, B. A.

Submitted in Partial Fulfillment of the
Requirements for the Degree of Master Of Arts
in the
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of the
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1934

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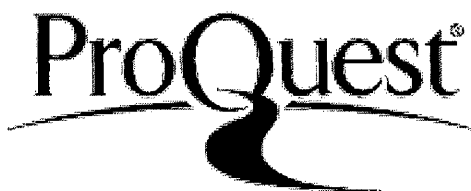


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PUBLIC WELFARE ADMINISTRATION IN NEBRASKA

Introduction

The problem of successful welfare administration is one of not only helping people out of trouble but one of keeping people out of trouble. Perhaps one of the most difficult puzzles of public administration in the United States is that centering around departments, bureaus, and boards of public welfare. In this field accurate information and dependable direction are eagerly sought by old and new officials alike. Legislative bodies, social and civic agencies are earnestly seeking for information and examples which will secure the most efficient administration methods. This is true not only because of the hazards involved in the problems of public welfare, but also because of the large amount of public money which of late has been spent in this field of endeavor.

In the development and history of public welfare administration two strange deviations from the ordinary rule appear.

One is the almost universal tendency of human society to neglect the study and promotion of its own welfare until it has first studied and promoted everything else. The other is the tendency toward carelessness, and inefficiency in the administration of public relief and corrections. There is now, however, a vigorous turn for the better. The public is also coming to realize that self respect, earning capacity, rebuilding of character are the sensible and natural expectations of society's unfortunates. The taxpayer as well as the social worker is learning that it is more economical to keep people out of institutions than to put them in. Thus, more time and energy ^{are} ~~is~~ being vented upon preventative measures rather than remedial ones. And this of course is the course that should be followed more and more by administrative bodies in Nebraska. But like public education, long considered to be unnecessary, dangerous and keeping the child from actual labor, a well rounded public welfare program, must take its time to get under way, and will have to be misunderstood, misinterpreted and surrounded by limitations, both financial and political, which impede its progress and hinder its well intended objects.

In beginning an analysis of Public Welfare Administration in Nebraska, we are faced with the problem of making efficient and effective administration operative to the most possible

individuals at the least possible cost. Thus Nebraska is faced with the necessity of seeking out and adopting a plan of administration which operates with the County as a basis or unit of activity, upon which the state plan is built as a superstructure. In this study we attempt to look into the methods of administration with a view to bringing about whatever changes may be needed, so that Nebraska may have an up to date and efficiently operating ~~system~~ of Public Welfare Administration.

For the sake of convenience, we shall glance briefly at the methods adopted here prior to 1913, including some of the legislative institutional investigations. We shall analyze the present situation and from this analysis ^{we} shall suggest certain recommendations for change which this study has revealed to be advisable.

**CONTROL OF STATE INSTITUTIONS
PRIOR TO 1913**

CONTROL OF STATE INSTITUTIONS

PRIOR TO 1913

State institutions established in Nebraska before 1875 were controlled and supervised by separate Boards of Trustees. In 1875 a Board of Public Lands and Buildings was created by an amendment to the state constitution. ⁽¹⁾ Control of state institutions was then transferred to this Board which consisted of the following members; the Commissioner of Public Lands and Buildings, Secretary of State, Treasurer, and the Attorney General. Very little supervision of a constructive nature was given to the various institutions until 1901.

Governor Dietrich and Governor Savage in their messages to the legislature in 1901 and 1903 respectively, advocated the creation of a Board of Control. ⁽²⁾ It was their desire to remove supervision of state institutions from politics. This was

(1) State Constitution, 1875, Art. IV. Sec. 19

(2) Governors' Messages, House Journal 1901, p. 132; House Journal 1903, p. 7.

not accomplished, but a step forward was made in 1901 with the creation of a State Board of Charities and Corrections, composed of the Governor, the Commissioner of Public Lands and Buildings and the State Superintendent of Public Instruction, with power to appoint for a term of four years, four advisory secretaries. It was the duty of this Board to inquire into the entire system of public charities and the methods of practices of correctional institutions. Neither the board nor the advisory secretaries were to receive any compensation other than expenses incurred in the discharge of their official duties.

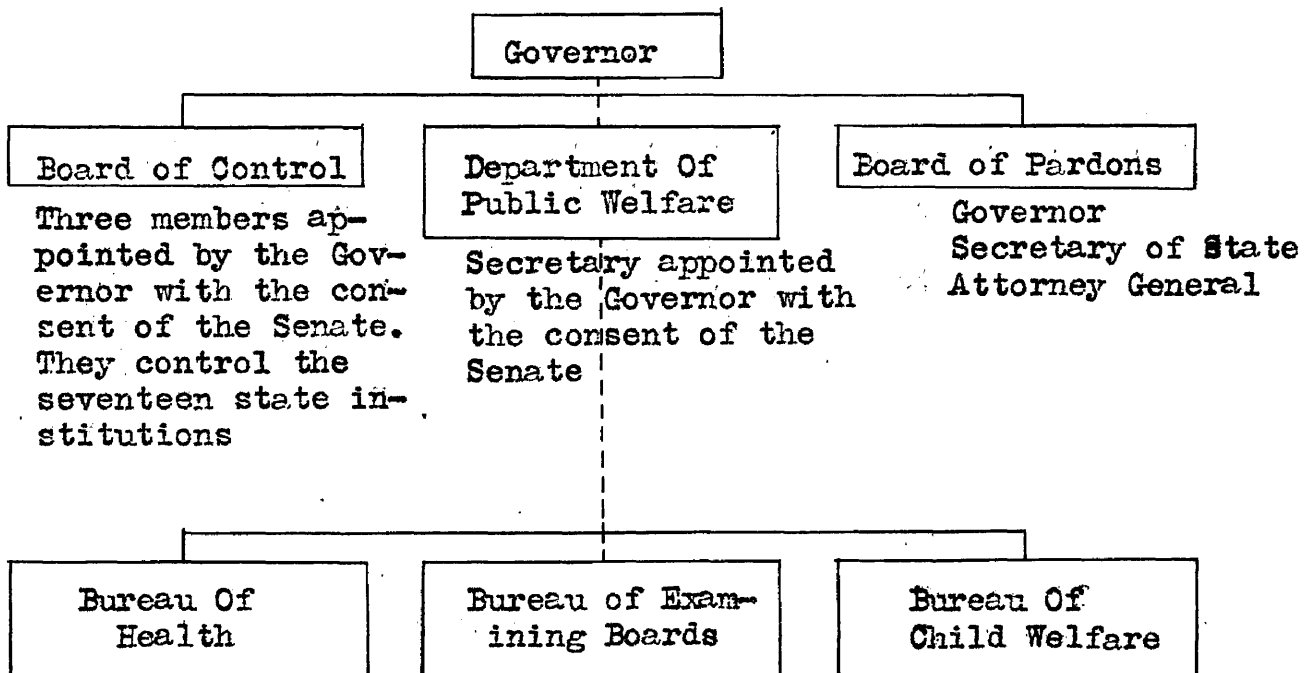
Governor Shellenberger in 1907 advocated that a Board of Control of state institutions be created by an amendment (3) to the State Constitution. It was still the desire of those who were seriously concerned to remove the control of state institutions from politics. Removal of control from the Board of Public Lands and Buildings was not accomplished until the establishment of a Board of Control in 1913.

(3) Governors Message, Public Documents, 1907-8 p. 18.

**PRESENT SYSTEM OF PUBLIC WELFARE
ADMINISTRATION**

**PRESENT SYSTEM OF PUBLIC WELFARE
ADMINISTRATION IN THE STATE
OF NEBRASKA**

Public Welfare Administration in the state of Nebraska is now carried on by three distinct types of organizations. The Board of Control, The Department of Public Welfare and the Board of Pardons.



BOARD OF CONTROL

"The Board of Commissioners of State Institutions" was created by a constitutional amendment adopted Nov. 5, 1912. The name was changed to "Board of Control" by constitutional Amendment adopted Sept. 21, 1920.⁽⁴⁾

The Board of Control consists of three members appointed by the Governor and confirmed by a two-thirds vote of the Senate. They are to hold office for six years. This Board has full power to control all present and future state penal, reformatory and charitable institutions. It is required to appoint the chief officers of all the institutions under its control. Board members are required to visit these institutions and inspect them at least once every six months, and at least one member must visit and inspect each institution once every sixty days. It has control of all admissions to these institutions and they must gather statistics and information concerning the institutions and publish them in its biennical report.⁽⁵⁾ The following institutions are under its control: State Penitentiary; three hospitals for the insane, Lincoln, Norfolk, and Ingleside; Nebraska School for the Deaf, Nebraska School for the Blind; Institution for Feeble Minded;

(4) Constitution, State of Nebraska, Art. IV. Sec. 19

(5) Compiled Statutes State of Nebraska, 83-101 to 102; 83-106 to 107; 83-109 to 114; 83-116 to 117; 83-128. PP 1689

Boys' Industrial School; Girls Industrial School; Women's Reformatory; Nebraska Industrial Home; Men's Reformatory; and Orthopedic Hospital. Members of the Board of Control are required to give all of their time to their duties, but as far as we are able to discover ^{they} are not necessarily appointed for their knowledge in the field of public welfare administration.

The Board shall have power to summon and examine as witnesses under oath, officers, employees, or others, to examine books of account, the papers pertaining to the subject under investigation and to compel the production of said books and papers. Witnesses who are not employees of the state shall receive the same fees as witnesses in civil cases in the District Court, and their fees shall be paid by vouchers. Any officer or employee who interferes in any manner with a board members official investigation shall be deemed guilty of a misdemeanor and on conviction thereof shall be removed from ^{his} their position and be fined in a sum not less than \$10.00 and not more than \$100.00. It shall be the duty of the board to cause such testimony to be filed in the office of the board as soon thereafter as practicable and thereafter such testimony shall be open for inspection. Any person failing to obey the orders of the board issued under provisions of

this act shall be reported to the District Court. Further the
(6)
law contains mention of the legislative investigations.

The members of the Board shall be prepared to give any information desired by the legislative body concerning the institutions under their control, and their administration shall be subject to examination under oath by legislative committee, touching any matter in regard to which the legislature may desire information concerning the conditions of such institutions and their inmates and the performance of their duties by the members of the board or its employees. The committee may call and examine under oath any other persons as witnesses in such investigations. Such examinations should be conducted in the same manner and shall be subject to the rules and restrictions herein provided for
(7)
the investigations by the Board.

Thus the system of inquiry has been projected to various sections of the administrative department. Although in some states the courts are prone to confine the powers of both temporary and permanent boards within mandatory limits, the practice of assigning certain tasks to them, or other administrative organizations, performing the same or similiar

(6) Compiled Statutes State of Nebraska 1922, Sec. 6849

(7) Compiled Statutes State of Nebraska 1922.

functions, is not likely to be discontinued, and it is probable that evidences of doubting their authority will be exceptions rather than the rule.

In the following section various legislative investigations are outlined as recorded in the House and Senate Journals. It is gratifying to note that cumbersome and expensive legislative investigations have been practically eliminated since the advent of the Board of Control, which came into being in 1913.

INSTITUTIONS UNDER DIRECT
SUPERVISIONS OF THE BOARD
OF CONTROL

Penitentiary

While state convicts were still being confined in the County jails, the territory of Nebraska appropriated \$3,000.00 for the support of these convicts. Governor Butler, in his message of 1869, stated that many prisoners were in county jails and because of the over crowded condition a penitentiary was very much needed. As a consequence, on March 4, 1870 a bill was passed to provide for the erection of such an institution at or near Lincoln, Nebraska. It was to be managed by a board of three inspectors appointed by the legislature.

(8)

The warden was to be appointed by the Governor.

A portion of the house resolution passed in February, 1873 relative to building the penitentiary, follows: "Resolved, that a committee of five be elected by the House to thoroughly investigate all matters pertaining to the building of the state penitentiary; that said committee shall have power to employ competent, experienced and practical architects for the purpose of measuring the work to be done and of investigating the work already done as to quality and value. That all state officers shall furnish said committee with all necessary books, records, and other documents required in such investigation of matters herein referred to, and that the said committee shall make full report before the final adjournment of this session of the legislature."⁽⁹⁾

This is typical of the form and explicitness of content of most of the earlier resolutions. Later resolutions, although inferring purpose and power, do not set them forth at such length. Plans and specifications for the Big House are found outlined in the House Journal.⁽¹⁰⁾ The need for a manufactory in conjunction with the penitentiary is also gone into.⁽¹¹⁾ And the actual management of this Institution is fully

(8) Compiled Statutes, 1873. Chap. 76, Sec. 1, P. 1032.

(9) House Journal, February 6, 1873.

(10) House Journal, February 20, 1873. P. 561.

(11) House Journal, January 26, 1877. P. 283.

(12)

outlined in this same document.

Many of the inmates work on the penitentiary farm. The manufacture of handcraft furniture and shirts is the only commercial enterprises carried on within the institution. The penitentiary is located three miles south of Lincoln, on a 416 acre farm. The land is valued at \$83,200.00. The buildings are valued at \$465,300.00. On June 30, 1932 there were eighty-one officers and employees. The average number of inmates for the biennium was 810 and the per capita cost was \$257.43 for the one year.

(13)

Penitentiary Investigations

In 1867, the first year of statehood, the House authorized a committee of investigation on the State prison, at that time located at Omaha. On June 13, a report was brought in stating that the prisoners were receiving good care but that rooms were too small and ventilation poor.

(14)

In 1875, due to the actual conditions of violence at the new prison and the agitation of the press, five men of the House were appointed to make a thorough examination of the reports and a first-hand study of the situation. An enormous amount of evidence is recorded from the report, including

(12) House Journal, 1891. P. 1027

(13) Nebraska Blue Book, 1932. P. 251

(14) House Journal, June 10, 1867

(15)
testimonies of convicts and other witnesses. Recommendations were to the effect that such cruel punishments as the use of the bull-ring and stocks should be abolished, that regular prison inspectors be required to gain more thorough knowledge of the affairs at the prison, that the number of guards be increased, and that the deputy warden and three of the guards at that time employed should be released. The resolution following the report proclaimed the adoption of the report and authorized the Governor to take such action as in his judgment (16) he may deem proper under the circumstances.

The Senate committee authorized to investigate the rumor of undue severity of discipline and occasional acts of gross inhumanity, in 1883, brought in a mere statement fully endorsing the present management, discipline, and conduct of the institution which they stated was being conducted on the best (18) established and experienced principles.

In 1885, the special committee reported satisfactory discipline and management and needs for repairing buildings but also suggested need for stricter business basis in audit-

-
- (15) House Journal, 1875, pp. 561-62
(16) House Journal, 1875, p 1561
(17) Senate Journal, 1883, p 391
(18) Senate Journal, 1883, p 969

ing accounts for the penitentiary to protect appropriations.
(19)
Then followed a series of exhibits of accounts.

The Legislature of 1887 appropriated \$40,000.00 for the erection of a brick or stone building for shops, chapel, etc., Now this is used for workshops, bathrooms, ~~and laundry~~, and the prison laundry, and the prison contractor receives all the benefits of the increased price at which he can sublet convicts with a building in which they can work. Evidence that the Committee on Public Lands and Buildings was at that time lax, is found in the following: "The attention of the House is called to this to indicate the loose manner in which this whole matter has been conducted, the warden has not filed a single voucher with the Board to enlighten that body how he disbursed the money entrusted to him. Mr. Dorgan (prison contractor and also representative of the Board of Public Lands and Buildings) has filed a number, but fails to return any of the \$5,151.77 which he claims to have spent." A portion of a concluding paragraph is here quoted: "Public service has been demoralized and public interests jeopardized by official neglect and carelessness which merit severest censure, and it is recommended that the proper authorities take immediate action to recover

(20)
the amount corruptly diverted from the proper channels."

The next few investigations were made by standing committees. The first special investigation after 1885 occurred in 1893, when both House and Senate appointed groups to investigate the care, management, and punishment of inmates of the State Penitentiary and the condition of the cells. This same committee was later charged with the duty of finding out the cause of the death of a certain convict. The reports are based upon a lengthy inquiry and numerous testimonies of witnesses, and contains these recommendations and conclusions:

1. That such punishments as may be salutary should be legalized and authorized by law and that graver offenses should be placed in the hands of a board composed of the warden, physician, and chaplain of the Penitentiary.
2. That the death of convict Powell was the direct and proximate result of cruel and inhuman punishment inflicted upon him.
3. That the food, though usually good, is at times of improper quality and unfit for consumption. Closer scrutiny is needed by those in charge.
4. Needs: hospital facilities, provision for the criminal insane, appropriation of \$15,000.00 for building for female convicts, and facilities for frequent baths.
5. That guards and minor officials should be better paid, since those at the time were of little better character than the convicts themselves.

6. That greater degree of supervision should be exercised by the warden over guards, cell house keepers and others.
7. That the system of contract labor is demoralizing to the discipline of the institution, for when they (the convicts) learn that they are working for a contractor with whom they have no sympathy, they begin to slack.
8. That there should be a law for a parole system.
9. That confining young and inexperienced convicts with older and hardened criminals is wrong in principle and unwise in practice and that there was a consequent need for classification and separation on this basis.
10. That provisions should be made to further educational advantages and teach the common branches. There then ensues a discussion on the question of reformation. (21)

Newspaper reports quoting statements of three ex-convicts in regard to ill treatment of inmates in 1895, led to the special inquiry of the House which resulted in a report somewhat different from apparent expectations. It demonstrated the falsity of affidavits made by these men to Governor Holcomb induced by an aspirant for the office of warden and done for money. Then the committee suggested that the State ought to own, manage, and receive benefits from the labor of its prisoners and although there was no ground for the allegations against the incumbent warden and his assistants, the system of contract labor was recommended to be abolished. (22)

(21) Senate Journal, 1893, p 552; House Journal, 1893, pp 712-14

(22) House Journal, 1895, pp 376-37

At the same time the Senate procedure was almost identical to that of the House and the Senate committee recommended that the contract with W. H. Dorgan for prison labor be investigated by special committee. (23)

For some time to come a closer supervision was maintained over the affairs of the penitentiary by the Legislature, but it seems that such tasks as these are not rightfully with the Legislative body. It seems that a more accurate and economic administration could easily be maintained by one commissioner who was selected for his post because of special training and knowledge in this particular field of endeavor.

In 1913, a special committee made a rather careful and definite report of the needs of the penitentiary as to recreation grounds, repairs, and contract labor systems, concluding with the expression of the belief that, "The present management will carry out all the reforms suggested already there are signs of improvement." (24)

In 1915, the speaker of the House was authorized to appoint a special committee to inspect the heating and lighting plant at the penitentiary and report its needs. We have (25)

(23) Senate Journal, 1895, p 671

(24) House Journal, 1913, pp 514-1252, Senate Journal, pp 458-84

(25) House Journal, 1915, p 185

no record of special investigation at the penitentiary since that time.

Hospitals For The Insane

The Legislature of 1869 appropriated \$50,000.00 for the erection of an insane asylum. It was built at Lincoln and was ready for occupancy the following year. The Hospital For The Insane at Norfolk was established by an act approved March 4, 1885. \$75,000.00 was appropriated for the erection of suitable buildings. A third Hospital For The Insane was established by an act approved March 30, 1887. It was erect-
(26)
ed on a farm at Ingleside, near Hastings.

	Lincoln	Norfolk	Ingleside
Number of officers and employees	155	129	185
Value of land	\$128,000.00	\$ 61,500.00	\$160,982.00
Value of buildings	\$914,000.00	\$823,700.00	1,236,812.00
Average number of inmates	1,180	936	1,492
Cost per cap. for one year	\$198.11	\$204.79	\$195.35

(27)

In 1871, a committee was appointed to investigate the then recent burning of the insane asylum at Lincoln, the insurance of the same and the circumstances connected therewith. The report was short and contained this paragraph; The

(26) Nebraska Blue Book, 1932, pp 252-3

(27) Ibid, pp 253-4

committee can discover no clue to the discovery of the perpetrators of the crime, facts showing conclusively that (28) it was the work of some person or persons unknown." The special committee of 1875 reported the condition of the asylum as good, except for the heating system, and then introduced a bill appropriating money for a new steam boiler.

Among the preambles of the resolution of January 29, 1883, was the following: "It is asserted by divers and sundry persons that unlawful and severe and brutal cruelty is exercised by officers and employees of the insane asylum toward the inmates therein confined, and great and unnecessary extravagance exists in the management of said institution." The Senate committee, when they brought in the report, offered over six hundred pages of evidence and made distinctly pointed suggestions. The Senate action which followed was a resolution to the effect that all evidence and papers be referred to the Governor and the Board of Public Lands and Buildings, without recommendation, for such action as they

(28) House Journal, 1871, p 567

shall deem best for the interest of the patients and the
(29)
institution.

At the opening of the next session, The Senate authorized a committee to investigate charges of cruel treatment of inmates. The House took similar action on January 12. Findings were reported more than six weeks later, after systematic examination of evidence. Recommendations arose from the obvious possibilities for improvement:

1. That a careful record of the conditions of the patients be kept, both upon their entrance and from time to time during treatment.
2. That a matron be appointed to the post vacated by the removal by the superintendent of the preceding one because of incompetency.
3. That supplies be furnished in accordance with the law which required advertisement for bids.
4. That funds arising from board and care of private and foreign patients and paid into the state treasury be placed to the credit of the Insane Hospital.
5. That a Board of Trustees be appointed immediately.

The report of the majority clearly set forth the defects of management. The minority report, which was adopted, laid all blame upon the Board of Public Lands and Buildings, at the same time attempting to exonerate the Superintendent of the Hospital, suggesting that the Governor consult with

(30)
the Superintendent in selecting his assistants.

It seems that these are clear cases where the hand of politics has pointed the way of expediency instead of the hand of knowledge and experience. Evidently the incumbent Superintendent at this time was a political associate or standby of the Governor and the Investigating Committee in order to shield itself also shielded the Superintendent.

The Omaha-Bee on February 25, 1893 contained an editorial introducing a letter signed "Nemesis" depicting the horrors to be found in the Asylum. The House committee reported on March 25, that the writer of the letter proved to be an inmate of the Hospital. . . a woman who was undoubtedly insane, and that there was no foundation for the allegations made.
(31)
(32)

All other investigations of the Hospitals For The Insane have been made by standing committees or groups auxiliary to the standing committee. The most important were: 1879, The Standing Committee On Blind, Deaf and Dumb and Insane Asylums, by special authorization of the House reported that certain improvements were needed.
(33)

(30) Senate Journal, 1885, pp 35, 108, 724-1095

(31) Omaha-Bee, February 25, 1893

(32) House Journal 1893, pp 916-17

(33) House Journal 1879, p 162

1887 - The Committee on Public Lands and Buildings offered a special summary of the situation at the Norfolk Asylum.
(34)

1891 - The Committee on Insane Asylums, after a brief report, which was passed, providing for the enlargement of the Asylum at Ingleside and facilities for the care of the inmates.
(35)

1901 - Needs for appropriations for the Asylum at Hastings was referred to the regular committee on financial ways and means were suggested by the Committee on Public Lands and Buildings.

Reports and investigations since this date are merely for appropriations or for repairs and maintenance.

Nebraska School For The Deaf

The State School for the Deaf was incorporated by the Legislature in an act approved February 7, 1867. The Legislature named six directors who were to make proper provisions for the care of the deaf in the state. The Board of Directors ^{was} ~~were~~ authorized in 1871 to erect a building near Omaha to be used as an institute for the deaf. The name of the institution was changed by an act of the

(34) House Journal, 1887, p 809

(35) House Journal, 1891, pp 1613, 1673-74

Legislature of 1909 from "Institute for the Deaf and Dumb" to "The Nebraska School for the Deaf." This change in name was for obvious reasons.

"All deaf and dumb residents of the state, and those deaf to such an extent that they cannot acquire an education in the common schools of the state, of suitable age and capacity and of good moral character, shall be entitled to an education in the Institute without charge." (36) The school is located on twenty-three acres of ground valued at \$77,500.00. The buildings are valued at \$100,000.00. There were fifty-two officers and employees at the date of the last report, June 30, 1932. The average number of pupils during the past bienium was one hundred and ninety-six, maintained at a per capita cost of \$404.55. (37)

The School for the Deaf at Omaha has at times been the subject of inspection and investigation.

1873 - The House of Representatives appointed a committee (38) of two to investigate the conduct of the Institution. But no report of this committee was recorded. In 1897 a special temporary committee gave a clear concise record of the inquiry into the management of the Institute, but the later

(36) Compiled Statutes of Nebraska, 1929, 83-303, p 1695

(37) Nebraska Blue Book, 1932, p 254

(38) House Journal, 1873, p 684

committee acting under joint resolution to make examination of affairs of all state institutions and state offices found the superintendent guilty of extravagance and the wrongful use of state money. Two years later, a committee made up of two senators and two representatives was provided for, in response to a communication from Superintendent Gillespie. Its reports attempted to show that, in contradiction to the account of the former committee, the state was in reality slightly indebted to the Superintendent. It included praise of the work in the school and the excellent management.

This appears to be very much the work of politics again. And expense is again charged to pure politics which might well be spent in the behalf of those whom these institutions were meant to serve.

Nebraska School For The Blind

The Institute for the Blind was established at Nebraska City by an act of the Legislature approved February 19, 1875. "All blind persons and those blind to such an extent that they cannot acquire an education in the common schools of the state, of suitable age and of good moral character, shall be entitled to an education in this Institution without charge."

(39) Senate Journal, 1899, p 579. House Journal, p 764

(40) Compiled Statutes, 1929, 83-304, p 1695

The school is located on ten acres of land valued at \$3,650.00. The buildings are valued at \$122,535.00. The biennium report ending June 30, 1930 shows twenty-five officers and employees, an average number of fifty-three pupils and a per capita expenditure of \$518.99.⁽⁴¹⁾

The School for the Blind at Nebraska City has seldom received attention in special investigation, but the various standing committees have made rather specific reports in regard to it. Among these may be numbered: The report of the Committee on Public Lands and Buildings and introduction of an appropriation in 1887.⁽⁴²⁾

Another report in 1887 from the committee on other asylums recommending that the workshop which was burned be rebuilt and that the building be connected with city gas works.⁽⁴³⁾

The Senate committee reported in 1893, noting the good discipline and sanitary condition of buildings, and the need for workshop and hospital. During the session of 1893 and also in 1897, a committee was appointed on all state institutions so that extra expense incurred by trips to the same institutions by different groups might be avoided.⁽⁴⁴⁾

(41) Nebraska Blue Book, 1932, p 255

(42) House Journal, 1887, p 811

(43) House Journal, 1887, p 755

(44) Senate Journal, 1893. House Journal, 1897, p 377

Institution For Feeble Minded

In 1885 a resolution was adopted requiring appointment of a committee to visit the Institution For Feeble Minded at Glenwood, Iowa, and report upon need of such an Institution in Nebraska. (45) The committee, consisting of three representatives, made a very definite explanation of the systems employed at the Iowa schools and recommended an establishment of that character for Nebraska, concluding with: "One need pay but a single visit to such an Institution to become interested in its work and surprised at its success." (46)

Consequently the Institution for the Feeble Minded was established at Beatrice, Nebraska, by an act of the Legislature approved March 5, 1885. The last biennium report shows eighty-two officers and employees, and an average inmate population of 1,024. The per capita cost for the year was \$147.83. The Institution has a farm of 519 acres valued at \$88,450.00. The buildings are valued at \$887,857.00. (47)

Industrial Schools for Boys and Girls

The State Industrial School for Delinquent Boys was established at Kearney in 1879. Both boys and girls were cared

(45) House Journal, 1885, p 589

(46) House Journal, 1885, pp 689, 692

(47) Nebraska Blue Book, 1932, p 255-6

for in this Institution until March 14, 1892 when the delinquent girls were transferred to the Girl's Industrial School at Geneva. The Kearney institution owns 677 acres of land valued at \$105,382.00, with buildings valued at \$328,525.00. There were forty officers and employees with an average number of 205 boys during the year. The per capita cost for one year was \$333.46. The Geneva institution owns 70 acres of land valued at \$10,500.00. Buildings are valued at \$216,000.00. There were forty officers and employees and an average number of 182 girls during the last year. The per capita cost was \$282.39⁽⁴⁸⁾

Women's Reformatory

The Legislature of 1919 authorized the establishment of a Reformatory for Women. The object of the reformatory is to "furnish suitable home, proper care, education, and training in the industrial arts, to enable women convicted of crimes to fit themselves for useful lives."⁽⁴⁹⁾ Inmates are instructed in cooking, plain and fancy needlework, gardening, poultry raising and dairy work. The institution is located on a 235 acre farm near York. The value of the land is \$52,869.00

(48) Nebraska Blue Book, 1932, p 256

(49) Compiled Statutes, 1929, 83-1402

and the buildings are valued at \$97,682.00. The last biennium report shows twelve officers and employees and 38 inmates. The per capita cost for two years was \$456.65⁽⁵⁰⁾

Nebraska Industrial Home

This institution was established in 1887 for the purpose of providing shelter, protection, and employment and means of self-support to penitent women and girls with a view to aid in the suppression of prostitution. Applications for admission are made to the superintendent and no information is given out as to the name and identity of the inmate. Any child born at the home may be relinquished by its mother for adoption. The various branches of domestic science are taught.⁽⁵¹⁾ The institution is located at Milford on thirty-seven and one half acres of land valued at \$7,516.00. The buildings are valued at \$97,915.00. The last biennium report shows twelve officers and employees and an average of eighty-six inmates. The per capita cost was \$276.94⁽⁵²⁾

Men's Reformatory

This reformatory was established at Lincoln in 1921 for boys and men not less than sixteen nor more than thirty years of age at the time of conviction of a felony for the first

(50) Nebraska Blue Book, 1932, p 257

(51) Compiled Statutes, 1929, 83-1302, 83-1303, p 1714

(52) Nebraska Blue Book, 1932, p 257

(53)
time. It is located on a farm of 161 acres valued at
\$57,900.00. The buildings are valued at \$329,589.00. The
biennium report shows 49 officers and employees and an av-
erage number of 377 inmates. The per capita cost for this
(54)
period was \$297.55

Soldier's and Sailor's Home

The Nebraska Soldier's and Sailor's Home at Grand Island
was established in 1887. As a result of over-crowded conditions
a branch home was established at Milford in 1895. These homes
are designed to care for such veterans of the several wars and
the United States Military Service, and the wives, widows, or
(55)
mothers of such veterans, as are eligible to admission. The
institution at Grand Island owns 640 acres of land valued at
\$114,671.00 and the buildings are valued at \$359,310.00. The
last biennium report shows 74 officers and employees, and an
average number of 258 inmates, at a per capita expense of
(56)
\$905.81.

The institution at Milford owns a 41 acre farm valued at
\$10,000.00. The buildings are valued at \$210,225.00. There
were 46 officers and employees. The average number of inmates

(53) Compiled Statutes, 1929, 83-1004, p 1711

(54) Nebraska Blue Book, 1932, p 258

(55) Compiled Statutes, 1929, 80-301, p 1627

(56) Nebraska Blue Book, 1932, p 258

last year was 130. They were cared for at a per capita
(56*)
cost of \$412.44.

Home for Dependent Children

This institution was a semi-public institution from 1881 to 1897. During this period it was under the supervision of the Board of Public Lands and Buildings. By an act approved April 13, 1897, the home was placed under the immediate supervision of the state, and an advisory board of women provided for. By an opinion expressed by the Attorney General on April 16, 1914, the Board of Control assumed the direction of this institution. The institution is to receive children under the age of sixteen and of sound mind who have been committed to it by any Juvenile Court or County Court as children who are dependent for support, neglected or ill-treated. (57) During the biennium ending June 30, 1932, 508 children were cared for by the home. Of these 48 returned from trial homes, 96 were placed in trial homes, 11 were returned to parents or friends, 37 were adopted, 1 died, 14 attained majority, and 23 were transferred to other institutions. At the end of the period there were 104 children in the home. The per capita cost of maintenance for the

(56*) Nebraska Blue Book, 1932, p 258

(57) Compiled Statutes, 1929, 83-503, p 1698

(58)
year was \$453.21. The property is located at Lincoln.

Hospital for Tuberculosis

This institution was established at Kearney in 1912. It is supervised by the Board of Control. Applicants for admission must be examined by qualified physicians, and all expense of such examination and transportation to the hospital if not borne by the patient or the relatives or friends, must be borne by the county. (59) There has been a steady increase in the number of inmates since the hospital was opened. The institution has 37 acres of land valued at \$13,500.00. The buildings are valued at \$234,675.00. There are 56 officers and employees according to the last biennium report. There is an average number of 152 inmates. The per capita cost for the two year period was \$460.41. (60)

Orthopedic Hospital

The Orthopedic Hospital was established in 1905 for the care of crippled, ruptured, and deformed children and those suffering from diseases from which they are likely to become deformed. Applicants for admission must have been examined by a physician whose statement of the case must be presented with the application. The hospital is also a school. Regular

(58) Nebraska Blue Book, 1932, pp 259-260

(59) Compiled Statutes, 1929, 83-302, p 1706

(60) Nebraska Blue Book, 1932, p 260

(61)

instruction is provided for the children. The institution owns land valued at \$28,450.00. The buildings are valued at \$210,430.00. There are 55 officers and employees. Last biennium there was an average number of 81 inmates, at a per capita cost of \$888.86.

DEPARTMENT OF PUBLIC WELFARE

In the year of 1919 the State Legislature created a new executive administrative code. The civil administration of the laws of the state ^{was} ~~were~~ vested in the Governor. For the purpose of aiding the Governor the executive and administrative work is divided into the following departments; Department of Finance, Department of Agriculture, Department of Labor, Department of Trade and Commerce, Department of Public Health and Welfare, and the Department of Public Works.

The Superintendent of the Department of Labor is the ex-officio Secretary of the Department of Public Welfare. The Superintendent of the Department of Public Welfare is appointed by the Governor for two years subject to the advice and consent of the senate. The Governor also has the power to appoint necessary assistants.

(61) Compiled Statutes 1929, 83-603, p 1699

(62) Nebraska Blue Book, 1932, p 259

(63) Compiled Statutes, 1929, 81-101 to 81-102, p 1633

(64) Compiled Statutes, 1929, 81-102 to 81-111, p 1633

Duties and Powers

The Department shall have general supervision and control over matters relating to public health, sanitation and the general public welfare; and shall provide for examination as in this title provided; and enforce the provisions of this title; and have supervision over all matters of quarantine. It shall also have the right at all times to inspect the equipment and methods of teaching in all medical schools of the state and shall have the power to refuse examination to the graduates of any school which, on proper notice and hearing, shall be adjudged not a medical school in good standing as defined by the laws of the state. (65)

It is also the duty of this department to enquire into the whole system of public and private charities and methods of and practices in the correctional institutions in the state and counties and may require information and statistics from them, and to enquire into the management of any state and county penal, reformatory, or charitable institution. All investigations undertaken are to be directed toward the betterment of methods pertaining to the health, punishment, education, and reformation of the inmates of the various institutions. (66)

(65) Compiled Statutes, 1929, 81-5601, 81-5602, p 1673

(66) Compiled Statutes, 1929, 71-2701, p 1365

There are three bureaus operating under the direction of the Department of Public Welfare; the Bureau of Health, the Bureau of Examining Boards, and the Bureau of Child Welfare. The directors of these bureaus are appointed by the Governor for a period of two years.

Bureau Of Health

The original Board of Health law was enacted in 1891. The law was amended in 1903 and provided for the appointment of a state health inspector to be appointed by the Governor. The board consisted of the Governor, Attorney General, and the Superintendent of Public Instruction. A board of four secretaries directed the work of the inspector. (67) In 1917 the Legislature passed a law which brought about the reorganization of the department by putting the active work in charge of a staff appointed by the governing board. It also gave the Governor power to appoint an advisory board of four physicians whose principal duty was to conduct the examinations for licenses to practice medicine. (68)

(67) Nebraska Laws, 1903, Chap. 59, Sec. 4, p 353

(68) Nebraska Laws, 1917, Chap. 181, Sec. 1-16, pp 407-410

The work of the health department was transferred to the Department of Public Welfare at the time it was created. The bureau is faced at present with tremendous work with very little man power and very little money with which to accomplish this task. The state appropriation from taxation for the bureau of health is less than 2½¢ per capita (69) per year. This is less than the personal outlay of each person for postage and paper of a single first class letter. Of course the general population believes in public health in the abstract, but so far as being accurately informed, initiating, or requiring that a definite program be adopted and conducted, there is great indifference. To try to overcome this situation, the bureau is trying to foster the county unit plan as a practical, local, self-governing method of providing public health service as a means of checking the monetary loss from preventable disease prevalent in Nebraska..

"An urgent need exists for a specific educational program established within this bureau for the purpose of supplying accurate information on health matters to the public through available and special channels. An indication of this need is found in the office of the chief of the bureau,

(69) Biennium Report, Department Public Welfare, 1928-30.
p 4

which office alone in 1929 and the first eleven months of 1930 distributed letters and pamphlets which totaled more than 208,000 and 224,000 respectively, many being upon direct request, with numerous requests and inquiries that could not be cared for."⁽⁷⁰⁾

Communicable diseases, venereal diseases and child hygiene form the main branches which the bureau endeavors to control, although with the withdrawal of Federal support from the division of child hygiene on June 30, 1929 a cessation of activities was necessary in this latter division of activity.

The bureau maintains two laboratories, one at Lincoln and a branch laboratory at Scottsbluff, Nebraska. A brief summary of specimens examined by the Public Health Laboratories at Lincoln in the biennium of 1928-1930 follows:⁽⁷¹⁾

	<u>1929</u>	<u>1930</u>
Wassermann Tests	22,420	21,510
Smears for Gonorrhea	4,777	4,182
Cultures for Diphtheriae	2,532	3,176
Water, Sewage and Ice	1,502	1,750
All other specimens	4,062	4,454
	<u>35,293</u>	<u>35,072</u>

(70) Biennium Report, Department Public Welfare, 1928-1930

pp 4-5

(71) Ibid, p 7

The duties and powers of the Bureau of Health are;

1. Supervise and control all matters relating to the protection of the people from contagious, infectious, and epidemic diseases.
2. Serve as registrar of vital statistics.
3. Operate bacteriological laboratories.
4. Disseminate information concerning public health.
5. Endeavor to eradicate ^{of} venereal disease.
6. Promote public health and sanitation.
7. Provide for physical examination of school children. (72)

Bureau Of Examining Boards

This bureau was created in 1927, and provided for the licensing of practitioners in the several professions.. The Boards of Examiners are appointed by the Department of Public Welfare and the term is for three years except in dentistry and the basic sciences, the members of these Boards serving for five years. The appointment of members of the barber board is made by the Governor. These Boards conduct examinations in their own professions. (73)

The staff of this department at the present time consists of the Director of the Bureau, a stenographer, bookkeeper, two clerks and a field investigator of law violations. (74)

(72) Compiled Statutes of Nebraska, 1929, 71-2301 to 71-3001

(73) Compiled Statutes, 1929, 71-301 to 71-314

(74) Biennium Report, Department Public Welfare, 1928-30, p 28

The bureau is the administrative agency in all matters pertaining to examination and licensure for ten professions, namely: Chiropody, Chiropractic, Dental, Embalming, Medical Nurse, Optometry, Osteopathy, Pharmacy and Veterinary.

To give an idea of the task the one field investigator has, the following table is shown:

(75)

(76)

July 1, 1928 to June 30, 1930.

	Complaints	Investigation	Disposed	Conviction
Pharmacy	71	67	66	6
Embalming	22	16	16	0
Dentistry	7	6	3	0
Chiropody	3	3	1	0
Veterinary	52	43	33	1
Chiropractic	0	0	0	0
Optometry	7	7	6	0
Osteopathy	1	1	1	0
Medicine	37	34	27	9

Bureau Of Child Welfare

The Legislature of 1919 created this bureau and provided for its administration by the Department of Public Instruction. (77) By mutual agreement it was transferred to the Department of Public Welfare when this department was created.

The duties and powers of the Bureau of Child Welfare according to the 1929 Compiled Statutes Section 81-5705 are:

1. To make rules for a supervised system of recreation.

(75) Biennium Report, Department Public Welfare, 1928-30, p 28

(76) Ibid, p 32

(77) Compiled Statutes, 1929, 71-5710 to 81-5701

2. To lessen and prevent penal trials and punishment of children.
3. To assist in equalizing opportunities for the children of this state.
4. To maintain a live agency, through which the state may cooperate with individuals and organizations on matters pertaining to childrens aid and benefit.
5. To offer an avenue through which government agencies functioning in the interests of children may operate.
6. To license and inspect all maternity homes and lying in hospitals and to determine standards for their maintenance.
7. To compile a record of all defective and crippled children.
8. To license and inspect all child placing agencies.

The annual appropriation of the Bureau of Child Welfare is \$9,700.00, which provides for a Director, two field workers and an office secretary as well as a maintenance item of a little over \$200.00 per month. Since all office supplies, telephone and telegraph bills repairs and equipment must come out of this item, the total amount remaining for traveling expenses averages \$150.00 per month.

*With distances as great as they are in Nebraska, the amount of traveling that can be done on such an amount is extremely limited and has prevented the bureau from reaching out to the many problems confronting it even more than has the

inadequacy of staff, although for two field workers to attempt to carry out the many and varied functions of the bureau is an absolute impossibility." (78)

Taken from the last biennium report of this department, the following letters give some remote idea of just what the bureau is faced with and the inadequacy of staff and appropriation that is available with which to meet it.

"In our county is a family by the name of _____ It is reported that the mother is somewhat mentally deficient, and the two boys, 9 and 11 years, are similarly deficient. These boys are in the first and second grades in school. Recently they have committed depredations such as house entering, and otherwise have caused trouble. They have been before the authorities, but further misdemeanors will not be tolerated. The Superintendent has just phoned me that he has "kicked them out of school" and has turned them over to some authority for correction and control. We have no organization in this county which makes special business of such cases, and we turn to you for advice. We have a Health Board but that body will not act on this matter as it is not properly under its jurisdiction. Please advise us promptly in this matter and send a representative to look after it." (79)

"I am writing you in regard to a woman at _____ who is running a house of ill fame and selling liquor. Also selling her little

(78) Biennium Report, Bureau of Public Welfare, 1928-30

p 13

(79) Ibid, pp 13, 14.

15 year old girl to any and every old bum that comes along. Is there any law or practice that we mothers of girls must endure such things?

I have called the attention of the county sheriff to this case once but nothing of importance was done. I cannot stand by and see such things done."

"I am informed by the county sheriff here that a woman living in the north part of this county died several days ago in a hospital . . . The sheriff states that she left two small children and that they are being cared for by some of the neighbors. He did not know the ages of the children and states that the local physician fears that the children are ill. This woman was divorced from her husband and it is not known where the husband is at this time. I am wondering when you will have a Welfare Worker in this part of the state and if you will give us some assistance in placing these children in a proper home. I understand that relatives do not wish to take any hand in this matter." (80)

These are typical letters received by the bureau and show all-conclusively that the need for trained workers is urgent, especially in this particular branch of Nebraska Welfare Work. The report above goes on to state that because of shortage of traveling expense and shortage of workers, it

is sometimes many months before such urgent cases as those outlined can be reached and the proper assistance rendered. The question is raised whether or not each county should not develop its own system of caring for such cases so that neglect would ^{be} ~~not~~ decreased ^{as well as the number of} delinquents, dependents or otherwise unequals. According to the Biennial Report the cost of maintaining 2,700 children at the lowest possible estimate for one year in various state institutions where they have been placed, run about \$1,026,000.00. Obviously several trained workers could not only save the state hundreds of thousands of dollars by keeping children out of these institutions through their skilled work, but would be able to render a valuable and needed service besides.

The whole problem is to prevent dependency, neglect and delinquency. The trained workers could provide for the care and supervision of children in their own homes where possible, and in foster homes where their own home is utterly unfit. Thus we get at the cause, rather than trying to stem the flood after it is well over the dam, and then with hopelessly inadequate means. It is less expensive and of course easier to prevent delinquency in children, than to reform the adult criminal.

"Commissioners over the state are very frank about their inability to deal adequately with this problem, in view of the many other responsibilities placed upon them and it is hoped that some day they will be assisted in this work by a trained social worker employed by the county to assume this and other functions. Counties employing a local social worker have found that the person so employed has saved their salary many times over. The commissioners of Platte County have been completely convinced of the superiority of such a plan."⁽⁸¹⁾

BOARD OF PARDONS.

The Legislature in 1893 empowered the Governor to parole prisoners who had served minimum terms provided by law for their first offense.⁽⁸²⁾ In 1911 the State Prison Board and the Advisory Board of Pardons was created by the Legislature. It was composed of three members appointed by the Governor to serve for three years. Two of the members must be practicing physicians, and a practicing attorney. The clerk of the State Board of Charities and Corrections was secretary of these boards and served as a state parole officer.⁽⁸³⁾

(81) Ibid., p 19

(82) Nebraska Laws, 1893, Chap. 36, Sec 1, p 367

(83) Nebraska Laws, 1893, Chap. 133, Sec 1, 2, 3, p 444 and Chap. 184, Sec. 1, p 564.

The functions of these boards were given over to the Department of Public Welfare when it was created, but a constitutional amendment in 1920 removed it from the supervision of this department by creating a Board of Pardons, which is composed of the Governor, the Secretary of State and the Attorney General.

(85)

Duties and Powers of the Board of Pardons

1. It may remit fines and forfeitures, and grant commutations, pardons and paroles after conviction and judgment under such conditions as may be prescribed by the laws for the offenses committed against the criminal laws of the state except treason and cases of impeachment.
2. It may receive and consider applications for pardons, paroles, reprieves, commutations of sentence, remission of fines and forfeitures.
3. It may hold public hearings on application for clemency, and must serve notice of such hearings upon certain officials and upon the public by publication.

(84) State Constitution, Art. IV. Sec. 13

(85) Compiled Statutes, 1929, 29-2612, p 753. 29-2622 to 29-2636, pp 754-56. 29-2604 to 29-2605, p 752

RECOMMENDATIONS

RECOMMENDATIONS

While the present Board of Control in Nebraska is to be commended for its handling of a portion of the welfare problems in Nebraska, a study of the Administrative set-ups of other states leads us to the belief that a more efficient and a more inclusive system of Public Welfare Administration could be made possible for Nebraska. Many states are now leading the way with systems of welfare administration which are highly commendable from the standpoint of efficiency, economy, thorough coverage of the field, divorcement of state institutions from the realm of competitive politics, inclusion of trained social workers for a social science job, elimination of cumbersome legislative investigations, proper allowance for the human element in child welfare work.

A change is necessary from our present system of administration for the reason that the various departments are not co-ordinated so as to form an efficient administrative body, and for the further reason that appointive officers are of course subject to political influence which may or may not be a hindrance to securing personnel, actually trained for social welfare work. There is further need for a change for the reason that trained workers are necessary, which are not provided

for under the present system, as has been shown in the body of this study. There is a need also to get the activities of the Board of Control under the supervision or leadership of professionally trained social workers. There should be a centralization of administrative facilities so that responsibility can be fixed definitely in cases of malfeasance or uneconomic practices.

What North Carolina Has Done

A study of the various systems of public welfare as used by the several states reveal many varieties of organization and a number of systems which are without question much better than the plan now used by Nebraska. Of all the superior systems of public welfare, the plan now used by North Carolina is considered the most efficient and all inclusive. For this reason we are presenting this North Carolina plan and are recommending that a system quite similiar to this plan be adopted by the state of Nebraska.

"The present system of public welfare in North Carolina has had a rather unusual development in that it did not evolve over a long period of time. It is true that provisions for the old system were of long standing, but the new system grew up rapidly in what was, as far as

(86)
public welfare was concerned, practically a sleeping state."

The whole idea of the North Carolina plan, which was instituted in 1917, is to make each county a responsible unit in the state's welfare program. In turn, every county is organized for public welfare work, so that complete and efficient coverage is realized. Each county has its County Board of Public Welfare, consisting of three persons. In counties of 32,000 population or over a superintendent of public welfare is required by state law. In all other counties, where a superintendent is not elected, the superintendent of schools is required to serve as ex-officio superintendent of public welfare. Thus, the entire program of public welfare work is carried on with this complete and inclusive machinery.

The Board of Charities and Public Welfare is composed of seven members, two of whose terms expire each two years and who serve without pay. The board members are appointed by the Governor and confirmed by the Legislature. This board appoints a Commissioner of Public Welfare who is the executive officer of the board.

The work of the board has been divided into five bureaus to carry out the duties and requirements of the law.

1. County Organization.

Cooperation with county boards of commissioners and education.

Promote appointment of efficient superintendents of public welfare.

Appointment of county boards of public welfare.

Standardize juvenile court and probation work.

Compulsory school attendance.

2. Institutional Supervision.

State and county penal institutions.

Outdoor poor relief.

County homes.

3. Child Welfare.

Administration of Mothers' Aid.

Inspect and license child-caring institutions, agencies and maternity homes.

Aid to children's institutions.

Supervision of institutions for children.

Aid in case work.

Child-placing services.

Other services.

4. Mental Health and Hygiene.

Services to juvenile courts.

Juvenile and other defectives and delinquents.

Adults with social deficiencies.

Exceptional children.

Inspection of state and private institutions for the mentally defective and the insane.

Special problems in psychopathology.

5. Promotion and Publicity.

Public welfare progress.

Special bulletins

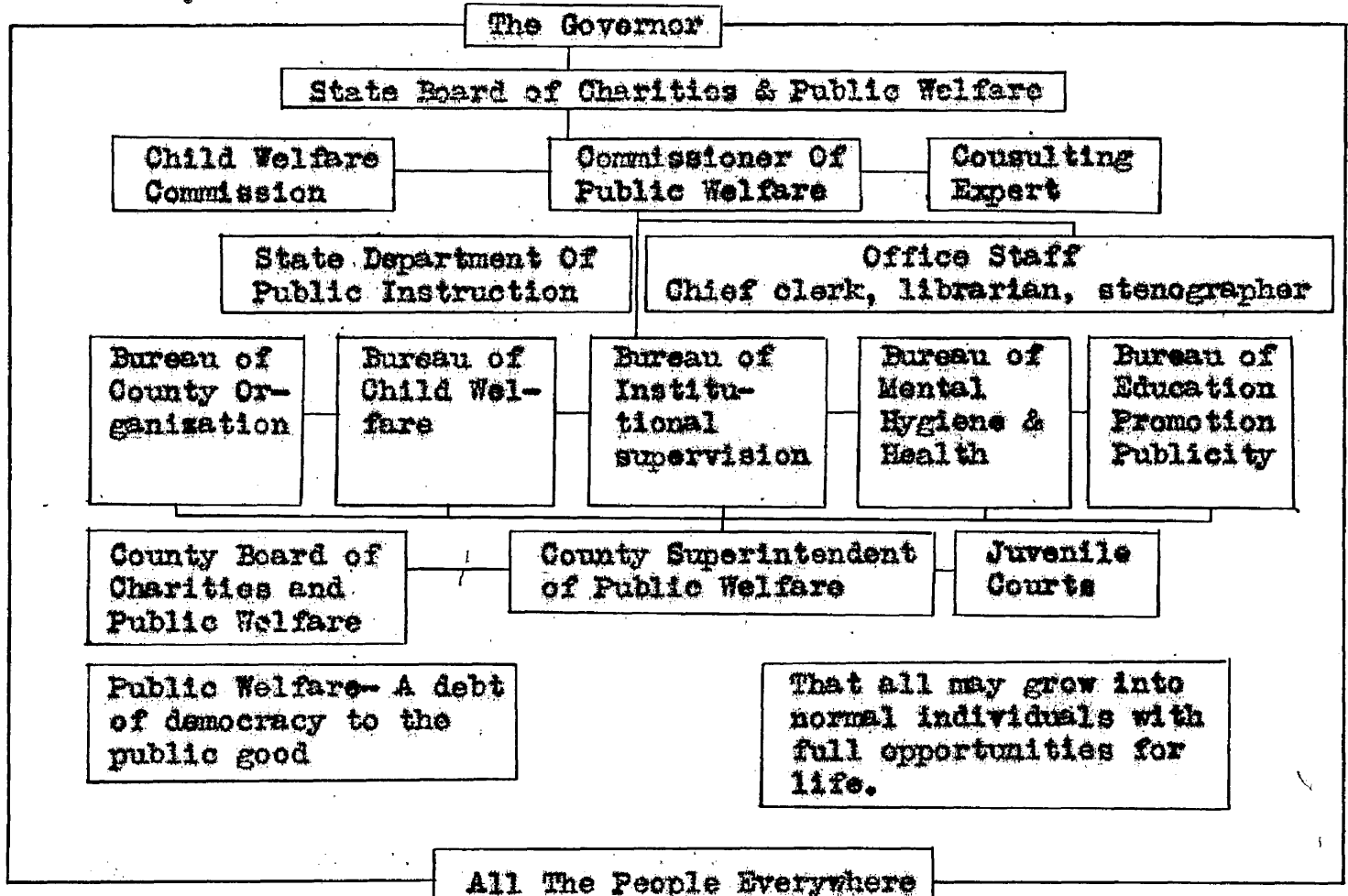
Programs for cooperating organizations.

Summer institutes of public welfare.

News and feature stories to newspapers.

(87)

The North Carolina Plan of Public Welfare is pre-
(88)
sented in chart form in the following diagram;

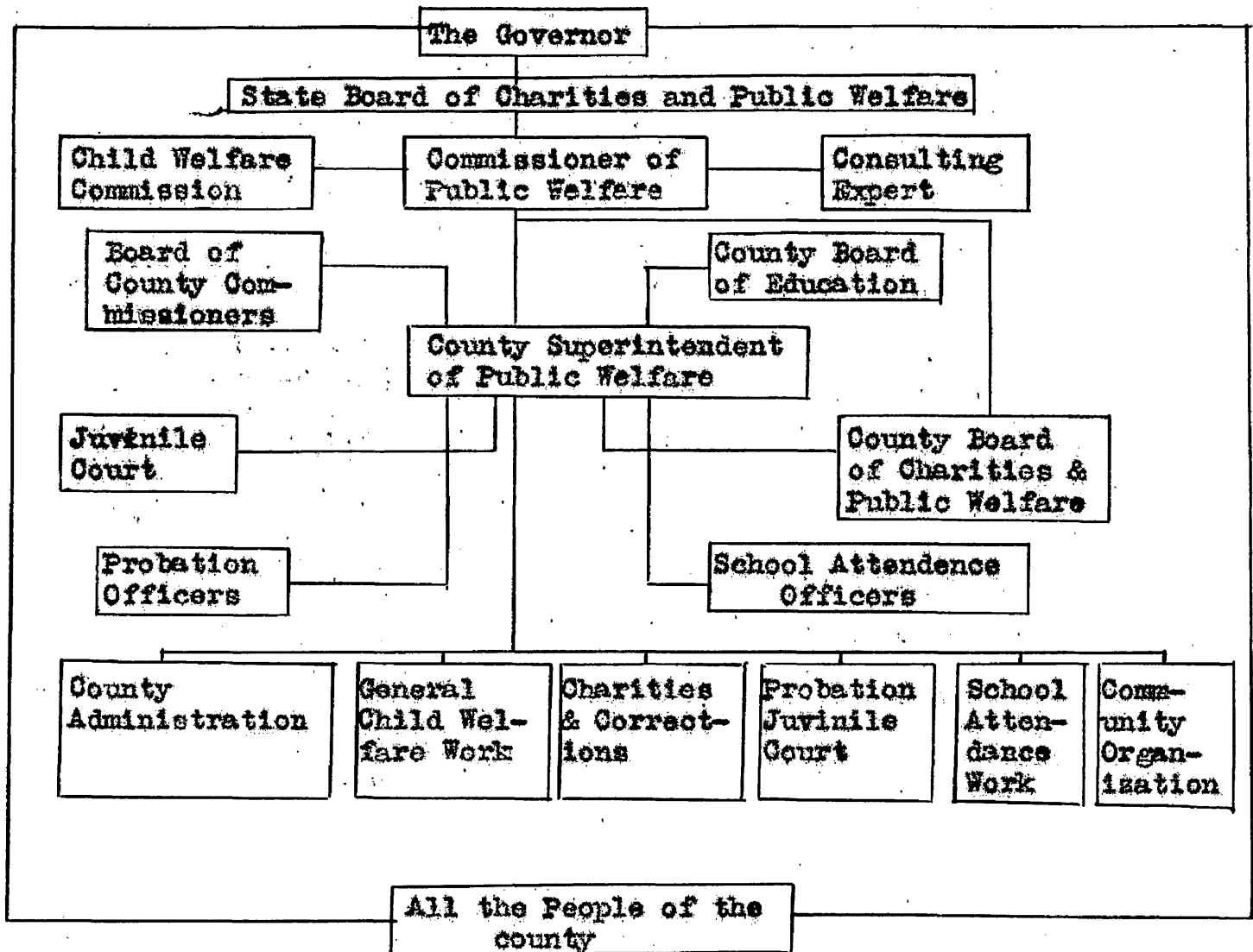


(89)

The following chart, shows the nature of the County
Administration program as conducted through the supervision
of the State Board of Charities and Public Welfare;

(88) Adam and Willard, "Systems of Public Welfare" p 174
(89) Ibid, p 176

THE NORTH CAROLINA COUNTY PLAN OF PUBLIC WELFARE



Of the fifty-five superintendents in the fifty-five counties in North Carolina, the great majority have attended the Institutes for Public Welfare Work at the University of North Carolina. The results of this type of organization in North Carolina have been very gratifying. State institutions have

steadily been improving. Inmates in county homes and county jails have been decreasing and the state prison and the prison problems are well in hand. This type of organization is proving especially effective in child welfare work, in all of its various aspects, as it gives ample opportunity for the human element to enter and for the problems to be solved by those actually trained in welfare work rather than by a judge or some well meaning person who may not approach such problems from a scientific standpoint.

It seems but fair to say that North Carolina has made good progress under this system of organization and that the system of administration as a whole has been quite successful.

Changes Necessary To Effect A Similiar Plan
In Nebraska

The only change that might involve any difficulty in Nebraska would be the ammendments to the state constitution which created the Board of Control and the Board of Pardons. These ammendments would have to be removed from the state constitution before a more efficient and effective Department of Public Welfare which would include the activities of these two Boards, could be created.

With the removal of the Board of Control and the Board of Pardons, the state Legislature would then be free to create

legislation which would bring about the organization of a Board of Public Welfare which would have charge of all activities as outlined in the North Carolina Plan.

Fortunately, as far as county organization is concerned legislation already exists, although it is not mandatory in nature, which would enable efficient county organization, together with the appointment of a county welfare worker to be appointed by the county commissioners.

In 1931 the Legislature authorized the various county boards to create a County Board of Public Welfare. The board acting jointly with the County Court shall appoint five persons at least two of whom shall be women. These shall constitute the County Board of Public Welfare. The County Board shall serve for three years without pay. It shall be the duty of the board to investigate all the facts and conditions relating to public welfare in the county and to take every reasonable action to promote, develop and secure for the county, adequate social service programs to include particularly measures for the prevention of dependency, delinquency and defectiveness and to assist other existing agencies interested in public welfare and the State Department of Public Welfare in this work in the county.

The County Board of Commissioners may, when deemed

necessary appoint an executive agent known as a County Social Worker who shall serve during the pleasure of the board. Such agent shall be qualified by training and experience to do the work assigned and his salary will be fixed by the board. Counties having less than 15,000 population may unite with another county and employ one social worker.

It shall be the duty of the social worker to cooperate with the State Department of Public Welfare, the County Board of Commissioners, the Juvenile Court and its officers and agents, the County Superintendent of Public Instruction and all existing public and private agencies engaged in activities relating to the social welfare of the county. He shall also act as a probation officer and supervisor of mother's pensions when requested to do so by the county board and make efforts to rehabilitate such poor families. He shall investigate for the court all cases of divorce and legal separation when the rights of children are involved when asked to do so by the court and to act as an attendance officer when so requested
(90)
by the Superintendent of Schools.

(90) Compiled Statutes Nebraska, 1931. Chapt. 121, Sec. 1, 2, 3, 4, 5, 6.

Thus it may be seen that with the exception of the constitutional changes which would be necessitated and with the creation of a State Board of Public Welfare, we already have the machinery existing in Nebraska to effect the county plan of welfare administration.

To eliminate the exposure to politics, the State Board of Public Welfare should be appointed as is now done in the North Carolina System. They would serve without pay and would be responsible for the appointment of a Commissioner of Public Welfare.

The adoption of such a plan in Nebraska should practically eliminate duplication of effort, promote efficient handling of state institutions, provide full coverage for welfare work in every corner of the state, allow for the consideration of the human element in Child Welfare work and properly coordinate the activities of the various departments.

The work now done by the Board of Pardons will be much more effectively done through the trained workers made available by the Board of Public Welfare. The Commissioner of Public Welfare should be made definitely responsible for this work although the detail work will be assigned by him to the county social worker.

The proposed plan for Public Welfare Administration in the state of Nebraska is very similar to the North Carolina Plan and is given in detailed form in the following outline:

The Governor

State Board of Public Welfare

Child Welfare Commission
State superintendent of
Public Instruction
State Health Officer
Commissioner of Public
Welfare

State Department of
Public Instruction

Commissioner of Public Welfare

Office Staff
Chief clerk, librarian, Stamp-
grapher

Bureau of County
Organization

Cooperation with
 county board of
 commissioners &
 education.
 Promote appoint-
 ment of efficient
 superintendents of
 public welfare.
 Appointments of co-
 unty boards of pub-
 lic welfare.
 Standardize county
 welfare work.
 Standardize juvenile
 Court & Probation
 work.
 Other Services

Bureau of Child
Welfare

Inspect and lic-
 ense child caring
 institutions ag-
 encies & insti-
 tutional homes.
 Aid to childrens
 institutions.
 Compulsory school
 attendance.
 Child placing
 service.
 Other services.

Bureau of
Institutional
Supervision

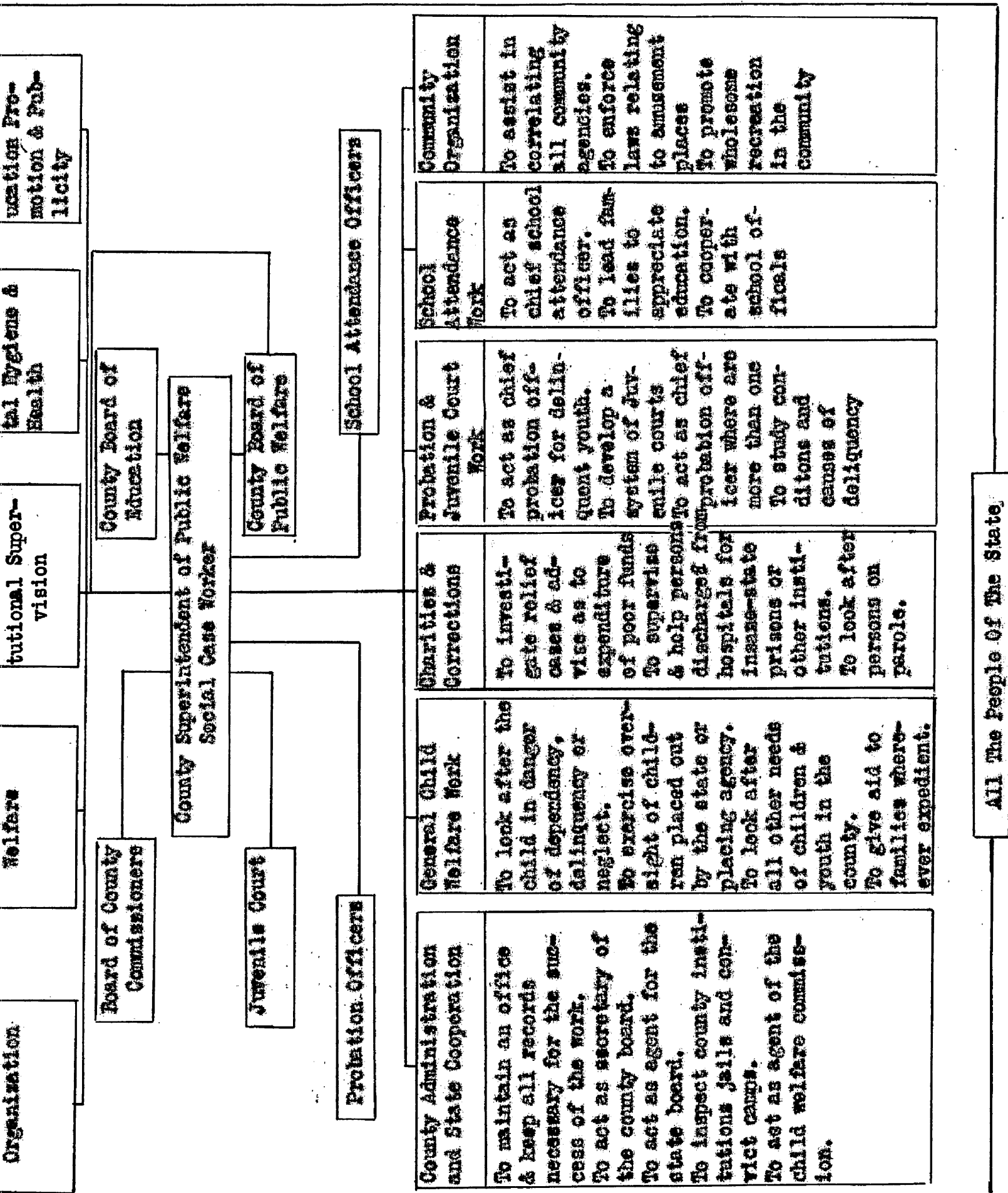
State & County
 penal institut-
 ions.
 Institutions for
 delinquent youth.
 Institutions for
 defective adults.
 County houses.
 Other services.

**Bureau of Men-
 tal Hygiene &
 Health**

Service to Ju-
 venile courts.
 Juvenile & other
 delinquents.
 Adults with soc-
 ial deficiencies.
 Exceptional child-
 ren.
 Special research
 special problems
 in Psychiatry
 Other Services

**Bureau of Né-
 vigation Pre-
 vention & Pub-
 licity.**

The quarterly
 bulletin.
 Public welfare
 progress.
 Special bulle-
 tins.
 Bladriet con-
 ferences.
 Summer institutes
 of public welfare
 Educational pre-
 grams.
 State wide pro-
 grams of publi-
 city.
 Research & Study
 Other Services



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