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ORGANIZATION AND ACTIVITIES  
STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE  
JULY 1, 1931, TO JANUARY 1, 1933  
AND  
UNEMPLOYMENT RELIEF ADMINISTRATION  
AUGUST 19, 1932, TO JANUARY 1, 1933  

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CALVERT L. ESTILL, DIRECTOR



ORGANIZATION AND ACTIVITIES  
OF THE  
STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE

July 1, 1931 to January 1, 1933

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AND OF THE  
STATE OF WEST VIRGINIA  
UNEMPLOYMENT RELIEF ADMINISTRATION

August 19, 1932 to January 1, 1933



By  
CALVERT L. ESTILL, *Director*  
Charleston, West Virginia  
January 1, 1933

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STATE OF WEST VIRGINIA  
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July 1, 1931 to January 1, 1933

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STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE

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# STATE OF WEST VIRGINIA DEPARTMENT OF PUBLIC WELFARE

Offices: Room 35-45 New Capitol  
CHARLESTON

## PERSONNEL

CALVERT L. ESTILL, *Director*  
URSULA C. MUDD, *Chief Clerk*

### DIVISION OF CRIPPLED CHILDREN

OFFICE: ROOM 43

JEAN T. DILLON, R.N., CHIEF

LOUISE HENNEMAN, STENOGRAPHER

### SCHOOLS FOR CRIPPLED CHILDREN

RUTH M. HOLT, TEACHER

PEGGY BARKER, TEACHER

### ORTHOPEDIC FIELD STAFF

HELENA T. MAHONY, R.N.

MAY M. MALONEY, R.N.

### ORTHOPEDIC STAFF AND HOSPITALS

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OHIO VALLEY GENERAL HOSPITAL

DR. E. B. HENSON, CHARLESTON

CHARLESTON GENERAL HOSPITAL

DR. A. S. JONES, HUNTINGTON

HUNTINGTON ORTHOPEDIC HOSPITAL

MORRIS MEMORIAL HOSPITAL, MILTON

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OHIO VALLEY GENERAL HOSPITAL

DR. COMPTON RIELY, BALTIMORE

KING'S DAUGHTERS HOSPITAL,

MARTINSBURG

DR. JACOB SCHWINN, WHEELING

OHIO VALLEY GENERAL HOSPITAL

DR. FRANCIS A. SCOTT, HUNTINGTON

HUNTINGTON MEMORIAL HOSPITAL

### DIVISION OF DEPENDENT CHILDREN

OFFICE: ROOM 41

MARGARET E. MCKINNEY, CHIEF

MARY F. HARDWAY, STENOGRAPHER

JEAN WINTERS, FIELD AGENT

EDNA DODSON, FIELD AGENT

CAMILLE HARPER, FIELD AGENT

STELLA PARKER, FIELD AGENT

LENA B. SMITH, FIELD AGENT

MARY KAY BABB, FIELD AGENT

NANNIE C. HUSKINS, FIELD AGENT

### DIVISION OF VETERANS' AFFAIRS

OFFICE: ROOM 39

EDWARD MCGRAIL, CHIEF

FRANCIS W. TURNER, ASSISTANT

SOPHIE SCHWENDEMAN, STENOGRAPHER

### UNEMPLOYMENT RELIEF ADMINISTRATION

OFFICE: ROOM 45

CHARLES K. PAYNE, CHAIRMAN

REV JOHN GASS

A. W. LAING

JOHN B. EASTON

CALVERT L. ESTILL, DIRECTOR

ELIZABETH SMITH, FIELD DIRECTOR

GLADYS FRASER, FIELD DIRECTOR

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MARGARET RYND, COMPTOMETER OPERA-

MARY FRANK JACKSON, FIELD REPRESENTATIVE

TOR





# THE ORGANIZATION AND ACTIVITIES OF THE WEST VIRGINIA DEPARTMENT OF PUBLIC WELFARE

by

CALVERT L. ESTILL, *Director*

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In the enactment of humanitarian and public welfare legislation, West Virginia has been in the front rank of the most progressive states of the Union. This was one of the first states to put into operation a workman's compensation plan, to provide hospitals for those injured in industry, to make what was at the time adequate provision for its mentally afflicted, to adopt a modern and an improved attitude toward its criminal classes, and to provide adequate eleemosynary, charitable and hospital facilities for its Negro citizens.

**First Step in Coordination** IN keeping with this record of progressive-ness, West Virginia, at the 1931 session of the Legislature, enacted a law creating the West Virginia Department of Public Welfare by coordinating and consolidating the personnel, resources and activities of three bureaus which had theretofore functioned independently.

That the bill creating the Department was meritorious is attested by the fact that it was approved by the Senate with only one dissenting vote, and by the House of Delegates unanimously, and this although the House was overwhelmingly Democratic while the Senate had a Republican majority. A further proof of the merit of the legislation is found in the fact that the bill was sponsored in the Senate by the Republican President thereof, and in the House of Delegates by the Democratic Speaker thereof.

This legislation, which is found in Chapter 2, of the Acts of the West Virginia Legislature of 1931, is the outgrowth of a study of conditions in the state made under Governor

William G. Conley, who recommended to the Legislature that a Department of Public Welfare be established to make more effective, and thereby more economical, the administration of state welfare funds.

Prior to the establishment of the Department, the duties which the State of West Virginia had assumed relative to dependent and neglected children were performed by the State Board of Children's Guardians, which was established in 1919, at which time it succeeded to the responsibilities, powers and duties of the West Virginia Humane Society, with respect to children; and in addition to these, was granted wider powers and given further duties.

**Volunteer Officials** THE State Board of Children's Guardians was composed of three citizens, one of whom was a woman, appointed by the Governor. This Board employed a full time staff and committed the administration of its affairs to a secretary. The staff consisted of district agents, placed in various points in the State, whose duties were to make necessary investigations prior to commitment of children to the State for dependency or neglect, to find foster homes for such children, and to supervise children in their foster homes. Naturally these agents found other duties and responsibilities which were collateral with those assigned to them by the law.

In 1925, the Legislature authorized the creation of the West Virginia Crippled Children's Council, consisting of seven members, three of whom were appointed by the Governor and four of whom were state officials, who were members ex-officio. This Council was required to find, treat, train and educate the physically handicapped children of the State. Although the Council was authorized to be established in 1925, no funds were made available for its work until the legislative session of 1929, at which time an annual appropriation of \$40,000 was provided.

This Council selected orthopedic surgeons to whom was entrusted the treatment of crippled children, and designated certain hospitals, of required standards, as the institutions in which such treatment should be given. By reason of the work carried on by this Council in 1929 and 1930, and more especially by reason of the activity of the West Virginia

Society for Crippled Children, the Legislature of 1931 was persuaded to appropriate \$85,000 a year for physically handicapped children.

**Care of Veterans** IN 1919, following the close of the World War, the Legislature of West Virginia appropriated \$50,000 annually for direct relief of indigent veterans. This fund was at first disbursed by a sub-committee of the State Board of Public Works; but in 1927, at the request of the American Legion, the post of Veterans' Service Officer was created by the Legislature, and this officer, under rules and regulations prescribed by the State Board of Public Works, was empowered to disburse relief funds. This appropriation was discontinued at the legislative session of 1931 and there is no provision today for financial aid by the state to any veteran.

Prior to the creation of the Department of Public Welfare, which officially came into being on June 8, 1931, each of the three bureaus just mentioned, the State Board of Children's Guardians, the Crippled Children's Council and the Veterans' Service Officer—was engaged in only one phase of public welfare work. With public welfare work as the common denominator, the three agencies were merged into one, with the chief administrative officer a Director, appointed, with the advice and consent of the Senate, by the Governor, and serving concurrently with him.

**Three Divisions** THE statute establishing the Department provides in a general way for the continuation of the work formerly done by three independent agencies, and consequently the Department of Public Welfare is made up of a Division of Crippled Children, a Division of Dependent Children and a Division of Veterans' Affairs, each under the direction of a chief and each coordinating its activities with those of the other two through the Director. The field staff, which was inherited from the State Board of Children's Guardians, is now responsible not only for children in cases of dependency or neglect, but also for activities connected with the State's work with crippled children and with veterans.

The Department of Public Welfare, by virtue of Chap-

ter 2, of the Acts of 1931, succeeds to all the rights, powers, privileges, duties and responsibilities previously vested in the State Board of Children's Guardians, the Crippled Children's Council and the Veterans' Service Officer. Whereas two of these agencies were under the jurisdiction of the State Board of Control, while the third was under the jurisdiction of the State Board of Public Works, the Department of Public Welfare today is directly under the Governor and responsible to him.

**Welfare Work Improved** THE welfare work of West Virginia has been raised from a bureau to a departmental status; and, by reason of this fact alone, the State is able to wield a more effective influence with welfare agencies and officials in other states,—an influence that has resulted in a greater economy in administration of the social laws.

The Department, from the day of its creation, has sought to establish a firm foundation on which to build by securing in usable form essential facts relating to dependency and neglect, to the care and treatment of crippled children and to the rendering of service to veterans of the Spanish-American and World Wars and their dependents.

**Crippled Children** WORK with crippled children of the State, by the State itself, is in its infancy. Owing to lack of records and experience in West Virginia, it has been necessary to adopt a rather flexible policy with regard to the hospitalization, treatment, and training of children who are accepted for rehabilitation on state funds.

In the beginning of the State's work in this field, only definitely orthopedic cases were accepted for treatment, and then only when the child was below the age of sixteen. The age limit has been raised to twenty-one years to harmonize with state statutes defining "a child", and at the same time the division of cases into "orthopedic" and "non-orthopedic" classes, with the exclusion from treatment on state funds of the latter class, has been abolished in view of the fact that the law definitely declares that any child with a physical handicap can be accepted by the Department for treatment.

**Preferential Classes** PREFERENTIAL classes for treatment on state funds are being established. It is the present policy of the Department to give preference to those classes of handicap which can be most quickly, completely and inexpensively rehabilitated and which are not hereditarily transmissible. The Department assumes the position that it is better to endeavor to rehabilitate completely ten children who are ten per cent handicapped than attempt to rehabilitate one child who is ninety per cent handicapped and whom the utmost in care and treatment would raise only to a twenty or thirty per cent level of physical ability. A careful effort is made to exclude from treatment on state funds children who are not mentally normal.

**Sterilization Law** IN 1929 the legislature enacted a law authorizing the sterilization of mental defectives, but confining the right to operate under the act to superintendents of the state hospitals for the insane, acting under the sanction of the Public Health Council. This law gives full protection to the rights of the individual, following, as it does, model statutes of other states the constitutionality of which has been tested in the courts. The law in this state is thought by many to be unworkable because of the lengthy legal and civil processes necessary before the superintendent of the state hospital can secure authority to operate.

It is the belief of the Department of Public Welfare that this law ought to be so amended as to make it practicable and workable, at the same time safeguarding all the rights of the individual. It should be so broadened as to include sterilization not only of mental defectives but of physical defectives as well, when they receive assistance from the State and when those physical defectives fall into a class that the preponderance of medical and scientific evidence shows beyond reasonable doubt to be of a kind transmissible by heredity. The Department likewise recommends and urges the enactment of a model marriage license law which would make compulsory the physical and mental examination of the contracting parties

and the production by each of them of a clean bill of mental and physical health before a license to marry could be issued.

**Better Records Secured** IN the field of dependency, the Department has been completing approved records for every child admitted to a county infirmary or to a private child-caring institution. These records are so prepared as to show, when the information is available, a fairly complete family history, social background, cause of dependency, and the physical, mental, social and educational status of the child to be committed and of his immediate family. The records are not elaborate because this work is just beginning in West Virginia, and it is impossible to secure more adequate data at the present time. The State, however, has today a greater knowledge and a more usable knowledge than ever before in matters pertaining to dependency.

The work of the Division of Dependent Children during the last eighteen months has been quadruple that of any similar period in the State's history. Because of economic conditions, hundreds of homes have disintegrated, leaving scores of children to be cared for either by the State or its political subdivisions. Because of these same economic conditions, it has not been possible for the Department of Public Welfare to find foster homes for all children committed to the State, though the field agents of the Department have worked ceaselessly to find good homes for these homeless children.

A survey to disclose the number of children in the poor farms of the counties of the State was started early in the year 1932 but had to be discontinued because the Department lacked finances for carrying it on. Records were obtained, however, from more than half of the counties and these records indicate that there are today more than four hundred normal children in infirmaries.

**State Should Care for Wards** FOR its own protection, the State should make provision for placing these normal children in normal homes. Unless it does so, the State may fully expect to pay the bill in the near future in the maintenance of its jails, prisons and hospitals.

It is a crime against civilization that future citizens of West Virginia should receive their early instruction in the obligations of citizenship in the poor farm.

**Oppose District Poor Farms** THE Department recommends that funds be made available so that normal dependent children may be placed in decent boarding homes where they would no longer be the objects of charity. The Department is immovably opposed to a proposition which has, from time to time, been advanced that county poor farms be eliminated and that senatorial or congressional district poor farms be substituted for them. The place for the child is in the home, not in a poor farm. It makes no difference whether that poor farm be maintained by the county, the district, or the State.

**A Splendid Institution** ONE of the outstanding institutions in the United States is the West Virginia Children's Home at Elkins. Under the efficient and sympathetic administration of Mrs. Jessica P. Lehman it has been a real home for children. The boys and girls who are sent to Elkins for training, pending the finding of foster homes for them, live in an environment that is as homelike as it is possible to maintain in an institution. The children at Elkins, unlike the children in many other institutions of the same kind, are happy, care-free and contented. They are not in any sense of the word "institutionalized".

It is an urgent necessity that additional quarters for dependent children be provided at Elkins. The home there has been carrying almost double the population load for which provision was made by the Legislature. A dormitory in which certain groups of children could be quartered would allow more thorough work to be done with each child and would eliminate many of the difficult problems of management which have harassed the present superintendent.

The Children's Home is really a training school in which a child receives instruction and training that will permit him to be placed in a good foster home and adjust himself quickly and satisfactorily to his surroundings. The furnishing of additional quarters at Elkins would not be an expensive matter, but even if it were, the expense would be off-

set by savings in future years which could be effected by securing good homes for children with the right sort of training,—homes in which, once placed, the child would stay.

**Care of Indigent Children** THE Legislature of 1931 appropriated, effective in April of that year, the sum of \$30,000.00 “to provide food, clothing and maintenance for indigent children”. Part of this sum was spent, or obligated to be spent, before the Department of Public Welfare began to function.

From July 1, 1931, to January 1, 1933, the Department disbursed \$25,401.71 in fifty-five counties, to 3,142 persons, making an average expenditure of \$8.08 per person. This total includes the expenditure of about two thousand dollars for a large supply of excellent clothing, bought at a remarkably low unit rate, with which the Department has been able to do more than ten thousand dollars worth of good.

Hundreds of children have had warm, comfortable, suitable clothing, some of them for the first time in their lives; hundreds have been supplied with school books; scores have received medical and dental treatment; and thousands have been given their daily bread from this fund.

**Revisions of Law Needed** BEFORE a general welfare program can be effectively carried out in West Virginia on the scale that is needed, there should be certain revisions of the social laws. Among other things, it is recommended that the statutes be amended to give the Department of Public Welfare control over children placed temporarily in the children’s homes maintained by the State; and that the Department after proper showing in the juvenile court of Kanawha county and an order of the judge of that court be empowered to commit direct to the institutions for the mentally incapacitated and the correctional institutions children who, after commitment to the State, are found to be mentally defective or who become delinquent. Such power should be vested in the Department in order to eliminate the necessity, under the present law, of



sending such children back to the county of commitment for action upon their cases by the courts.

The Director of the Department and the Chief of the Division of Dependent Children should be given legal authority to appear in court to be heard in all cases pertaining to the commitment of children, or to cases involving those children after they have been committed and are wards of the State. The procedure with reference to adoption of children should be simplified and so revised as to allow either an agent of the Department of Public Welfare or the adoptive parents of the child to present to the court, or to the judge thereof in vacation, the necessary papers and petitions for adoption instead of requiring those papers and petitions to be prepared and presented by attorneys, with the consequent costs imposing an additional burden upon persons who wish to relieve the State of part of its burden.

**Right to Dis-charge Wards**      AUTHORITY should be given the Department of Public Welfare to discharge female wards who have been well and happily married; and to discharge a male ward when he has proved conclusively that he is capable of taking care of himself or has, to all practical intents and purposes, become a member of a foster family, though not an adopted child thereof.

The Department should be empowered to compel the production of social welfare statistics from all child-caring institutions in the State and from all public and private agencies doing public welfare work. There should be a strengthening of the law which prohibits the placement in a home in this State of any dependent child of another state by any agency whatever, without the knowledge and sanction of the State Department of Public Welfare.

**County Welfare Boards**      THE act providing for the creation of county welfare boards should be so amended as to insure that these boards will be bi-partisan in personnel and non-partisan in operation; to provide that county welfare secretaries should be appointed only for a term of one year, the appointment

and re-appointment to be subject to the approval of the Department of Public Welfare; to empower county welfare boards specifically to employ the clerical and other assistance needed and to incur such expenses as are necessary in the conduct of the board's business; and to give to the county welfare boards and the secretaries thereof a comprehensive and positive control over county funds for poor relief.

**Advisory Council** CHAPTER 2 of the Acts of the Legislature of 1931, creating the Department of Public Welfare, provides, in Section 3, that:

“For the purpose of keeping public interest in the various phases of welfare work sustained, the director shall maintain close contact with an advisory council, with which he shall confer on matters of major policy, composed of the president and three vice presidents of the West Virginia crippled children's society, the head of each veterans' organization in the state, and the president and vice-president of the state organization of county welfare boards, and the president and two vice-presidents of the West Virginia federation of woman's clubs, which council shall serve without pay.”

In accordance with this mandate of the Legislature, the Department endeavored several times to call together those composing the advisory council, each time without success because travel expenses for the members were not authorized and some members declined to come to Charleston at their own expense. One meeting was held in the fall of 1931, which, in spite of the fact that a quorum was not present, discussed many matters of major policy and made recommendations thereupon, which the Department followed.

**State Federation Assists** THE Department of Public Welfare has worked closely with the State Federation of Women's Clubs and has had the unqualified support of the organization in time of crisis. Acknowledgment is made of the debt the Department owes to

the President of the Federation, Mrs. John S. Harvey, and to her able associates, who have done much to advance the welfare program in West Virginia.

**State Conference** THE State Conference of Social Work  
**Helpful** has been of great assistance to the Department in its labors. The Conference meeting in Parkersburg in the spring of 1931 provided that the director of the Department of Public Welfare should be ex-officio secretary of the State Conference of Social Work. The plan has been fairly effective and would have been more so had it not been for the fact that the emergency due to economic conditions necessarily had to have precedence as a major phase of the Department's program.

Under the leadership of Rev. Leslie T. Downey, President, the State Conference has organized regional conferences, two of which have already been held, each being a well-attended and enthusiastic meeting, at which professional and lay social workers, ministers, school teachers, county agents, judges, local officials and members of the Legislature were present and took an active part in the discussion of welfare questions.

The State Conference and the Department of Public Welfare should continue their close connection, the Department continuing to seek the advice of the Conference and the Conference continuing to seek the support of the Department. The Conference should, if possible, be made a more closely knit, coherent, mobile organization, whose force could be directed at all times along the path leading to the goal of better social conditions generally in the State.

**Service to** PRIOR to 1927 little, if any, general effort was  
**Veterans** made to secure contact with veterans of the Spanish-American and World Wars, to see what their economic and physical condition was and secure for them such available assistance as might be needed. Following the creation of the post of Veterans' Service Officer in 1927, however, the service to the veterans was somewhat expanded and upon the establishment of the Department of Public Welfare in 1931, a broad program was formulated and effectuated which has for its major purpose the render-

ing of the greatest possible service by the State to the veteran and his dependents.

The Division of Veterans' Affairs does not wait for a veteran in need of assistance to come to Department headquarters in Charleston. The Division is going into every section of West Virginia and contacting former soldiers, apprising them of their rights under state and federal legislation, and endeavoring to confirm them in those rights.

Through the cooperation of the State Compensation Commission, every veteran injured in industry is reported to the Department of Public Welfare so that his claim may be presented for certain benefits which the federal government allows him. Through the several posts of the American Legion and other veterans' organizations, the Department maintains close contact with the veterans and is prompt to act upon and assist in the presentation of every legitimate claim made by them.

**Cooperation of Organizations** THROUGH the cooperation of the American Legion of West Virginia and the American Legion Auxiliary, with funds provided by those two organizations, by National Headquarters of the American Legion and by the Department of Public Welfare, an assistant has been secured for the Division of Veterans' Affairs whose primary duty is the furtherance of the welfare of the children and dependents of veterans. The work that this Division is doing is of inestimable value, financially and socially, to the State of West Virginia and its people.

**A Forward Step** WHILE the Department has advocated progressive measures in public welfare, it has at all times endeavored to make its recommendations practical and has borne in mind the fact that the tax payers of the State are entitled not only to service but to economical service. In line with this policy, the Director in addressing the Public Health Association of West Virginia at Morgantown on November 21, 1931, stated:

“I have in mind one plan which, if adopted by

the proper authorities, would help take a good deal of the load off the shoulders of the taxpayers and at the same time would be a long step forward in the line of humanitarian endeavor.

“We have in West Virginia three hospitals for the white insane, located in rather widely separated sections of the state. At the present time, mental hygiene commissions of the several counties commit direct to any one of these three institutions persons adjudged by them to be insane. Little, if any, effort has been made to take under observation such committed persons to determine whether or not their mentality has been impaired by a physical cause and, where possible, to remove that cause.

### A DIAGNOSTIC CENTER

“If the rules and regulations governing admissions to state hospitals for the insane were so framed as to provide for all commitments to be made initially to one certain hospital where a clinic could be held and where such care and treatment as was indicated could be given, we would save, as the years go by, an immense sum of money; and we would be reasonably sure that the inmates of our institutions for the mentally sick really belonged there.

“We know that decayed teeth, diseased tonsils, malnutrition, autointoxication and a lot of other similar things can disturb the mental balance. If a person is adjudged insane whose condition is caused by autointoxication, and he is sent to one certain hospital designated as a receiving and diagnostic center where he is treated and his body is built up again against the poisons that have sapped its strength, and with mind clear, he is returned to productive society, both society and the individual are infinitely better off. Committed persons whose mental affliction was found to be incurable could be transferred to one of the other two hospitals for simple custodial care.

## BENEFITS OF SUCH A CENTER

“Wouldn't the establishment of such a receiving and diagnostic center be a real constructive step, viewed from the angle of both economy and humanitarianism? Take, for instance, a boy ten years of age, certified as mentally defective by a mental hygiene commission and committed to one of our state hospitals under present conditions. Let us suppose that boy lives to be sixty. He will receive custodial care for fifty years at a cost of certainly not less than fifty cents a day. The care of this one case would cost the taxpayers \$9,375.00.

“Let us suppose, on the other hand, that this child's condition was caused by diseased tonsils or other physical defect and that correct diagnosis of his trouble and proper treatment would, in a year's time, have restored him to good physical and mental health. If that treatment cost \$200.00, or \$500.00 or even \$1,000.00, wouldn't it be the part of wisdom and economy to insure that he received it? I realize that the cause I have cited—diseased tonsils—may be a rare one, but I used the example for its simplicity. The point I want to drive home is that mental sickness is often caused by physical disease, and in mental cases we should seek to discover if they are due to curable physical trouble. I am making my argument on the grounds of economy, for I know that you are too conscious of the humanitarian appeal to need attention directed to it.

## LEADERS ENDORSE PLAN

“Some of the leading physicians of this state, familiar with the present situation, estimate that from ten to thirty per cent of the inmates of our institutions for the insane could be materially improved or completely cured by proper treatment. Undoubtedly, many of the cases of insanity for which the people are paying today are due to trau-

matic conditions or caused by autointoxication. Not long ago a woman was committed from one county as insane who as a matter of fact had typhoid fever with a meningitis complication. She died; but suppose she had recovered from her malady and found herself in an institution for the insane with the expectation of spending the rest of her days there? I leave the answer to your imagination. Who knows how many similar cases could be cited?

“For several years, I have been talking with leaders of West Virginia, professionals and laymen, about such a hospital system and in every single instance the plan I have outlined has been heartily approved. No one can challenge the statement that the system will save the taxpayers money. The only additional cost would be in slightly increased transportation expense from a few counties and perhaps in a strengthening of the staff at one institution; but the saving in one case such as that of the boy I mentioned would offset this cost probably several times over.

#### NO LEGISLATION IS NEEDED

“No legislation is needed to make this plan effective. The Board of Control, with authority to formulate rules and regulations governing admissions to state hospitals, can establish a receiving and diagnostic center at one of our three institutions. Which hospital they might select would be a matter for their judgment, though it should be one at which the present plant and equipment are adequate, or can be most quickly and inexpensively made so; one which is easily accessible by rail and highway; and one where there is the greatest wealth of outside expert and professional service and laboratory facilities, which would be available to the clinic.”

**Health Association Approves Plan** THIS plan was discussed with Governor Wm. G. Conley before it was publicly announced and was approved by him. That it is worthy of consideration is evidenced by the fact that the Public Health Association adopted, November 22, 1931, among other resolutions, one declaring:

“That this Association heartily endorses and approves the efforts being made by the State Welfare Department through its Director, Captain Calvert Estill, and the plans which he has proposed for a more systematic and constructive method for the disposition and treatment of persons committed to the various state institutions for the care of the insane and mentally incompetent.”

Such a center, with the sanction and cooperation of the Governor, has been established at the Huntington State Hospital and is now in operation, although all original commitments are not yet being sent there because of insufficient quarters. It might be added that, judging from recent newspaper reports, the proposal made more than a year ago by the Director of the Department of Public Welfare has now been fully endorsed by no less an authority than the immediate past president of the State Medical Association.

**Reports of The Division** THERE follow reports made by the Chiefs of the three Divisions constituting the Department, as well as a report of the work of the Unemployment Relief Administration which has been inextricably interwoven with the regular departmental activities. Statistical tables have been kept to a minimum number, but the few tables which are given are of definite value and interest.

The obligation of the Department to other Departments of the State, to officials of boards, agencies and commissions, and to institution staffs, for their cooperation, is gratefully acknowledged.



# WEST VIRGINIA DEPARTMENT OF PUBLIC WELFARE

Appropriations and Expenditures  
July 1, 1931 to July 1, 1932.

## SALARY OF DIRECTOR

<i>Appropriated</i>	<i>Expended</i>
\$4,800.00	\$4,800.00

## DIVISION OF VETERANS' AFFAIRS

### Salary of Chief

<i>Appropriated</i>	<i>Expended</i>
\$3,000.00	\$3,000.00

### Current General Expense

<i>Appropriated</i>	<i>Expended</i>	<i>Balance</i>
\$6,000.00	*\$6,410.20	\$1.15
411.35 (refunds)		

\*For postage, equipment, telephone, telegraph, medical examinations, etc..... \$1,641.97  
 For traveling expenses..... 2,003.23  
 For salaries of stenographers, etc..... 2,765.00

## DIVISION OF DEPENDENT CHILDREN

<i>Appropriated</i>	<i>Expended</i>	<i>Balance</i>
\$35,000.00	*\$35,157.74	\$77.20
234.94 (refunds)		

\*Salaries .....\$23,469.42  
 Traveling expense of field workers..... 8,819.97  
 Current expense, including telephone, telegraph, office equipment, etc..... 2,868.35

### For Indigent Children

<i>Appropriated</i>	<i>Expended</i>	<i>Balance</i>
\$27,478.69	\$17,478.69	\$10,000.00

## DIVISION OF CRIPPLED CHILDREN

<i>Appropriated</i>	<i>Expended</i>	<i>Balance</i>
\$85,000.00	*\$85,019.35	\$ .85
20.20 (refunds)		

\*Salaries for Administration.....\$ 5,172.00  
 Current expense and traveling..... 2,205.26  
 Treatment and care, including expense and salaries of field nurses..... 75,126.40  
 Salaries of teachers and school supplies.... 2,515.69

## DEPARTMENT OF PUBLIC WELFARE

### Proposed Budget, 1934-1935

	Appropriation 1932-1933	Appropriation for 1934-35 under HB 86 and SB 47, Acts of the Legislature Ex. Session 1932		
	1932	1933	1934	1935
<i>General Administration</i>				
1. Salary of Director.....		\$ 4,800.00	\$ 3,840.00	\$ 3,840.00
2. Salaries of chief clerk, clerical force, traveling and current general expenses.....			\$ 3,840.00	\$ 3,840.00
			\$ 6,000.00	\$ 6,000.00

#### *Division of Crippled Children*

Hospitalization, care, treatment, and transportation of physically handicapped children, including traveling expenses, cost of administration, casts, braces, shoes, physiotherapy, field nursing service, diagnostic clinics, specialists' services

and similar items..... \$ 85,000.00 \$ 72,250.00 \$ 93,900.00 \$ 93,900.00

(Not more than 15% of the above total shall be used for administration expenses; and not more than \$5,000.00 shall be used for physiotherapy.)

(This amount is estimated on the cost of continuing treatment for 689 children now under treatment, at an average cost of \$100.00 per case, totaling \$68,900.00; and the hospitalization of 100 new cases at an average cost of \$250.00 per case, totaling \$25,000.00.)

*Division of Dependent Children*

Salaries of chief of division, field agents and clerical force; traveling and current general expenses ..... \$ 35,000.00 \$ 29,750.00 \$ 38,000.00 \$ 38,000.00

(Includes salary of chief of division, \$3,000.00; salaries of ten field agents, \$1,800.00 each, \$18,000.00; travel expenses for field agents, \$100.00 per month each, \$12,000.00; clerical force, \$1,800.00; travel expenses for chief of division; office supplies and equipment; printing, telephone and telegraph and postage; burial expenses; hospital expenses; medical and dental care; clothing, school books, glasses; rent of district offices, and insurance, \$5,000.00.)

## DEPARTMENT OF PUBLIC WELFARE—Continued

	1932	1933	1934	1935	Appropriation Needed
	Appropriation 1932-1933	Appropriation for 1934-35 under HB 86 and SB 47, Acts of the Legislature Ex. Session 1932			
<i>Division of Veterans' Affairs</i>					
Salaries, assistant, clerical force; and current gen- eral and traveling expenses.....	\$ 6,000.00	\$ 5,000.00	\$ 5,100.00	\$ 4,250.00	\$ 8,800.00
Salary of chief of division.....	\$ 3,000.00	\$ 3,000.00	\$ 2,550.00	\$ 2,550.00	\$ 3,000.00
<p>(Includes salary of chief of division, \$3,000.00; salary of assistant, \$2,000.00; salary of steno- grapher, \$1,800.00; travel expenses for chief and assistant, \$2,000.00; telephone and telegraph, post- age, supplies, medical and mental examinations of veterans, \$3,000.00.)</p>					
<p>(Explanations in this column apply only to figures given in the last column, "Appropriation Needed".)</p>					
<b>TOTALS.....</b>	<b>\$129,000.00</b>	<b>\$132,800.00</b>	<b>\$113,490.00</b>	<b>\$112,640.00</b>	<b>\$153,540.00</b>

STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE  
DIVISION OF CRIPPLED CHILDREN

---

JEAN T. DILLON, *Chief*



## DIVISION OF CRIPPLED CHILDREN

by

JEAN T. DILLON, *Chief*

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**History of Development** PRIOR to 1929, work in behalf of crippled children was carried on in various sections of the state by Shriners, Rotarians and other interested organizations and individuals, but no concerted effort is on record until in 1923, when a few chosen representatives of those groups met and organized the West Virginia Society for Crippled Children.

The Society had for its immediate objectives the "stimulation of an intelligent, state-wide public opinion in behalf of crippled children" and the "creation of an official agency charged with responsibility for their care and treatment." The efforts of the Society resulted in the creation of the West Virginia Crippled Children's Council by the Legislature of 1925, but because no appropriation was made, the Council did not begin to function actively until July of 1929 when an appropriation of \$80,000, made by the Legislature of 1929, became available.

**Crippled Children's Council** THE Crippled Children's Council employed an Executive Secretary as its administrative officer and appointed, with the cooperation of the State Medical Society and the State Public Health Council, an Orthopedic Staff. Hospitals for the care and treatment of indigent crippled children were selected upon recommendation of the members of the Orthopedic Staff.

The state program for the care and treatment of crippled children was carried on under the Council until July of 1931, when the work was taken over under a Division of Crippled Children of the State Department of Public Welfare, created by the Legislature of 1931 to coordinate and correlate the welfare work of the state.

This coordination, making the Field Staff of the Division of Dependent Children available to the Division of Crippled Children for follow-up work with crippled children has helped to maintain a much closer relationship and better understanding between the Department and the homes of the children; has kept the Department better informed concerning the home conditions of its children and has helped to solve some of the transportation problems in getting the crippled children in and out of the hospitals and to and from the clinics.

The age limit for physically handicapped children, eligible for care and treatment at the expense of the official agency of the state, has been raised from 16 to 21 years of age; record cards have been revised to include the application for care, examination findings and record, social history and parents' consent, all on one sheet; with space left for the hospital record, follow-up care report and the cost record, at the close of the case. Forms have been prepared for the regulation and control of re-admissions and a general policy of giving preference to those cases which could be most quickly, completely and inexpensively rehabilitated, has been followed.

**Hospitalization and Treatment** DURING the period from July 1, 1931 to October 31, 1932, there were 364 physically handicapped children authorized for treatment on state funds. The majority of these children were hospitalized for periods varying from a few days to several months, while a few of them have been in the hospital during the entire period. Some of the number needed orthopedic appliances only, which were furnished them by the orthopedist at state expense, and necessary instruction was given to the parent, or guardian, in the home by an orthopedic field nurse. Others needed only corrective exercises and building up, to overcome beginning deformity and give a strong muscular frame. Instruction to meet this need was given by orthopedic field nurses through home visits. Where necessary, cod liver oil was furnished for such children.

Eight hundred and six physically handicapped children



have been placed under care at state expense since July 1, 1929, through the creation of an official agency, equipped with a budget to carry on its work. This includes the number financed partly, or entirely, by a fund of \$12,000 contributed by the State Society for Crippled Children in 1930. Seventy-five of the eight hundred and six children have been permanently discharged from care and there are six hundred and eighty-nine still under treatment. Twenty-one of this number, afflicted with tuberculosis of bone, have been cared for at Conley Hospital, Hopemont, since October, 1931. This step was taken only after consultation with the orthopedic staff and upon its recommendation.

Conley Hospital, established primarily as a preventorium, is delightfully situated and is fully equipped with the latest and best appliances to carry on the treatment of children afflicted with bone tuberculosis, according to established scientific methods. Such cases are necessarily of long duration and since Hopemont is maintained largely by the State, these children can be cared for at Conley Hospital for less than half the cost to the Department of the same care elsewhere.

Applications of eighty-one additional children who have been examined, and for whom treatment has been prescribed, have been placed in the "pending file" to be taken on for treatment as soon as possible. Applications of one hundred and fifty-eight more are being held over for consideration, should funds be forthcoming from any source to provide treatment for them.

**Diagnostic Clinics** DIAGNOSTIC clinics were held in Fairmont, Lewisburg, Williamson, Madison, Beckley, Welch and Hamlin for physically handicapped children of Marion, Greenbrier, Pocahontas, Monroe, Mingo, Boone, Logan, Raleigh, Fayette, McDowell and Lincoln counties. Five hundred and seventy-eight children were examined in these clinics by orthopedic specialists, and their parents, or guardians, were advised concerning necessary treatment and care. In most instances immediate follow-up work was done by the orthopedic field nurses to instruct the mothers in physiotherapy and care of plaster

casts and braces; to organize and utilize available local resources for transportation and after care and to gather information necessary in deciding which cases were most urgent from the standpoint of the child's physical disability and his home conditions.

The above number, added to the eleven hundred and sixty-three physically handicapped children previously examined in diagnostic clinics, gives a total of seventeen hundred and forty-one crippled children from fifty of the fifty-five counties who have had the advantage of a physical examination by an orthopedic specialist and advice to their parents, or guardians, concerning treatment and care. In addition to these, several hundred more have been examined in the orthopedic clinic held once each month, since December, 1929, in the King's Daughters Hospital at Martinsburg, and in the Junior League clinic held once each week at McMillan Hospital and at St. Francis Hospital, in Charleston, the courtesy of which has been extended to the State Department of Public Welfare.

**Classification According to Diagnosis** THE outstanding cause of handicap in those children referred to the Department has been poliomyelitis which was responsible for 28% of the cases. Talipes ranked next with 13%; tuberculosis of bone and spastic paralysis each caused 7%; harelip and cleft palate, and osteomyelitis, each 6%; dislocation of hip 4% spinal curvature and burn contractures, each 3%; injury and arthritis, each 2%; all others, 1%, or less.

**Orthopedic Field Service and Follow-up Care** AS follow-up care in the homes of children having orthopedic defects is indispensable in securing maximum and permanent results, an orthopedic field nurse was added to the Staff in July, 1931, and another in July, 1932.

Eight hundred and twenty-one visits have been made by these nurses in thirty-one counties to teach mothers, or those in charge of such children, how to carry out the orthopedists' instructions for physiotherapeutic treatment; how to care for plaster casts and braces; how to know when

children need to be returned for readjustment of appliances because of growth; to ascertain whether home conditions are such that the child can hold the improvement secured for him and continue to make progress; to encourage mothers to keep on with exercises and massage in the face of seeming infinitesimal results and in many other ways to assist the orthopedist in maintaining and establishing the correction of deformities secured through the use of surgery, plaster and appliances. Without such follow-up service, many of the children would revert to their former, or worse, conditions.

The Field Agents of the Department have been invaluable as visitors to the homes of the children and in giving reports of progress, or problems, to the Department, as well as in helping to solve the transportation problem by bringing many of the crippled children to the hospital, and from the hospital to their homes, when parents were financially unable to arrange for transportation. This friendly contact made by representatives of the Department in the homes of the children has been most helpful.

**Records** RECORD forms, and other file material, have been revised and improved to keep pace with the growing demands of the work and at the same time to lighten the load of clerical work as far as possible, compatible with securing a complete report on each child's case.

**Education and Occupational—Therapy** TWO teachers were employed during the school years 1931-32 and 1932-33 to carry on educational work with those children who were hospitalized for periods longer than a few days. In this way many children were enabled to keep pace with their classmates and make their grade promotions at the close of the year. The greatest advantage, however, was gained through interesting occupation for the children and their consequent happiness, contentment and resulting progress toward recovery. Teaching of handcraft work not only has given fascinating occupation to shorten and gladden otherwise lonely, idle hours, but has helped to train and strengthen muscles lacking in coordination and control.

**Cooperation** IN addition to the splendid cooperation given to the Division of Crippled Children by the Staff of the Department, there has been a fine type of cooperation and support from outside agencies, organizations and individuals. This has been particularly true of doctors and hospitals generally and of specialists in other branches of the medical profession, who have cooperated generously with members of the Orthopedic Staff.

Fraternal, civic, service and similar organizations continue to finance a considerable number of indigent crippled children and to cooperate in assisting the Department with the solution of local problems of transportation and other matters.

Public Health Officers and Nurses in cities and counties have been most interested and helpful in supervising home care of crippled children under treatment, in making visits for investigation and report, and in many instances providing for necessary transportation to and from hospitals and clinics.

County and city superintendents of schools, and local teachers, have rendered valuable assistance through surveys made to locate crippled children, and in preparing application papers for such children in need of care.

County Welfare Secretaries have been of very real assistance in several counties in bringing crippled children to the attention of the Department, bringing them to and from the hospitals and clinics, and in making home visits to report on the condition and progress of the children.

The Orthopedic Staff has treated over eight hundred children during this period, entirely free of charge. The hospitals have granted reduced rates in order to help conserve the funds appropriated and thus help to make treatment available to as large a number of children as possible.

All railroads running into and through the state have granted passes for indigent crippled children and an attendant to and from the hospitals. Bus Lines have transported such cases at half fare. Local organizations and interested individuals have also provided transportation for crippled children whose parents have had no available

transportation facilities, thus saving thousands of dollars for treatment which would otherwise have had to be expended in transportation expense.

**Recommendations** 1. INCREASING the Orthopedic Field Staff because by so doing the hospital periods for many children could be shortened, closer home supervision could be maintained and therefore fewer children need be returned to have corrective work repeated because of returning deformity due to neglect in faithful wearing of braces and keeping up of physiotherapeutic treatment. Such workers help materially in securing permanent results in treatment of crippled children and save, many times over, their cost of salary and travel, in reduced hospital bills for the children.

2. A generous budget for the care and treatment of crippled children. A large majority of the crippled children applying for state aid to secure correction of deformity, if not physically rehabilitated and enabled to become self-supporting, will become public charges, whose ultimate cost to the state will greatly exceed that of treatment and education now. The physical suffering and mental anguish prevented by early treatment, is not measurable in terms of the budget.

## SCHOOLS FOR CRIPPLED CHILDREN

Covering Instruction of Crippled Children in the Huntington Memorial Hospital, the Huntington Orthopedic Hospital, and the Morris Memorial Hospital, at Milton.

Although some instruction to crippled children has been given in these hospitals in the past, Ruth Martin Holt, of the Department of Public Welfare, began her services on August 10, 1932 under a program of instruction financed, directed and supervised by the Department for the first time. Because of the increasing need for instruction, and a fuller realization of its importance, Peggy Barker was added to the teaching staff by the State Department of Education on October 10, 1932. In addition to these two regular instructors, interested individuals have offered their services when needed in the form of specialized instruction in some subjects.

**Supervised by** THE instruction as given is under the direct supervision of Captain Calvert L. Estill, Director of the Public Welfare Department, and Superintendent H. A. Rice, of the Huntington City Schools. All equipment and materials used during the year, such as desks, chairs, pencils, and paper, were furnished by the Board of Education of Huntington.

The average number of children receiving instruction in these three hospitals is 60. Their ages range from about six years up to seventeen. Due to their physical handicaps, many of the children have had no previous training whatever. Others, however, have attended the public schools for a few months of the year. Although these children have physical defects, they are normal mentally and have a natural desire to learn and know about things. Since they are defective physically, it is doubly imperative that their minds receive the proper development.

**Instruction Program** THE subjects taught in the hospitals are those which are usually given in the public schools of the State. Special emphasis is given to subjects of a vocational nature such as basket weaving, manual training, and drawing. Personal hygiene also receives special attention because of its importance in the life of the child after leaving the hospital and because of its possible influence upon other members of his family.

While some group instruction may be given, because of the differences in ages and abilities, and also because of the variation in the length of time the children are in the hospitals, most of the instruction is given individually. This plan has many advantages, however, since it permits the instructor to study the pupil and better meet his individual needs, and at the same time the child cannot fail to get a brighter and more optimistic outlook on life because of this personal contact with his teacher.

Since most of the instruction is given individually, to fully appreciate the work that is being done, it is necessary to consider some of the individual cases. The condition of three or four boys and girls will be described briefly to

indicate the nature of the problems met and how the instructors are serving the needs of these individuals.

**Some Typical Cases** A YOUNG man about 19 years of age, was brought to the hospital recently. He had a deformed foot and an infected hip, probably caused from an earlier dislocation. He showed an intense interest in learning, but upon examination it was found that his eyes were in very poor condition and needed treatment. After treatment was given and glasses were procured, instruction began. Previous to his entrance into the hospital, he had no schooling whatsoever. In three months time he was reading and writing. He left the hospital with a different attitude towards life, and was very grateful and appreciative of the help he had received.

A girl 18 years of age had been in the hospital about three years. She has practically no use of her body except her arms, being unable to walk or even sit without support. Until a few months ago she showed no interest in learning to read, or write and no interest in even living. Continued attention and effort on the part of the instructor has had its influence and only recently she has learned to read and write. In addition, she has learned to sew and has taken an interest in her work and in the things about her. These occupations, no doubt, will help speed the hours and days which before were so tedious and monotonous.

A girl about 18 years of age came to the hospital very morbid and despondent over her condition. Her despondency was caused to a large extent, no doubt, by the result of an operation which had removed her feet. This operation proved ineffective and her limbs were again amputated just below her knees. With individual instruction, some kindness and encouragement, she has become a good student, interested in her school work and is making splendid progress. Her outlook on life is more optimistic and she has almost regained a normal mental attitude in spite of her great physical handicap.

**Organizations Assist** INDIVIDUALS and organizations are becoming more and more interested in this work and are giving increasingly of their time and money. This increasing interest was shown at Thanksgiving, at which time a tea was given and the work of the children was displayed. This not only afforded the interested citizens an opportunity to see what was being done, but provided an incentive for the children to do their best. The children showed great enthusiasm and were very proud of their work.

At Christmas, the children in each of the hospitals were entertained by programs provided by the children from the Prichard School, the Peter Pan children, and children from the Sunday Schools. The Shrine Club of Huntington donated trees and toys, while the Woman's Club of Milton was equally generous in donating presents for each of the children at the Morris Memorial Hospital. This interest on the part of the people of these communities made possible a real Christmas for these children.

**Work Is Effective** THE effectiveness of the work in promoting the education and the general welfare of these children has been greatly increased by the splendid cooperation of several organizations and individuals. The hospital officials have cooperated to the fullest extent. The Camp Fire Girls, under the leadership of Mrs. M. J. Ferguson, have given their services in special instruction. Superintendent Rice has taken a personal interest in the work and after visiting in the hospitals has made valuable suggestions and made possible the acquisition of equipment and materials which were so generously given by the Board of Education of Huntington. This interest shown has been helpful and encouraging to those in charge of the instruction.

**A Qualified Critic Speaks** THAT the work in the Schools for Crippled Children has been well worth while is attested by the following excerpts from a letter received by the Department from Honorable Harold Rice, Superintendent of the Huntington Public Schools, who says:



“I am very glad to report that much progress is being made under the direction of Mrs. Holt. She is keenly interested in, and alive to the possibilities of teaching these handicapped children. In the few months that she has been engaged in the work there has been a material improvement in the equipment used, as well as the educational opportunities offered. Some attractive and interesting books have been added to the libraries, and supplies, especially adapted to the use of crippled children, have been provided.

“Mrs. Holt has also been very successful in interesting influential persons and groups in the welfare of her children, and the prospect of helpful cooperation on the part of the people of Huntington is promising and will do much toward the solution of the problem of providing educational advantages for these unfortunates.”

**Children of School Age Predominate** THE necessity for instruction of the children who are taken for treatment on state funds is apparent from reference to the table which follows, showing that of all the children treated since the beginning of the work in the fall of 1929, more than two-thirds were of school age. These children should have training along educational lines not only that they may retain their standing in school, but also because the type of instruction which is carried on by the schools for Crippled Children has a very definite therapeutic value. This phase of the program should be carefully and scientifically expanded under a full time, paid staff of teachers, directed by the Department and supervised by the public school authorities.



STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE  
DIVISION OF CRIPPLED CHILDREN

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CLASSIFICATION OF CASES BY AGE, RACE, SEX  
To June 30, 1932

<i>Classification by Age</i>			
Under 1 year.....	35	Pre-school age 226.....	31.1%
1 year.....	26	School age 497.....	68.4%
2 years.....	37	Age not recorded	3
3 years.....	44		
4 years.....	40		
5 years.....	44		
6 years.....	44		
7 years.....	40		
8 years.....	52		
9 years.....	51		
10 years.....	46		
11 years.....	46		
12 years.....	40		
13 years.....	53		
14 years.....	52		
15 years.....	33		
16 years.....	12		
17 years.....	13		
18 years.....	7		
19 years.....	2		
20 years.....	4		
Over 20.....	2		
No age given..	3		

  

<i>Classification by Sex</i>			
		Boys	387.....53.3%
		Girls	337.....46.4%
		Sex not given	2

  

<i>Classification by Race</i>			
		White	668.....92.0%
		Negro	54..... 7.4%
		Race not given	4
		Population of W. Va.	1,729,205
		White	1,614,312.....93.3%
		Negro	114,893..... 6.6%

STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE  
DIVISION OF CRIPPLED CHILDREN

CLASSIFICATION OF CRIPPLED CHILDREN BY DIAGNOSIS

Diagnosis	No. of Cases	Percentage of Tot. No. Cases
Poliomyelitis .....	191	27.1
Talipes .....	89	13.1
T. B. of hip 31		
T. B. of spine 13	52	7.6
Other T. B. of bone 8		
Spastic paralysis .....	45	6.6
Harelip and cleft palate.....	42	6.2
Osteomyelitis .....	42	6.2
Dislocation of hip .....	29	4.2
Burn contracture .....	22	3.2
Spinal curvature .....	20	2.09
Old fractures .....	18	2.6
Arthritis .....	16	2.3
Muscular contracture due to injury.....	9	1.3
Weak feet .....	8	1.1
Rickets .....	8	
Bow-legs .....	8	
Torticollis .....	8	
Obstetrical paralysis .....	7	1.1
Spina bifida .....	7	
Progressive muscular atrophy .....	5	
Progressive muscular dystrophy .....	4	
Extosis .....	4	
Erb's paralysis .....	3	
Contracture tendo-achilles .....	3	
Perthes disease .....	2	
Webbed fingers .....	2	
*Miscellaneous .....	20	
Undiagnosed and diagnosis indefinite..	12	
	676	
Talipes ...	89	
Harelip and		
cleft palate	42	
Spina bifida	7	
Webbed		
fingers ...	2	
Transmissible deformities	140	20.7% of total

\* One case each of: Muscular paralysis due to injury, elephantiasis, infectious granuloma, hysterical paralysis, congenital abnormal growth, congenital enlargement of thigh, goiter parenchymatous, congenital umbilical hernia, pyogenic hip, congenital absence of radius, glioma-aspindymal, Stills' disease, knock-knees, juvenile paralysis, dislocated shoulder, white swelling, fibrous ankylosis of knee, Sprengel's deformity, extra thumb, muscular atonia due to endocrine disfunction.

STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE  
DIVISION OF CRIPPLED CHILDREN

*Classification of Expenditures*

Total Funds—September 1, 1929 to June 30, 1932

State .....	\$40,000.00	(1929-30)	
	40,000.00	(1930-31)	
	85,000.00	(1931-32)	
State Society for Crippled Children .....	11,719.26		
Total .....	\$176,719.26		

*Expenditures and Percentages*

Bed and care.....	\$115,527.21	or 64%	plus
Anesthetic .....	3,250.00	or 2%	
X-ray .....	1,578.00	or 1%	
Minor operating room fees.....	1,110.00	or 1%	
Major operating room fees.....	3,680.00	or 2%	
Transportation .....	296.66	or .00168%	plus
Shoes .....	639.41	or .00362%	
Braces .....	10,094.18	or 5%	plus
Plaster .....	2,508.15	or 1%	plus
Miscellaneous .....	199.12		
Total expenditures.....	\$176,719.26		

Expenditures for hospitalization and treatment (exclusive of clinic fees, follow-up, etc.) .....	\$138,883.73	or 78%	plus
Administration .....		8.5%	
Field nursing service and clinic fees		13.5%	

STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE

DIVISION OF CRIPPLED CHILDREN

HOSPITALIZATION AND TREATMENT OF CRIPPLED  
CHILDREN

September 1, 1929 to July 21, 1932

County	Total No. to date	No. since July 1, 1931	No. in hos- pital today	No. cured or corrected
Barbour .....	2			
Berkeley .....	16	12		
Boone .....	15	8	3	3
Braxton .....	7	1	1	1
Brooke .....	10	3	1	1
Cabell .....	32	15	3	3
Calhoun .....	5	5	1	
Clay .....	7	3	1	
Doddridge ....	2	1		
Fayette .....	38	5	2	4
Gilmer .....	3		1	1
Grant .....	6	4		
Greenbrier ....	10	5	4	
Hampshire ....	11	5		
Hancock .....	13	6	3	1
Hardy .....	8	6		
Harrison .....	44	6	2	6
Jackson .....	8			1
Jefferson .....	13	2		1
Kanawha .....	71	23	9	13
Lewis .....	21	3	1	2
Lincoln .....	6	5	3	
Logan .....	15	7	3	6
McDowell .....	18	2	2	5
Mercer .....	13	7	1	2
Mineral .....	7			
Mingo .....	23	14	1	6
Monongalia ...	16	7	2	3
Monroe .....	4	1	1	
Morgan .....	5	1		1
Marion .....	23	18	5	
Marshall .....	23	5	3	
Mason .....	6	1		
Nicholas .....	7	2		1

*See next page.*

HOSPITALIZATION AND TREATMENT OF  
CRIPPLED CHILDREN—*Continued.*

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County	Total No. to date	No. since July 1, 1931	No. in hos- pital today	No. cured or corrected
Ohio .....	37	24	7	1
Pendleton .....	7	1		
Pleasants .....	7	2	1	
Pocahontas .....	9	6	4	
Preston .....	6	2		2
Putnam .....	4	4	1	1
Randolph .....	7	2		1
Ritchie .....	2			
Roane .....	10	2		1
Raleigh .....	13	4	1	1
Summers .....	5	4		
Taylor .....	1		1	
Tucker .....	10	4		
Tyler .....	7	2		
Upshur .....	4			1
Wayne .....	5	2		1
Webster .....	5	4		
Wetzel .....	9	4		
Wirt .....	5	2		
Wood .....	38	8	2	3
Wyoming .....	6	4	2	1
TOTALS....	705	264	72	74





STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE  
DIVISION OF DEPENDENT CHILDREN

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MARGARET MCKINNEY, *Chief*



## DIVISION OF DEPENDENT CHILDREN

by

MARGARET MCKINNEY, *Chief*

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**Duties and Responsibilities**      THE law which governs the operation of the Department of Public Welfare gives to the Division of Dependent Children numerous duties and heavy responsibilities. Children who do not have proper home care or whose environment is detrimental to their development into good citizens, are committed to the Department by action of the courts in the various counties. When thus committed, the children remain wards of the State until they reach the age of twenty-one unless discharged by the committing court or adopted by legal decree. These wards are supervised by the agents of the Department, who also have the responsibility of finding suitable private homes for them.

All child-caring and child-placing institutions, both public (excepting those under the management of the State Board of Control) and private, are, under the law, subject to inspection by the Department and certificates of approval are issued to those which meet the standard requirements. Articles of incorporation for any proposed institution for children must have the approval of the Department before a charter is granted.

The field agents of the Department investigate all cases of children who are reported as dependent or neglected. If it is at all possible, an adjustment of the case is worked out with the aid of the county officials. Commitment to the State is the last resort and custody is petitioned for only when all attempts to rehabilitate the home or to interest relatives in the welfare of the children fail. Because of the complexities of this work, the agents often become police officers, welfare case workers and probation officers as well as child-placing agents and home visitors.

**Normal Children in Normal Homes** IT is the policy of the Department to keep children in their own homes if it is humanly possible. During the recent months of financial distress, many families would have been disintegrated, had it not been for the aid provided by the Department or obtained from public or private sources by the agents.

It would be impossible to compile statistics which would show the expenditure of time and energy on the part of the agents to prevent the wholesale breaking up of families during the past eighteen months. In spite of these efforts however, it has been necessary for the State to assume the custody of a large number of children, at a time when few private homes are available for placements. The same story of "hard times" which has been instrumental in breaking up homes has made it necessary for many foster parents to return state wards to whom they had been giving free homes, since they feel that they can no longer clothe and educate them in the proper manner.

The Department of Public Welfare, with a decreased appropriation, has been compelled to struggle desperately to give adequate care to these dependent wards of the State. Some of the foster parents, though still able to provide food and clothing for their charges, have not had money for medical, surgical and dental care and have appealed to the Department to furnish this when necessary. Since the care of eyes, teeth and general health is so important that it cannot be neglected, all such treatment has been authorized, though it has entailed a much larger expenditure of money than in any year previous to this. Physicians, surgeons, dentists and oculists are uniformly kind in giving their services at a much reduced rate, but the medicines, glasses, dental materials and hospitalization are costly.

**The Field Staff** THE field staff, composed of seven district agents and one supervisor of colored wards, has worked day and night to cover the districts and as far as possible to prevent suffering. Regular hours of

work could not be maintained since the day often began at 6 A. M. and did not end until 10 P. M. or even later. Some of the agents have in their districts as many as eight counties and the demands upon them are unceasing.

The active cooperation of the county courts and the judges of courts having jurisdiction over juvenile cases has been most appreciated. Without exception these bodies have shown a sincere desire to utilize every means to make sure that the helpless children in their counties should have sufficient food and clothing to maintain a decent, healthful standard of living.

Many of the counties found it necessary to place children in their county infirmaries, pending permanent plans for them. In January, 1932 a representative of the Department was detailed to visit and report on all the institutions in the State caring for children, including the county infirmaries. The results of the survey were interesting and, in some respects, surprising.

It was found that the number of children housed in county infirmaries was 341. The number in other institutions was 691. Adding these groups to the number committed to the State, there are 2268 *known* dependent children, records for whom are on file in the Department. The survey of the State is only about one-half complete and it is reasonable to estimate that there are five thousand dependent children to whom the State owes care. This survey of institutions is merely a preliminary study and will be used as a basis for determining what should be done to strengthen the local agencies and institutions if they are meeting a real need of the community.

**State** THE West Virginia Children's Home, for  
**Institutions** white children, located at Elkins, and the West Virginia Colored Children's Home at Huntington, are the only state institutions where children may be kept for an indefinite period. The Home at Elkins, with room for fifty-five normally, has had a population largely in excess of its capacity for several years. The agents of the Department are faced with the problem of finding shelter for returned wards when the Home cannot accept them because of lack of room.

Modern child-placing agencies agree that it is the right of every child to have a home. When free homes are not available for state wards, boarding homes are the next best arrangement. Many of the children committed to the State have behavior problems which can best be corrected by a boarding mother, who, if rightly selected, can train a child of normal intelligence so that he will eventually fit nicely into a free foster home. The boarding home program is vitally important, and, though it demands a larger appropriation, it is an entirely feasible plan, and should be given favorable consideration.

This Department would welcome an additional building to the plant of the Home in Elkins, in which the larger boys could be housed, thus leaving more room in the main building for the smaller children and the girls. The number of boys is usually larger than of girls as the latter seem to be placed in homes more easily.

**Needs of Department** TO sum up, the pressing need just now is a larger appropriation to enable the Division of Dependent Children to function to the highest degree of efficiency and to give adequate care in every respect to the children who have been committed to the custody of the State.

Two more agents should be added to the staff in order that there may be less delay in answering the appeals for advice and help from the counties and so that even more attention may be given to the wards who are the first responsibility of the agents.

A trained director for institutions is needed, one who can suggest ways for improving those already in existence and who can advise those communities which are impressed with the necessity of caring for their dependent children just what should be done and a practical method for looking after the most urgent cases.

**Cost of Neglect** IT has been said that the children are a state's most valuable asset. We may also say that the neglected children of today may be the paupers

and criminals of tomorrow. It is not enough for the State to assume the parental control of the children committed by the courts. Actually, as well as theoretically, it must take the place of the parent and provide material benefits and such educational advantages as would be received in the average home.

If the financial situation of the State does not permit the expenditures required by so definite a program, it would be better for the State to admit its inability to cope with present conditions, to abolish the Department dealing with dependent children and to return to the committing counties, the more than 1200 children who are now active wards. This would shift the problem from the State to the counties and, necessarily, would entail much suffering during the period of readjustment. But half-way measures in the care and training of children are fatal, and unless the State can measure up to the full responsibility placed upon it by law, it can only be productive of harm rather than of good.

**Cooperative Effort Needed**      STUDY of child life in West Virginia is one of the most paramount needs of the day.

There is hope that the planning committee appointed by Governor Wm. G. Conley for a follow-up in this State of the White House Child Health and Protection Conference will be successful in so organizing a Conference as to bring sharply to the attention of the public the absolute necessity for cooperative effort throughout the State in formulating and effectuating a general welfare program that not only will ascertain wherein society fails to measure up to its responsibility to the child, but will take definite steps to insure that this responsibility is no longer evaded.

There is a tendency today to place emphasis on those phases of the welfare program dealing with the undernourished and physically handicapped child to the exclusion of taking into consideration the needs of normal boys and girls whose paths line out over stony, sterile fields. For the sake of future generations, as much care and attention should be centered on the needs of normal boys and girls who may be physically fit, though social casualties, as is devoted to physical and mental cripples.

STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE  
DIVISION OF DEPENDENT CHILDREN

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REPORT OF OFFICE AND FIELD WORK  
July 1, 1931, to June 30, 1932

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Office Interviews .....	3605
New Investigations .....	543
Investigations—out-of-state agencies .....	429
Investigations—other agencies .....	229
Visits to aid cases .....	1658
Court hearings .....	173
Court commitments .....	105
Material Relief Secured (No. children) .....	2373
Medical examinations .....	328
Children given hospital treatment .....	112
Crippled children's cases handled .....	479
Visits to wards .....	1608
Applications for children distributed by agent .....	258
Applications for children received at office .....	192
Applications approved .....	93
Prospective Homes for wards investigated .....	422
Other visits (not wards or aid cases) .....	2787
Children taken to Home .....	113
Children placed from the Home .....	113
Children placed without going to Home .....	131
Children replaced within district .....	108
Addresses made at public meetings .....	137



STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE

DIVISION OF DEPENDENT CHILDREN

MOVEMENT OF POPULATION  
July 1, 1931 to July 1, 1932

	Male	Female	Total
Wards July 1, 1931.....	647	556	1,203
Wards committed during fiscal year	44	61	105
Wards discharged during fiscal year	42	55	97
Wards July 1, 1932.....	649	562	1,211

Commitments were:

White .....	38	51	89
Colored .....	6	10	16

Discharges were:

Death .....	3	1	4
Age limit .....	21	16	37
Adoption .....	6	20	26
Dismissed to relatives .....	1	0	1
To other State Insts. ....	1	3	4
By court order .....	8	13	21
Returned to county .....	2	2	4

LOCATION OF WARDS

Placed in foster homes first time....	27	29	56
Placed in foster homes by transfer..	48	108	156
Placed in Elkins Children's Home...	46	53	99
Withdrawn from Elkins Chil. Home	35	40	75
Placed in Colored Children's Home	13	8	21
Withdrawn from Col. Child's. Home	2	9	11
Boarded temporarily pending place ment .....	19	24	43
Wards married .....	0	2	2
Placed in Other State Institutions..	0	1	1

STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE  
DIVISION OF DEPENDENT CHILDREN

CHILDREN UNDER CARE

January 1, 1933

	Committed					Placed				
	White		Col.		Total	White		Col.		Total
	M.	F.	M.	F.		M.	F.	M.	F.	
Barbour	12	7	..	..	19	7	5	..	..	12
Berkeley	10	9	2	1	22	13	6	..	1	20
Boone	14	14	2	3	33	4	6	..	1	11
Braxton	10	3	..	..	13	5	2	..	..	7
Brooke	9	9	..	..	18	3	6	..	..	9
Cabell	13	5	..	..	18	24	31	3	6	64
Calhoun	3	2	..	..	5	2	3	..	..	5
Clay	1	1	..	..	2	1	1	..	..	2
Doddridge	2	2	..	..	4	3	3	..	..	6
Fayette	13	11	..	1	25	13	7	7	8	35
Gilmer	1	4	..	..	5	1	4	..	..	5
Grant	3	4	..	..	7	5	7	..	..	12
Greenbrier	28	18	..	..	46	26	19	..	2	47
Hampshire	..	1	..	..	1	3	5	..	..	8
Hancock	4	6	3	2	15	1	1	2	..	4
Hardy	2	1	1	3	7	3	2	..	..	5
Harrison	64	47	1	3	115	53	43	1	1	98
Jackson	2	2	..	..	4	4	1	..	..	5
Jefferson	4	5	..	2	11	9	4	..	..	13
Kanawha	58	34	11	23	126	25	24	9	7	65
Lewis	12	14	..	..	26	13	20	..	..	33
Lincoln	4	..	..	..	4	..	1	1	..	2
Logan	24	20	7	4	55	4	4	4	1	13
Marion	47	34	5	3	89	23	30	2	1	56
Marshall	15	8	..	..	23	4	7	..	..	11
Mason	4	11	..	..	15	5	12	..	..	17
Mercer	4	3	..	..	7	..	2	1	3	6
Mineral	6	10	2	..	18	7	9	1	..	17
Mingo	7	2	..	..	9	2	1	5	6	14
Monongalia	16	11	..	..	27	12	2	..	..	14
Monroe	6	..	1	..	7	11	8	..	..	19

*See next page.*

CHILDREN UNDER CARE—*Continued.*

	Committed					Placed				
	White		Col.		Total	White		Col.		Total
	M.	F.	M.	F.		M.	F.	M.	F.	
Morgan	2	2	..	..	4	2	1	..	..	3
McDowell	3	4	10	2	19	1	..	1	2	4
Nicholas	8	16	..	..	24	6	4	..	..	10
Ohio	12	16	7	3	38	16	21	2	2	41
Pendleton	2	..	1	..	3	2	2	..	..	4
Pleasants	2	6	..	..	8	1	6	..	..	7
Pocahontas	11	11	3	5	30	7	5	1	1	14
Preston	14	11	..	..	25	13	3	..	..	16
Putnam	..	1	..	..	1	7	4	..	..	11
Raleigh	6	7	6	2	20	5	5	6	4	20
Randolph	24	22	1	..	47	17	13	1	..	31
Ritchie	11	9	..	..	20	5	6	..	..	11
Roane	..	1	..	..	1	4	4	..	..	8
Summers	7	10	..	1	18	21	9	..	1	31
Taylor	9	6	..	..	15	7	6	..	..	13
Tucker	7	5	..	..	12	6	1	..	..	7
Tyler	5	6	..	..	11	1	6	..	..	7
Upshur	15	7	..	2	24	10	4	..	1	15
Wayne	6	5	..	..	11	7	2	..	..	9
Webster	3	4	..	..	7	5	4	..	..	9
Wetzel	17	14	..	..	31	7	5	..	..	12
Wirt	1	3	..	..	4	3	1	..	..	4
Wood	21	10	..	..	31	25	23	1	..	49
Wyoming	1	1	..	..	2	..	1	..	..	1

1182

982\*

\*Two hundred children are in institutions, out of State, and lost.

This table shows the county by which each ward is committed to the State; the race and sex of the ward; and the county in which a foster home has been found for the ward. Analysis of these figures will indicate clearly which counties furnish the load and which counties carry it.



STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE  
DIVISION OF VETERANS' AFFAIRS  

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EDW. McGRAIL, *Chief*



## DIVISION OF VETERANS' AFFAIRS

by

EDW. MCGRAIL, *Chief*

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**Educational Nature of Divisional Work**      THE period covered by this report has been one in which need for representation in the handling of the veterans' claims has been accentuated by the general conditions affecting all classes.

Pursuant to the legislative enactment creating the Department, the Division has sought to keep in touch with veterans, both in and out of organizations representing such veterans. It is estimated that a majority of the claimants with whom the Division dealt were not members of organizations of veterans.

So far as possible, the Division has kept in touch with all veterans' organizations. Because their problems have been more nearly solved, the Division had less to do with veterans of the Civil and Spanish-American wars, and it has, therefore, kept more closely in touch with organizations of the World War, including the American Legion, Veterans of Foreign Wars and Disabled American Veterans of the World War.

Much of the work of the Division has been educational in nature. The attempt has been made to further the education of responsible officials of the veterans' organizations of the State; that is those officials who deal chiefly with claims work.

**Field Interviews With Many Claimants**      IN carrying on this work many veterans of the State have been interviewed in the field. Meetings of veterans have been attended in practically all counties of the State and consultations have been held with individual claimants who were having difficulty with their claims.

**Attendance at Legion Service Officers' Schools** THE Division has worked with representatives of the Veterans Administration and with officials of the American Legion in holding schools for such claims officials, commonly termed service officers, throughout the State. Such schools have resulted in an increased number of applications, and in the improved presentation of such applications and the supporting evidence, medical and legal, necessary to secure their successful and satisfactory adjudication.

**\$213,225.52 in Back Pay Recovered for 602 Claimants** SO far as the dollars and cents view of the Division is concerned, the record shows that 602 veterans and their dependents have been assisted in securing the adjudication of all types of claims, including disability compensation, disability allowance, payment of insurance, death compensation, pensions and adjusted service compensation.

Back pay to the extent of \$213,225.52, with running monthly awards of \$15,449.68, are reflected in these 602 claims. When it is realized that most of these claims concern problem cases which have heretofore been worked by the individual veterans and their other representatives, something of the worth of the recoveries is realized.

This tally of cases adjudicated takes no cognizance of the hundreds of claims which are pending, the assistance which has been given in securing hospitalization for veterans, the tremendous amount of correspondence which has been conducted and of which no statistical record has been kept.

**Division Assists Legion Child Welfare Program** THIS Division, through the expenditure of a nominal sum, assisted the American Legion in the employment of a full time Child Welfare Officer. He has devoted his time to securing aid for the dependent children of veterans. During the period covered by this report he has secured from the National Child Welfare Division of the American Legion a sum in excess of \$12,000, which was used in all sections of the State for the relief of destitute children of veterans.



He has been instrumental in having Posts of the Legion and Units of the American Legion Auxiliary raise additional funds for a like purpose in communities throughout the State. The Legion and Auxiliary Departments of West Virginia also contributed considerable sums for carrying on this work.

**Need for Assistant Is Shown** THE work of the Division is limited only by its personnel. There is no question that an assistant in the office, who would be free for assignment in any needed quarter, would increase the value of the office to the State's veterans.

Such an assistant would be particularly valuable in the counties of the northern and eastern panhandles which are, respectively, under the jurisdiction of the Pittsburgh and Washington Regional offices of the Veterans Administration.

**Veterans of Panhandles Without Representation** IN addition to spending a reasonable amount of time in those offices, such an assistant would be available for field work in other quarters of the State. It is thought that one man could, with profit to veterans and their dependents, spend an entire year in the several counties of the State, initiating and developing claims on account of those veterans who lost their lives as a result of battle and disease during the World War. Many of the dependents of such veterans, themselves in dire need at present, are ignorant of their rights.

**Better Service Needed For Veterans at State Prison** AN attempt has been made by the Division to develop the claims of veterans who are inmates of the State penitentiary. While the number there fluctuates, approximately 175 are resident at all times. Development of claims of such veterans has been sought as an aid to their dependents who are left without breadwinners and are usually dependent upon charity.

Such work has been hampered by the fact that the Pittsburgh Regional office adjudicates their claims on the basis of field examiners' reports. Many are neuropsychiatric in

aspect and field examinations are inadequate. It is thought that examinations also by tuberculosis and orthopedic specialists would result in more satisfactory adjudication of their claims.

**Assistance To Insane Veterans** FROM time to time a veteran is discovered as a patient of the insane hospitals of the State. When such information becomes available to the Division, the effort is made to secure for such veterans the federal monetary and hospital benefits to which they are entitled.

**How the Compensation Commission Has Assisted** WITH the assistance of the office of the State Compensation Commissioner, veterans who have been injured in industry and business throughout the State have been advised of their rights to benefits under the Disability Allowance Act of July 3, 1930.

Whenever an injury has been reported to the State Compensation Commissioner, occurring to a man more than thirty years of age, a questionnaire has been sent to the injured person. This questionnaire, when completed and returned to this Division by the injured person, gives sufficient information to determine whether it is advisable to proceed with an application for the benefits of veterans' legislation.

It is desired to acknowledge the assistance of the Compensation Commissioner in this work. While no records have been kept as to the number of recoveries from this procedure, it is known that numerous claims for veterans have been initiated in this manner.

**Assistance From Other State Departments Recognized** OTHER Departments of the State government which have been of assistance to the Division are those of the Adjutant General, who has supplied information identifying the service of West Virginia veterans; and the State Archivist and Historian who has a special knowledge of pensions for Civil War veterans. Through the original muster rolls in his Department he has been able to give material assistance to aged veterans and their dependents.

**Progress of The Minnesota Review** SINCE May, 1932, the National Service Plan, or so-called Minnesota plan, of reviewing previously disallowed claims has been in progress. At the outset, 3,568 claims were on hand for review. At present 1,670 have been reviewed. Of these, 308 have been found to have merit. Of these 308 cases, 109 have been located and 13 claims have been adjudicated with awards totaling several thousands of dollars. Others are in process of adjudication.

The work has been hampered by the difficulty in locating the veterans, many of whom have gone to unknown addresses since their claims were last adjudicated. In locating these veterans, the Division has had the assistance of the veterans' organizations, the American Red Cross and the field agents of the Department.

An editorial connection with The West Virginia Legionnaire has presented the opportunity of disseminating to thousands of veterans of the State, knowledge regarding the handling of claims, the issuance of new regulations governing such claims and of new and pending legislation affecting the veterans.

Due to the difficulty of securing satisfactory study of the neuroses and the psychoses, a neurologist has been employed, with good results, in securing examination reports in a few specially difficult cases.

**New Hospital Calls for Increased Work in Division** DURING this period a new Veterans Administration Hospital, located near Huntington, has been placed in operation. At present the operation of this hospital has resulted in reducing greatly the waiting list of those West Virginia veterans desiring hospitalization in a general medical hospital.

The opening of this hospital increases the need for an assistant in the Division; it is anticipated that West Virginia veterans will be anxious that some representative of the Division visit them periodically to consult with them about their treatment and about the prosecution of their claims, while they are hospitalized at the Veterans Administration Hospital.

**Benefits Received by West Virginia Veterans**      FIGURES for the fiscal year ended June 30, 1932, show that the Veterans Administration disbursed to 17,418 beneficiaries of all Wars, resident in West Virginia, the sum of \$9,150,534 during that year. This figure does not include the more than eight millions of dollars borrowed by holders of adjusted service certificates in a slightly longer period.

It is interesting to note that veterans of wars other than the World War, and their dependents, to the number of 4,967 were paid \$2,669,977 during the year mentioned. This is more than was paid to 3,970 veterans of the World War with service connected disabilities who received \$2,109,509.

Considering the relatively small appropriation expended by the State, and the increasing age of the veterans, it is thought that a modest expansion of the Division to include an assistant would be worth while. The Division consistently recovers each month, and without charge to veterans, more than enough to cover the entire annual appropriation.

**Unified Direction Has Been Beneficial**      UNIFICATION afforded by creation of the State Department of Public Welfare unquestionably has increased the effectiveness of the Division. Child welfare in all its phases is an important part of the veterans' problem, and association with the Division of Dependent Children and the Division of Crippled Children has revealed many cases where the successful handling of cases has called for assistance from such Divisions. The field staff has been of value in numbers of cases.

STATE OF WEST VIRGINIA  
UNEMPLOYMENT RELIEF  
ADMINISTRATION

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DEPARTMENT OF PUBLIC WELFARE

---

HON. CHARLES K. PAYNE, *Chairman*  
CHARLESTON

HON. JOHN B. EASTON  
WILLIAMSTOWN

REV. JOHN GASS  
CHARLESTON

HON. A. W. LAING  
CHARLESTON

---

CALVERT L. ESTILL, *Director*  
CHARLESTON



# UNEMPLOYMENT RELIEF ADMINISTRATION

By CALVERT L. ESTILL, *Director*

On July 12, 1932, Governor William G. Conley, by proclamation, convened the Legislature of West Virginia in extraordinary session for the purpose of considering, among other problems, an emergency revenue measure to raise \$500,000, or such part thereof as might be deemed proper, for the relief of unemployment in the State; to re-enact in a modified form laws authorizing counties and municipalities to use certain funds under their control for the relief of unemployment; and to enact a measure authorizing municipalities and county courts of the State to obtain the benefits of any federal aid for unemployment relief that Congress might make available.

As the Legislature of West Virginia assembled, there was pending in Congress a bill which on the 21st of July became law under the title of "The Emergency Relief and Construction Act of 1932." Not knowing what the provisions of this federal act would be when passed, the Governor recommended that the legislature enact a statute broad enough to enable the State and its political subdivisions to take advantage of any aid offered by the federal government. A bill embodying this recommendation was enacted by the State Senate without delay. The measure, however, failed to win approval in the House of Delegates.

**Method of** IN THE meantime the federal bill became law  
**Repayment** and its provisions were found to be such that the Governor could, without legislative sanction, act to secure federal assistance. The federal law provided that the State could, on a proper showing that its resources, both actual and potential, were insufficient to meet its relief needs, secure funds from the federal government not to exceed a total of forty-five millions of dollars to be used for the relief of destitution.

The federal law provided that whatever funds were made available to the State should be repaid by deductions from the State's total allotment for federal aid to roads at the rate of 20% of the principal each year, with interest at

3%, beginning with the allotment for the fiscal year 1935. It was understood that proportionate deductions would be made from the county allotments for federal aid for roads based upon the amounts such counties received for financing the county program for the relief of destitution.

The federal act provides that all funds advanced to a state for the relief of destitution "shall be administered by the governor, or under his direction, and upon his responsibility."

**Governor Seeks Relief** ON AUGUST 2, the Governor, in a special message to the Legislature, urged enactment of emergency relief measures. Again, on August 17, he urged the enactment specifically of the bill which would permit the State and its political subdivisions to secure the benefits offered through the provisions of the federal "Emergency Relief and Construction Act of 1932."

In urging enactment of this measure he said, "This is not a partisan or political measure, and I hope it will be the pleasure of the Legislature to enact promptly a proper measure so that action may be taken thereunder without delay. Further delay in providing the way for the people of this State to secure relief means that people already destitute must continue to live a starvation existence and remain in idleness where other work cannot be obtained. National welfare organizations which have spent hundreds of thousands of dollars in relief work in the State during the last year are stopping their activities in West Virginia because federal relief funds have been made available to us if we will take advantage of what is offered."

**Action Is Taken** ON AUGUST 19, when it became apparent that there was no hope of legislative action sanctioning the securing of federal relief, the Governor appointed the West Virginia Unemployment Relief Administration "to assist him in analyzing applications from the political subdivisions of the State for federal funds for relief of destitution and to make recommendations thereupon to him; to promulgate rules and regulations and establish or sanction policies and practices governing the use of federal funds for relief of destitution in harmony with



the federal law and with such executive orders as the Governor may from time to time issue; and in general to exercise administrative control and supervision over federal relief funds made available within the several counties of West Virginia."

In announcing the appointment of this Administration, the Governor issued the following statement:

"The Congress of the United States by a recent act made available for use by the several states, upon application by the Governor, three hundred million dollars for the relief of the needy and distressed and to relieve hardship in the country as a result of unemployment.

### THOUSANDS IN WANT

"West Virginia has, and has had for the past two years, thousands of families who have had to depend through no fault of their own upon public charity in the localities of the state for the necessities of life. In recent months our condition has been aggravated by the long continued depression and the depletion of local resources; thousands are literally in want as we face another winter.

"Believing that every effort should be made by the state to supply the existing needs of its people and to cooperate with the Federal Government to this end, I shall without further delay apply to the Reconstruction Finance Corporation for aid for the distressed citizenry of West Virginia. The Act of Congress provides that federal funds may be advanced to the state and its political subdivisions only upon application of the Governor, and shall be administered under his direction in accordance with the provisions of the federal act; by so doing, it places squarely upon the Governor the responsibility for securing federal relief of distress in his state. I shall do everything possible to see that the destitute of West Virginia during the coming fall and winter have necessary food, shelter and clothing. If pending relief legislation which I have

urged the present extraordinary session to pass is enacted, it will greatly contribute to the alleviation of destitution and want. Failure of the Legislature to enact this legislation may place insurmountable obstacles in the way of securing federal relief. I again urge the Legislature to join me without further delay in the effort to assist the people of our state.

### CONTROL GROUP APPOINTED

“In order that such funds as may be available shall be administered in an effective and economical manner for the benefit of all of the needy of the state, I have today appointed a bi-partisan state relief commission to assist me in formulating policies, rules and regulations in harmony with the federal act, to pass upon applications for assistance from the various counties and municipalities, and to develop a state-wide plan of effective relief.

“The commission consists of A. W. Laing, coal operator, business man and banker; Charles K. Payne, former member of the Legislature, business man and banker; John B. Easton, President West Virginia State Federation of Labor and former member of the Legislature; Reverend John Gass, former President State Conference of Social Work and General Chairman Citizens Emergency Relief Committee of Kanawha County.”

**Administration**      THE Administration met promptly, and  
**Functions**            elected Hon. Charles K. Payne as Chair-  
                                 man, chose the West Virginia Department  
of Public Welfare as its administrative agency, and selected  
the Director thereof as its administrative and executive  
officer.

The Administration directed that a county unit organization should be formed in each county receiving federal funds for relief, the nucleus of which organization should be the county welfare board created under authority of a statute enacted in 1923. The Administration has enunciated all

general major policies and the Department of Public Welfare, through its agents, has endeavored to carry into effect these policies.

Special forms for accounting for the expenditures of federal funds by the counties were devised by the Director of the Department and were made as simple as would be consistent with accurate record keeping. The West Virginia system, including the use of forms, though sometimes modified, has been followed in a number of other states which have received federal relief funds.

**Work** THE Administration has directed that in all cases  
**Relief** in which a person is able to render service for relief given, such person shall be required to render such useful service as may be designated by the county unit organization.

It is interesting to note that from the time federal funds began to be used in West Virginia in September, up to December 31, 1932, employment to the equivalent of 3,631,555 man-hours was given. It is also interesting to note that of the federal money expended, 85.6% has been for work relief and only 14.4% has been for direct relief.

Administrative costs have been held to a remarkably low figure. The cost of state central administration has been less than one-half of one per cent of the federal funds advanced to West Virginia, while in the counties administration costs have run two per cent or less.

**Partisan Politics** ALTHOUGH persistent and continued  
**Banned** effort has been made by politicians in various sections of the State to gain control of these relief funds for their own selfish purposes, that attempt has been defeated. The creation of county organizations and the appointment of personnel, so far as the state Administration has been concerned, has been kept absolutely free from personal or partisan political influence, and the extent to which the counties of this State, with their local organizations, have refrained from making a political football of the relief program has been remarkable.

Charged with the task of surveying each county to determine its resources and its relief needs, then of making up

the application for grants for these counties, then of organizing the county welfare boards and inaugurating relief programs, and finally of supervising the administration of the program in the several counties of the State, the Department of Public Welfare, although handicapped by having only a small staff and inadequate finances, has accomplished a big job and has done it effectively and constructively.

The State of West Virginia, and particularly the Department of Public Welfare, was fortunate in securing the services of Miss Mary E. Skinner, nationally recognized in the field of social service, who was loaned to the Department for a period of five months by the United States Children's Bureau, to assist in effectuating the state welfare program.

**Miss Skinner's Contribution**      MISS SKINNER, by reason of her splendid training and wide experience, made a contribution to the social welfare program of West Virginia which is just as tangible as, and will be far more lasting than, the material contribution of funds made to the work by the federal government. It is largely due to the organizing ability and direction of Miss Skinner and to her encouragement and advice that the relief program in the State has been carried on effectively.

The State and the Department of Public Welfare are likewise under obligation to Miss Katharine Lenroot, Assistant Chief of the Children's Bureau, who has been especially interested in the Department of Public Welfare and has given both encouragement and material support to its program. Acknowledgment is also made of the obligation of the State to Hon. Frank Bane, Director of the American Public Welfare Association, to Miss Mary E. Lucas, of the Family Welfare Society of America, and to Hon. Fred C. Croxton, Assistant to the Board of Directors of the Reconstruction Finance Corporation, for their interest in, cooperation with, and assistance to, West Virginia, not only in the development of the unemployment relief program, but as well in the development of the general welfare program.

**Quakers Give Assistance** SPECIAL recognition must be given to the outstanding work of the American Friends Service Committee, which in 1931 and 1932 carried on a wonderful work of child feeding and rehabilitation, and which has taken a leading part, under the Unemployment Relief Administration, in carrying on the relief programs in a number of West Virginia counties during the winter of 1932-1933.

This organization has carried on supplementary child-feeding programs in four counties, has furnished administrative personnel in a number of other counties, and has taken complete charge, with its own workers, of the administration of federal relief in the County of Lincoln, where the county court refused to cooperate with the State Administration in the relief of destitution.

**Grants for Short Periods** THE Reconstruction Finance Corporation, for the period of September 1 to December 31, 1932, advanced to the State of West Virginia for the relief of destitution in thirty-nine counties and one city, the sum of \$2,170,174.00. For the period January 1, 1933 to February 28, 1933, the Corporation has advanced to the State for the relief of destitution in forty-seven counties and one city the sum of \$2,577,387.00.

The short periods for which funds were made available by the Reconstruction Finance Corporation have made it difficult to plan any long time programs and have made it doubly difficult to secure adequately trained personnel. It is believed that in the future, grants by the Corporation will be made to cover periods of time sufficiently lengthy to permit long range planning that will make the administration of such programs more economical and more effective.

**Care of Transients** A DEFINITE phase of the program adopted by the Unemployment Relief Administration has been the development of intelligent care of transients. While it is true that most of the states of the Union have legal settlement laws and in ordinary times a transient can be returned to the place of his legal settlement, the problem today is so difficult and the number of transients so vast that it is impossible to send all transients to their own homes.

The problem is complicated by the fact that many of the members of the younger generation, who have in past years been able to make their own way in the urban centers and the other places away from their paternal home, have been forced, because of economic conditions, to return to the home of their fathers. Legally, perhaps, they can no longer claim that home as their residence, and so under a strict interpretation of the statute cannot be given assistance, even though they may be in destitute circumstances.

West Virginia has adopted the plan of taking as the determining factor in arriving at a decision as to whether or not relief could be granted the transient, the *logical* and not the *legal* residence of the applicant. The State has refused to follow the older practice which was to "feed 'em and forward 'em." Every effort is being made by local relief organizations to secure adequate records on each transient and, if possible, bring about a satisfactory adjustment for that transient. Special work is being done with boys and young men who have left their homes in the hope of finding employment elsewhere.

**Inadequate Relief** FEDERAL funds which have been made available to the counties of West Virginia have enabled those counties to maintain needy and distressed people on a mere subsistence level. Adequate relief is not given in a single county of the State because resources are not available for adequate relief.

The average allotment for a family of five for an entire month is \$15.00. This money must procure food, clothing, fuel, shelter and all other necessities of life. In some of the counties, due to the fact that the relief load has increased beyond all estimates, the allotment per family is even less than \$15.00.

The relief program in this State has, nevertheless, been effective. It has made work available and the opportunity to work has raised the morale of hundreds of thousands of people who were in destitute circumstances. Direct relief has been given only to the aged, infirm, ill and physically handicapped; all others have worked willingly for the assistance allowed them.

**Worthwhile Work** HUNDREDS of worthwhile work projects have been carried on, including the building of farm-to-main-highway roads, the construction of basements for court houses, the building and repairing of school houses and other public buildings, the repairing of shoes and making of clothes, the widening of streets, the re-laying of pavements and the laying of sewers. Work projects have been found for women as well as for men and the women have been paid for their work the same wage as the men.

From the time the federal funds for relief of destitution began to be used in West Virginia, in September, until the 30th day of November, 1932, assistance was given to 85,110 family groups, representing at least 425,550 people. During the month of December, 1932, approximately 90,000 family groups, or some 450,000 individuals were assisted. Analysis of conditions points unmistakably to the prediction that the peak of the relief load will be reached in March and April of 1933.

**Half a Million Destitute** WITH half a million men, women and children of West Virginia absolutely dependent for their daily bread upon federal relief, it would be calamitous if anything should be allowed to happen to interrupt the State Unemployment Relief program.

The permanent benefits of the unemployment relief program will undoubtedly be first, the accomplishment of material projects; second,—and far more important,—the establishment of a strong social structure on which the State can rely in the future.

County welfare boards have been formed in forty-seven counties and one city. These boards are composed of outstanding influential men and women of the counties, known for their honesty and integrity and desire to be of public service. The knowledge that these board members gain through direction of the administration of the relief program in their counties will certainly open their eyes to the absolute necessity of continuing the state welfare program by keeping in action the machinery already set up for social service so that in the future the welfare problems of the State may be promptly and effectively solved.

**Government Financing  
A Necessity**

AT LEAST one lesson can be read in the present situation. That lesson is this: the government—national, state and local—must make provision to finance adequately its welfare program in the future, distributing the burden of cost for such a program equally upon all taxpayers. The day has passed when a few generous citizens in a community can be expected to dig down into their private purses and contribute funds sufficient to finance all the local welfare work.

On May 18, 1932, in addressing the annual conference, West Virginia Federation of Women's Clubs, at Huntington, the Director of the Department of Public Welfare said:

“During the prevailing world-wide economic crisis which has deprived millions of workers in this country of employment, welfare agencies have devoted much effort to the execution of plans to have the unemployed make valuable use of their enforced leisure time. In many cities in many states, and in a few communities in this State, the public schools have assisted unemployed men and women to get the rudiments of an education, to carry on their education, to learn a trade or vocation or profession. The public schools of West Virginia have a wonderful opportunity for service by instituting on a state-wide basis a program of education for those in the ranks of the unemployed.

“In our discussion of this phase of social activity, we must keep in mind the difference between the chronic poor or pauper class and the unfortunate who are temporarily destitute because of the current emergency. The principle of assistance to each class, however, is the same and is based on the recognized fact that, to be effective, something more than simple material relief must be given.

**PAUPERIZATION MUST BE STOPPED**

“The temporarily destitute are the victims of circumstances over which no one has control. The chronic poor are usually the victims of society



which has for generations, in some instances, so blindly doled out material relief that it has pauperized them. We realize now that pauperization of our citizens is the result of our own short-sightedness, our own indifference, our own folly. We are doing today what we can to correct conditions caused by our blindness by providing constructive relief for those who need help.

“Although our practice and policy of giving relief have changed for the better, we unfortunately have not yet placed the responsibility for furnishing relief where that responsibility belongs. Our attitude toward this aspect of the problem, however, is changing, influenced by the present crisis. I believe that in the coming years those who are fundamentally, legally and morally responsible for the care of the poor and the dependent will be compelled by public opinion to accept their responsibility.

### CONSTRUCTIVE RELIEF

“The time has passed when we can depend upon the private purse to furnish funds for an undertaking which is essentially a governmental duty. Funds for the constructive relief of the poor and the dependent must, in the future, be secured largely by taxation. Generous citizens can supplement these funds as they wish; but the responsibility for raising sufficient money for such purposes must rest first, last, and eternally in the taxlevying bodies of city, county and state. The drift of the current in this direction is unmistakable. As sensible, loyal citizens, we should do everything in our power to guide the drift and strengthen the current.

“We levy taxes for the care of the insane, of the feebleminded, of the criminal, of certain classes of the diseased. We lay these taxes because we know we must make provision for the care of citizens in these groups. We must do this for our own pro-

tection. These people, uncared for, constitute a direct and distinct menace to society; and we insist that our public officials guard us against them. But, my friends, pauperism is as dangerous and deadly a blight on the body politic as insanity. One pauper family in a community can offset to a very considerable degree the good of our churches, our schools, our civic enterprises. Pauperism has effects which are as destructive of moral fibre as disease is of physical tissue.

### GOVERNMENTAL RESPONSIBILITY

“Is there any reason why the taxing authorities should not make adequate provision for the control and prevention of the disease of pauperism as they do for the control and prevention of smallpox, of diphtheria, of measles, even of bovine tuberculosis? Do we want our children mentally and spiritually contaminated by this thing which is anti-social, un-American and un-Christian? Do we want future fathers and mothers of our State to be reared in an environment which positively prevents the inculcation of the principles of good citizenship? Scientists tell us that one-seventh of the present generation will be the parents of one-half of the next generation. Two generations can completely transform the character of the Nation. How many parents in this one-seventh will come from pauper homes and poor farms? Can we, in justice to our own children, ignore the biblical warning that “a little leaven leaveneth the whole lump”? Can we continue longer to take chances with the future safety of our Nation?

“Since pauperism affects, directly and indirectly, not only those who give generously of their means to stamp it out, but also those who never contribute one cent toward the public welfare, it is only right that the people generally should defray with tax revenues the cost of constructive poor relief instead of letting the burden

fall on a few. Knowing that the attempt to raise funds for public welfare failed last year, and may fail even more signally this year, it is our duty to insist that our county courts and municipal authorities make provision, as the law contemplates, for the constructive care of those who are dependent on what we are pleased to call "public charity" but which in reality is private charity, and to demand that the Legislature make provision for adequate supervision of wards of the State in the dependent class as it does for wards of the State in other classes.

### CAN'T DEPEND ON DONATIONS

"If you don't believe that private purses can no longer be counted upon, scan the results in West Virginia cities last year of the unsuccessful campaigns to raise adequate funds for community chests and associated charities. Can we believe that now, after one more year of hardship, our people will have greater ability and willingness than they had a few months ago to contribute to the treasuries of such worthwhile enterprises?

"Answer these questions in your own heart, fearlessly facing facts as you know them to be in your own community; then go back home and see to it that those upon whom the law places the responsibility for poor relief accept that responsibility without equivocation or evasion. Remember that there is no more reason why private donations should carry the major part of our welfare program than that private donations should carry the major part of our school program, or public health program, or our program of caring for the insane and the criminal. The bulk of these burdens should be borne by the citizens generally as are most other burdens which are placed on their shoulders by our standards of civilization, of society, and of government.

## TAX INCREASE NOT NEEDED

“It is unnecessary to increase taxes to put this burden where it belongs. All we have to do is give up some luxuries, some of the things which are not essential to the public welfare, and get back to simple, reasonable modes of living.

“When we begin in this State intelligently to plan and correctly to finance our general welfare program, we will begin to lighten the tax load we are carrying. Proper care of dependent children today will tomorrow lessen the population in our jails, reform schools, prisons and hospitals for the mentally afflicted. When we refuse to continue making paupers of people who are temporarily in unfortunate circumstances but instead give them relief in a constructive way, we will have started toward the goal of wiping out poverty as we have wiped out the causes of other epidemics.”

The financing of a state-wide unemployment relief program in West Virginia by the federal government has been a practical demonstration of the value of basing a general welfare program on the solid foundation of public funds. The demonstration should be a revelation to tax-levying bodies of the State.

Tables showing the receipt and disbursement of funds by the Governor, and receipt and disbursement in some detail by the counties, are a part of this report. They will be found on pages 88, 89, and 90.

STATEMENT OF  
CALVERT L. ESTILL, *Director*  
STATE OF WEST VIRGINIA  
DEPARTMENT OF PUBLIC WELFARE  
CHARLESTON

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Before the United States Senate Sub-Committee of Committee on  
Manufactures on the pending federal relief legislation,  
Washington, D. C., January 17, 1933.

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The first grants of federal funds for the relief of destitution in West Virginia were made by the Reconstruction Finance Corporation to the counties of Monongalia, Logan and Raleigh for the months of September, October, November and December, 1932. Before the close of the year, thirty-six other counties and one city had received grants. All grants were for the period from the approximate date of application to the close of the calendar year, 1932.

New grants have been made to these same counties for 1933, but only for the months of January and February. First-time grants have been allowed to eight additional counties for the period January 1 to February 28, 1933. Federal funds are now being used in forty-seven of the state's fifty-five counties.

All the grants made during the year 1932, with the exception of that made to the county of Mercer, were based on an average allotment of \$15.00 a month for a family of five. This amount, supplemented by whatever local resources were available, had to take care of all necessities, including food, clothing, fuel for cooking and heating and shelter. Grants for January and February were based on \$18.00 per month per family in a few counties and \$15.00 in all others.

450,000 AIDED

From the date federal funds began to be used in West Virginia in September, 1932, up to the first of December, as-

sistance was given to 85,110 family groups, representing about 425,550 persons. Estimates for December alone indicated aid would have to be extended to about 90,000 family groups or 450,000 individuals. Early reports for January show that this case load is increasing.

Under our plan, all able-bodied persons are required to perform work of a worthwhile public nature for the aid they receive. That the program has been effective in this respect, at least, is shown by the fact that from September 1 to December 31, 1932, applicants for relief in West Virginia worked 3,631,555 man-hours; and that 86.4 per cent of the funds expended went for work relief while only 14.6 per cent went for direct relief.

It has not been possible thus far to give adequate relief to the needy and distressed people of West Virginia. The average allowance per week per person has been between seventy and eighty-nine cents, taking into consideration assistance from all sources, including federal funds.

#### ADEQUATE RELIEF NEEDED

While this income is admittedly better than nothing, it is nevertheless dangerously far below the minimum standards set by competent agencies in the past. Relief should be sufficient to maintain wholesome, normal living standards for the family or the unattached individual. Relief to be adequate must insure proper food, necessary clothing, decent shelter and medical service; and from the administrative angle, it must insure the employment of a sufficient number of competent, trained persons to carry out a constructive, effective program. Resources which have been available have not permitted adequate relief.

The burden of caring for transients should not be imposed upon a state. It is impossible to return to their homes the thousands of persons who are today on the move seeking work in every part of the country. They should be given intelligent assistance wherever they may apply for aid. In West Virginia the factor in determining whether a transient shall be given assistance is not consideration of his *legal* residence, but consideration of his *logical* residence. Such a policy costs money and should not be carried out at the expense of the state.

## FEDERAL RESPONSIBILITY

Suffering as we are from a national calamity, it is only right that we should insist upon federal responsibility in effectuating a definite relief program. It is not sufficient for the federal government to lend money to the states for financing such a program. This policy has resulted in a haphazard, patched-up relief program, in which even the low standards that prevail differ radically between states. Certainly the federal government, by guidance and direction, could bring about the maintenance of some standards that would be of material help to the states.

In my opinion, however, the federal government should do more than act as a banker for the states in helping them finance relief programs. Financial assistance should be provided as grants in aid, and not as loans by the federal government.

It is not sufficient that the federal government should help to finance state relief programs and by guidance and direction help to make such programs effective. It is also necessary that the federal government, if possible, insure that the state and its political subdivisions shall do everything possible to help carry their own burdens.

### FINANCIAL SITUATION NOT HOPEFUL

The financial situation in the political subdivisions of the State of West Virginia is not hopeful. Most counties and most municipalities have large deficits. Revenues from taxes are falling off, and there is every indication that they will continue to fall off. Perhaps there is not a great deal that political subdivisions can do financially to help themselves at this time, but they should be required to do what they can.

Assistance should be forthcoming from the federal government, when necessary, to enable those states securing federal funds for the relief of destitution to administer such funds as effectively as possible. In West Virginia we have four field workers, each with a district comprising ten or more counties. With such a large territory to cover, it is impossible for them to give the close supervision to local organizations that is desirable. Our administrative costs

have been less than one half of one percent. In the same way, the local organizations do not have sufficient help to survey and find all the persons needing assistance. Up to the present time it has been necessary to rely on the destitute to have enough initiative to make application for aid. Some effort should be made to find those people who are in need.

Provision should be made not only for adequate personnel for administration of relief funds, but personnel for supervision of work projects as well. Many political subdivisions of the state have no funds with which to employ road foremen or other supervisors; and it may soon be necessary for those subdivisions to carry on a program of direct relief only.

### MEDICAL SERVICE NEEDED

There is a terrific demand for medical and hospital service in the state. Doctors in many cases actually do not have the means of reaching patients, though they are willing to give their services. Some definite arrangement should be made to provide medical and hospital care in needy and eligible cases from federal funds in subdivisions where local resources are not available.

Malnutrition, particularly among children of school age and pre-school age, is widespread. Unless relief is allowed on an adequate basis, this condition will continue to the point where the public will pay a thousand times over for crippled bodies and warped minds.

There is no hope of sufficient improvement in general conditions to lighten the relief load in the near future. As a matter of fact, judging from present trends, the peak of the relief burden in West Virginia will be reached in March and April. This statement is based on facts secured from the Workmen's Compensation Commission, which show a drop in wages paid for December of more than \$3,300,000 as compared with January 1932. This decrease reflects actual additional unemployment and not merely a reduction in wages. These facts reflect the condition in private enterprise of all kinds.

Opportunities for employment during March and April are limited. In the calendar year 1932, the State Road Com-



mission had available for new construction and maintenance \$14,152,340.00, according to the secretary of the Commission. Road funds were available at the rate of approximately \$1,180,000.00 per month. The same authority now advises that for the whole period January 1 to July 1, 1933, the Road Commission will have available for both new construction and maintenance not more than \$2,000,000.00, or less than one-third the amount available for employment per month last year.

### LONG TIME GRANTS

In conclusion, I would like to state that our relations with the Reconstruction Finance Corporation have been most friendly. We have found the officials of the Corporation with whom we had to deal unfailingly kind and sympathetic, prompt to act on every request, and willing to render every assistance possible under the terms of the Emergency Relief and Construction Act of 1932.

The provisions of the federal act should be broadened to allow the Corporation, or whatever agency may be charged in the future with the administration of relief funds, to formulate a progressive and constructive relief program on a nation-wide basis. Particularly should authority be given for providing medical and hospital care, and adequate administration and supervision personnel. Finally, the period for which funds are made available should be lengthened to permit a long-range plan to be worked out and put into effect, and to wipe out the feeling of dread of both state and individual when forced to live a hand-to-mouth existence.

STATE OF WEST VIRGINIA  
 UNEMPLOYMENT RELIEF ADMINISTRATION  
 DEPARTMENT OF PUBLIC WELFARE

Financial Statement of Governor's Disbursements to Local  
 Political Sub-Divisions, as of December 31, 1932

Name	R. F. C. Grants Amount	Governor's Disbursement	Balance Due From Governor
Barbour .....	\$ 41,337.10	\$ 20,046.92	\$ 21,290.18
Berkeley .....	19,083.00	19,045.66	37.34
Boone .....	30,556.67	29,771.74	784.93
Brooke .....	57,720.00	41,079.73	16,640.27
Cabell .....	104,755.00	104,274.95	480.05
Clay .....	19,718.00	15,056.49	4,661.51
Doddridge .....	10,140.84	10,035.53	105.31
Fayette .....	30,677.00	30,116.16	560.84
Greenbrier .....	3,435.00	3,434.09	.91
Hampshire .....	15,000.00	14,549.10	450.90
Hancock .....	74,955.84	35,107.27	39,848.57
Harrison .....	84,564.85	80,233.26	4,331.59
Jackson .....	17,348.00	17,347.95	.05
Kanawha .....	181,398.00	180,249.19	1,148.81
Lewis .....	35,725.00	28,072.44	7,652.56
Lincoln .....	39,050.00	23,046.06	16,003.94
Logan .....	140,000.00	130,218.40	9,781.60
Marion and City of Fairmont.....	99,943.34 15,200.84	110,178.67	4,965.51
Marshall .....	36,000.00	35,095.72	904.28
Mason .....	39,272.50	35,089.26	4,183.24
Mercer .....	47,314.00	47,091.96	222.04
Mineral .....	44,000.00	40,076.34	3,923.66
Mingo .....	70,000.00	55,158.90	14,841.10

*See next page.*

FINANCIAL STATEMENT—*Continued.*

**Financial Statement of Governor's Disbursements to Local  
Political Sub-Divisions, as of December 31, 1932**

Name	R. F. C. Grants Amount	Governor's Disbursement	Balance Due From Governor
Monongalia and City of Morgantown .....	\$170,000.00 39,429.00	\$170,251.93	\$ 39,177.07
Morgan .....	13,661.67	8,030.84	5,630.83
McDowell .....	124,370.00	40,131.81	84,238.19
Nicholas .....	34,000.00	25,077.11	8,922.89
Ohio .....	67,170.00	65,164.22	2,005.78
Preston .....	44,825.00	44,570.60	254.40
Putnam .....	12,300.00	8,534.06	3,765.94
Raleigh .....	120,000.00	100,112.95	19,887.05
Randolph .....	78,367.50	75,157.27	3,210.23
Roane .....	14,508.34	14,462.21	46.13
Taylor .....	40,137.50	36,044.06	4,093.44
Tucker .....	29,130.00	29,056.85	73.15
Upshur .....	15,160.00	15,048.14	111.86
Wayne .....	38,041.67	37,072.11	969.56
Wetzel .....	18,600.00	13,000.00	5,600.00
Parkersburg .....	24,000.00	15,061.43	8,938.57
Wyoming .....	19,278.34	8,000.00	11,278.34
Sub Total .....	2,160,174.00	1,809,151.38	351,022.62
Central Administration.	10,000.00	8,624.50	1,375.50
Total .....	2,170,174.00	1,817,775.88	352,398.12

STATE OF WEST VIRGINIA

UNEMPLOYMENT RELIEF ADMINISTRATION

DEPARTMENT OF PUBLIC WELFARE

CHARLESTON

Receipts and Disbursements  
of Federal Relief Funds

September 1, 1932, to  
December 31, 1932.

Name	GOVERNOR'S FUND					WORK RELIEF		LOCAL ADMINIS.	DIRECT RELIEF AND NATURE OF EXPENDITURES				
	R.F.C. Grants	Funds on Hand	Disbursed To Counties	Transit Funds and Expend.	Expenditures Accounted For Total	20% Cash	80% Kind		Food	Clothing	Shelter	Light & Fuel	Other Help
BARBOUR .....	41,337.10	21,290.18	20,046.92	14,968.23	5,078.69	909.00	3,636.00	407.01	76.15	39.30	.....	3.00	8.23
BERKELEY .....	19,083.00	37.34	19,045.66	13,437.06	5,608.60	349.53	1,398.12	298.66	1,725.16	1,522.23	5.00	284.35	25.55
BOONE .....	30,556.67	784.93	29,771.74	5,736.04	24,035.70	4,163.19	16,652.76	1,495.84*	1,403.00	281.04	17.00	9.75	13.12
BROOKE .....	57,720.00	16,640.27	41,079.73	2,681.04	38,398.69	6,554.46	26,217.84	608.68	4,413.40	269.38	147.40	157.72	34.81
CABELL .....	104,755.00	480.05	104,274.95	15,109.29	89,165.66	15,625.60	62,502.40	3,940.76*	5,140.02	495.03	599.05	689.50	173.80
CLAY .....	19,718.00	4,661.51	15,056.49	2,881.90	12,174.59	2,074.48	8,297.92	850.69	906.12	45.38	.....	.....	.....
DODDRIDGE .....	10,140.84	105.31	10,035.53	6,211.80	3,823.73	607.68	2,430.72	293.53	371.05	118.75	.....	.....	2.00
FAYETTE .....	30,677.00	560.84	30,116.16	10,754.10	19,362.06	3,373.02	13,492.08	926.99	1,520.57	3.00	13.50	2.50	30.40
GREENBRIER .....	3,435.00	.91	3,434.09	825.18	2,608.91	415.92	1,663.68	260.86	213.95	45.50	8.00	.....	1.00
HAMPSHIRE .....	15,000.00	450.90	14,549.10	2,012.91	12,536.19	2,351.31	9,405.24	479.13	165.45	126.36	.....	8.70	.....
HANCOCK .....	74,955.84	39,848.57	35,107.27	20,934.48	14,172.79	2,553.66	10,214.64	491.65	773.25	88.98	10.50	34.16	5.95
HARRISON .....	84,564.85	4,331.59	80,233.26	25,789.90	54,443.36	10,369.44	41,477.76	959.31	1,125.75	471.60	21.50	16.00	2.00
JACKSON .....	17,348.00	.05	17,347.95	549.94	16,798.01	3,046.20	12,184.80	1,000.51	420.25	111.25	.....	3.00	32.00
KANAWHA .....	181,398.00	1,148.81	180,249.19	20,493.77	159,755.42	22,930.36	91,721.44	6,312.05*	33,126.19	4,794.33	351.75	289.99	229.31
LEWIS .....	35,725.00	7,652.56	28,072.44	6,139.42	21,933.02	3,853.24	15,412.98	1,407.74	642.02	391.99	117.85	83.52	23.68
LINCOLN .....	39,050.00	16,003.94	23,046.06	20,515.65	2,530.41	373.32	1,493.28	271.81	28.00	364.00	.....	.....	.....
LOGAN .....	140,000.00	9,781.60	130,218.40	21,888.13	108,330.27	15,542.55	62,170.20	12,481.22*	12,769.22	4,081.02	38.00	7.10	1,240.96
MARION and City of Fairmont.....	115,144.18	4,965.51	110,178.67	8,745.10	101,433.57	17,966.63	71,866.50	1,662.65	1,137.36	8,539.50	.....	240.60	20.33
MARSHALL .....	36,000.00	904.28	35,095.72	5,022.44	30,073.28	5,475.57	21,902.28	726.02	1,505.80	419.11	.....	.....	44.50
MASON .....	39,272.50	4,183.24	35,089.26	13,228.70	21,860.56	4,354.26	17,417.04	89.26	.....	.....	.....	.....	.....
MERCER .....	47,314.00	222.04	47,091.96	3,890.47	43,201.49	7,742.90	30,971.60	291.96	2,973.24	731.77	330.00	129.57	30.45
MINERAL .....	44,000.00	3,923.66	40,076.34	28,774.04	11,302.30	1,585.80	6,343.20	496.84	206.70	2,482.16	186.10	.....	1.50
MINGO .....	70,000.00	14,841.10	55,158.90	7,677.34	47,481.56	7,235.76	28,943.04	705.38	9,429.58	1,167.80	.....	.....	.....
MONONGALIA and City of Morgantown	209,429.00	39,177.07	170,251.93	13,655.51	156,596.42	20,753.31	83,013.24	20,628.92*	10,768.04	19,488.69	1,133.70	161.15	649.37
MORGAN .....	13,661.67	5,630.83	8,030.84	4,135.45	3,895.39	724.23	2,896.92	247.44	12.75	6.00	.....	5.50	2.55
McDOWELL .....	124,370.00	84,238.19	40,131.81	26,562.54	13,569.27	1,796.77	7,187.08	890.69	3,690.73	4.00	.....	.....	.....
NICHOLAS .....	34,000.00	9,922.89	25,077.11	15,432.10	9,645.01	1,776.90	7,107.60	272.11	277.10	195.80	.....	12.00	3.50
OHIO .....	67,170.00	2,005.78	65,164.22	19,405.92	45,758.30	7,724.76	30,899.04	928.13	4,400.38	757.26	986.36	.....	62.37
CITY OF PARKERSBURG.....	24,000.00	8,938.57	15,061.43	9,305.95	5,755.48	76.44	305.76	480.83	3,483.20	387.03	16.06	767.39	238.77
PRESTON .....	44,825.00	254.40	44,570.60	4,619.85	39,950.75	7,466.85	29,867.40	431.26	1,157.85	1,021.89	.....	4.75	.75
PUTNAM .....	12,300.00	3,765.94	8,534.06	2,667.05	5,867.01	1,011.51	4,046.04	509.36	230.50	69.60	.....	.....	.....
RALEIGH .....	120,000.00	19,887.05	100,112.95	28,753.98	71,358.97	9,963.30	39,853.20	16,036.76*	3,985.86	694.72	160.70	118.00	546.43
RANDOLPH .....	78,367.50	3,210.23	75,157.27	13,729.19	61,428.08	11,278.44	45,113.76	778.14	512.47	3,562.90	12.00	61.77	108.60
ROANE .....	14,508.34	46.13	14,462.21	405.05	14,057.16	2,565.00	10,260.00	811.17	83.14	174.16	11.00	21.11	131.58
TAYLOR .....	40,137.50	4,093.44	36,044.06	26,383.19	9,660.87	1,572.00	6,288.00	700.70	827.79	119.98	.....	146.74	5.66
TUCKER .....	29,130.00	73.15	29,056.85	623.00	28,433.85	4,126.68	16,506.72	750.54	4,917.98	2,014.07	.....	87.57	30.29
UPSHUR .....	15,160.00	111.86	15,048.14	3,443.87	11,604.27	2,188.98	8,755.92	327.02	240.38	58.57	.....	26.75	6.65
WAYNE .....	38,041.67	969.56	37,072.11	8,038.96	29,033.15	5,324.64	21,298.56	749.90	1,328.67	330.38	.....	.....	1.00
WETZEL .....	18,600.00	5,600.00	13,000.00	11,986.03	1,013.97	89.64	358.56	157.15	320.60	49.00	7.40	24.47	7.15
WYOMING .....	19,278.34	11,278.34	8,000.00	8,000.00	.....	.....	.....	.....	.....	.....	.....	.....	.....
SUB TOTAL .....	2,160,174.00	351,022.62	1,809,151.38	455,414.57	1,353,736.81	217,893.33	887,809.61	33,365.72	144,671.06	58,253.15	4,522.12	3,420.21	3,801.61
CENTRAL ADM. ....	10,000.00	1,375.50	.....	.....	8,624.50	.....	.....	8,624.50	.....	.....	.....	.....	.....
TOTAL .....	2,170,174.00	352,398.12	.....	455,414.57	1,362,361.31	217,893.33	887,809.61	41,990.22	144,671.06	58,253.15	4,522.12	3,420.21	3,801.61

\*Special—Approved by the Administration and transferred and reported under the proper heading. (a) Credit.

Note: Figures are grouped for the months of September, October, November and December, and recorded under the proper heading.

I certify that this account is true and correct.

R. O. CARTE,  
Auditor, Unemployment Relief Administration.

Note: The above data shows, in detail, disbursements and expenditures with relation to R. F. C. funds ending December 31, 1932. Some few counties failed to send in reports on final week's expenditures in time to be included in this report. Transit funds and expenditures column represents outgoing funds and incoming expenditures.

I certify that this account is true and correct.

CALVERT L. ESTILL,  
Director, Unemployment Relief Administration.



