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Changing Concepts of Institutional Child Care in the Uhlich Children's Home

Alice Skinner

Loyola University Chicago

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CHANGING CONCEPTS OF INSTITUTIONAL CHILD CARE

IN THE

ULICH CHILDREN'S HOME

by

Alice Skinner

A Thesis Submitted to the Faculty of the School of Social Work
of Loyola University in Partial Fulfillment of
the Requirements for the Degree of
Master of Social Work

January
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CHAPTER I

INTRODUCTION

The renaissance of interest and activity in the institutional care and treatment of children during the past decade has evoked general acceptance of the child-saving institution as an indisputable method of care for certain children. More than twenty years ago, Prentice Murphy, at the White House Conference, emphasized that the foster home versus institution controversy was not valid and that both should be recognized as foster care.¹ Consistently, in the subsequent years, it has been emphasized that the care of children outside of their own home should not be taken lightly and if placement apart from their own home is necessary or advisable it should be done selectively. Foster family and various types of institutional care have distinctive roles to play depending on the age of the child, the situation from which he comes, the problems which he presents, and his personality needs at the time of placement.

PURPOSE AND SETTING

The present study was undertaken to determine changing

concepts of institutional child care as reflected in one dependent children's residence — Uhlich Children's Home. The purpose of the study is to identify areas thought to reflect change and trace the trends through an analysis of Uhlich Board Minutes, Superintendent, Social Service, and Annual Reports covering the period 1927-1953. Areas of change which will be dealt with will be (1) role and function of administrator, (2) role of Board, (3) type and qualifications of staff, and (4) services to children.

SCOPE AND METHODOLOGY

The study, limited to the years 1927-1953, covers the administrations of the last three Superintendents. In selecting this period, consideration was given to using as wide a span of years as possible and to individual administrations sufficiently long to show trends. The areas selected to show trends in changing concepts of child care will be documented by means of excerpts from the four sources — Board Minutes, Superintendent, Social Service, and Annual Reports.

UHLICH CHILDREN'S HOME

The present Uhlich Children's Home is located in a residential area of single tenant owned dwellings on the northwest side of Chicago. With a capacity for 106 children, it serves families of
all denominations and includes boys and girls from age six to year of graduation from high school. Its function is to "provide a home and education for orphans, half-orphans, children from broken homes, and other under-privileged or needy boys and girls. It is supported by charges, donations and bequests."²

The Home is a congregate type residence consisting of two buildings. Uhlich Building, constructed in 1928, provides for pre-adolescent boys and girls in dormitories containing up to thirteen children. Abel Hall, built in 1960, contains two departments of double rooms for adolescents totaling twenty-eight, a modern gymnasium and the administrative and social service offices.

Initially, the first Home established was founded as THE GERMAN ORPHAN HOME in 1866 by a small group of women of St. Paul’s Evangelical and Reformed Church to serve the children of that Church orphaned by the Civil War. As the demand for this type housing increased, a larger Home was built in 1869 on a tract of ground donated by Carl and Johanna Uhlich, life-long members of St. Paul’s Church. This new Home was incorporated under the name of THE UHLICH EVANGELICAL LUTHERAN ORPHAN ASYLUM. When this residence was wiped out by the Chicago fire, a third establishment was opened for occupancy in 1873 which remained in use until the present facility was

² Social Service Directory, Welfare Council of Metropolitan Chicago, 1953
erected in 1928. The name in use today, Uhlich Children's Home, was adopted in 1947 in keeping with the shift from care only of orphans to children from disadvantaged homes, a trend which began to be felt at the turn of the century.

From the time of incorporation, a Board of nine Trustees, elected from the Session of St. Paul's Church, has been responsible for the overall operation of the Home. Until recently, the Trustees shared this responsibility with their wives and other women in the congregation who organised as the Woman's Aid Society. Policy setting, employment of the Superintendent, fund solicitation, management of purchases and expenditures, investments, and admissions and dismissals were the essential functions of the Trustees, while the physical maintenance of the facility and the general well being of the children were closely supervised by the "ladies".

Early in 1949 a Board of Managers was added. The members were selected from the community at large with particular attention to business and professional men and women from various social and cultural backgrounds. The Trustees' responsibility is now directed to investment of capital funds, while Board responsibility for the operation of the institution is delegated to the Board of Managers. The Woman's Aid Society confines its efforts to fund raising.

Prior to 1947 the main financial support of Uhlich came directly from the congregation of St. Paul's Church. In each instance
when new buildings were built, the money was raised by big drives directed toward that objective. In 1947, the area of fund solicitation was broadened when Uhlich qualified for help from the Commission on Benevolent Institutions and assigned North Illinois Synod and four western Evangelical and Reformed Synods from which funds might be raised. Throughout the years, it has been the practice to operate the Home with funds obtained from charges, investment income, and contributions raised for that purpose. Increasingly, since 1941, large bequests have been given Uhlich so that at the present time the institution is well endowed and solvent. The agency is a member of the Welfare Council of Metropolitan Chicago, licensed by the Department of Public Welfare, State of Illinois, and endorsed by the Subscriptions Investigating Committee of the Chicago Association of Commerce.

PHILOSOPHY OF PRESENT DAY CHILD CARE INSTITUTIONS

The modern institution today is expected to provide more than custody, healthful care, training, and education. Ideally, the institution should provide a healthful and therapeutic milieu in which the program, facilities, and staff merge into one collaborative treatment effort designed towards encouraging healthy personality development and return to normal community living. The character of the child's experience in the institution is group living in a
"flexible controlled environment where children live within limits within which they can comfortably fit".3

Houseparents are seen as the focal point in the children's life in the institution. They are responsible for carrying out such functions as health care, shelter, clothing, feeding, discipline, teaching of good habits (i.e., cleanliness, work habits, etc.), teaching and enforcing respects for law and order, property and the rights of others, participating in planning for the child's time within the particular dorm group, and in leisure time activities outside the dorm, observance of religious customs, and establishment of good relationships of children to adults and to one another.

Present day child caring institutions have a dual responsibility. They have a responsibility to the children to give the type of care which will enable each child to develop in accordance with his individual capacity, and an obligation to those who provide funds for their operation. It is impossible to fulfill this dual responsibility to child and benefactor without a sound plan of organization. The media by which institution organization evolves is sound administration which combines the efforts and skills of the executive and the Board.

3 Paper by Norman Lourie, "Casework Services Today in Institutions for Delinquent Children", NCSW Selected Papers in CW 1951
The present day concept of dynamic administration has been defined by Leon Richman as "a fluid process by which the executive functions as a leader, an enabler, and an integrator". In the process the administrator defines functions, lines of responsibility, and coordinates the efforts of all individuals so that each staff member participates creatively in the function of the agency. It is generally accepted that the role of the executive in the institution is more complicated than in any other agency by virtue of the fact that the executive is expected to administer the institution, to act as parent substitute and also be the leader of the institution.¹

According to the minimum standards set up by the Illinois Department of Public Welfare, "to facilitate the smoothest functioning of the institution there should be an officially approved statement setting forth the division of responsibility and function between the Board and the executive. In those instances where Board members or volunteers perform staff functions, they should be responsible to the executive in the performance of these functions."⁵

¹ Creative Group Living in a Children’s Institution, edited by Susanne Schulse, Association Press 1951

⁵ Proposed Minimum Standards for Children’s Institutions, State of Illinois, Department of Public Welfare, Division of Child Welfare 1952
FUNCTION OF THE BOARD

Ideally, the major functions of the Board are the selection of the executive, the formulation of broad policies, approval of the general program, securing the necessary funds for the operation of the institution and interpretation of the program to the community. Jointly, the Board and the executive set up a definite structure through which the Board obtains full knowledge of the program, the needs of the children, the problems in meeting these needs, the relationship of the institution to the community and an awareness of the successes and failures experienced by the institution. Effective functioning of the Board would dictate that the executive attend Board meetings.

ADMINISTRATOR

Progressive institutions recognizing child welfare as their major responsibility will select an executive who is, primarily, professionally trained to understand children's needs and experienced in administering a program which will meet these needs. Such an executive may not necessarily possess all the skills required in the many institutional areas. He will then need the assistance of specialists on the staff and Board.
HOW STUDY WILL BE PRESENTED

In studying the changing concepts of child care at which as reflected in Board Minutes, Superintendent, Social Service and Annual Reports, the administrations of the last three Superintendents will be analyzed. The decision to show trends in the three administrations came about when a review of the documentary source material pointed up a definite correlation between the Superintendents' qualifications, personality and past experience, and quality of performance on the job and achievements. Each administration will be considered in relation to (1) Superintendent's qualifications, (2) Superintendent's relationship to the Board, (3) Superintendent's relationship to the Woman's Aid Society, and (4) Superintendent's own interpretation of his role.

Chapter II will deal with the administration of the Superintendent who managed the institution during the years 1927-1938. To best show the characteristic aspects of this period, focus will be placed on the extent and nature of the limitations imposed on the Superintendent by the Board, the degree to which the Superintendent depended upon the Board, the effect of the Superintendent's knowledge and interpretation of his role upon the Board, and the influence of the financial status of the institution on the over-all operation of the Home and on community relations.
This chapter will also include the Superintendent's attitudes regarding admissions, discharges, and deviating behavior, as well as his philosophy of child care.

Chapter III will cover the administration of the Superintendent who served during the years 1938-1946. To bring out the significant features of this era, attention will be given to the effect of the Superintendent's dependence on the Board, the quality of the relationship between the institution and child welfare agencies as a result of the Superintendent's attitudes and performance on the job, and the influence of the public child care agencies on development of program at Uhlich Children's Home.

Chapter IV will be a consideration of the administration of the Superintendent who served the years 1946-1953. The representative aspects of this period will be brought out through focus on the influence of a professionally trained executive on the Board, Woman's Aid Society, and staff, and will include the shifts in program as a result of clearly defined areas of responsibility and enlargement of specialised staff.

Chapter V will deal with the conclusions drawn from an analysis of the three administrations in respect to changes in concept of institutional care of children.
CHAPTER II

ADMINISTRATOR 1927-1938

This administration began and was carried on for little more than a year in the fifty-five year old three story building erected after the Chicago Fire, described by the Superintendent when he took over as "rat and vermin infested". Starting with seventy-eight children, there was an increase to eighty-four at the time of the move to the present residence. The population fluctuated around eighty except during the depression years when it remained around fifty-five. It was the policy then to admit children from age three to twelve and to discharge them at sixteen. Although the Charter of 1869 specified that orphans and half orphans known to St. Paul's Church be admitted, in practice children from broken and disadvantaged homes were being accepted for care.

ADMINISTRATOR'S QUALIFICATIONS

The selection of this Superintendent was made after a long search by the Board for a trained person to succeed the "matrons" who managed the institution from the earliest days. This Superintendent was in his middle fifties when he came to St. Louis from a staff position in a dependent boy's institution. He was not known
to have a special vocation. His early work experiences were not mentioned in the documentary sources or contained in the files of the institution, but it is known that he had studied in preparation for becoming a minister in his youth. He summarized his own qualifications as "warmly recommended by many of our philanthropic and other agencies for constructive services rendered in a number of schools and institutions." 6

SUPERINTENDENT'S RELATIONSHIP TO THE BOARD

The Board of Trustees during this administration was composed only of men elected as specified by the corporation by-laws, from the group of voting members of St. Paul's Church. This limitation perhaps accounts for the difficulty in obtaining a representative group of professional persons with distinct skills to contribute in the performance of their Board duties, and for the character of the Board which tended to be authoritative, dominating, uninformed, and inflexible. Standing committees of the Board, namely, committees on admissions and discharge, education and discipline, and finance, strictly interpreted their respective functions so that rigid controls bound the Superintendent.

Since the Superintendent during this period seemed to

6 The Uhlig Evangelical Lutheran Orphan Home, dedication program 1928
accept it to be the inherent right of the Board to approve every aspect of institution operation and to give close supervision, he interpreted it to be his responsibility to share even the most minute details of institutional living and the relationship evolved into an extremely dependent one. Because the Superintendent was not included in the meetings of the Board, he followed the procedure of keeping them informed through monthly reports. In these he covered items of his own selection, such as: health, delinquent parents, grounds, building and property, mite boxes, audit, camp, German Day, Tag Day, social service investigation, and current status and problems related to community agencies such as Chicago Federated Charities, Association of Commerce, Council of Social Agencies, and so on. It was usual also to include a brief summary of children admitted and dismissed and the current population.

The following excerpts show the extent and nature of the limitations imposed on the Superintendent by the Board:

With reference to the question of purchasing enough potatoes and apples to last over the winter, it was the recommendation of the Board that only apples be purchased.7

We need a new typewriter in the office. (Requested two successive months).8

7 Superintendent's Report, November 1927
8 Ibid, August 1927
Will the Board decide whether we will hold the annual festivities on 12–26 or 27.

Regarding your plan of reducing Superintendent's authority from $25,000 to $10,000 for extra-ordinary expenses or new purchases which did not come under general heading of general maintenance, which by its very nature would seem to infer a check upon my extravagance when my 9 years' service have proven that I have been a keen buyer and watchdog against unnecessary expense. 11

The degree to which the Superintendent depended on the Board and the aspects of administration which he disclosed to them is brought out in the following:

Milk has been reduced from 35¢ to 26¢. 11

The discipline of the Home is very good but we have a very serious situation to face in the case of Leo E who came home drunk. I would appreciate your advice. 12

Our new Boys' supervisor lacks initiative and is not registering with the boys. I am therefore letting him go and have advertised for another man. Perhaps some member of the Board can go over replies to my advertisement and help us secure the right man. 13

I suggest that the Woman's Aid be asked to cooperate in work of visitation and report to us their findings ... to protect against the Home

9 Superintendent's Report, December 1927
10 Ibid, December 1935
11 Ibid, December 1932
12 Ibid, May 1934
13 Ibid, November 1934
housing children such as the P's where father is remarried.

Laundry work is becoming too heavy. Would like your advice about using furnaces on three mornings and paying $10.00.\textsuperscript{15}

We have run up against a peculiar situation which has worried the "Ladies" much. It seems we have four different sized windows ..., instruct so that curtains can be made in sectional sizes, 32, 34, 35 and 36 inch.\textsuperscript{16}

Our tag day effort has been disappointing and caused much work and disappointment for your Superintendent. Please decide whether I may represent the Board or whether the Chairman of the tag day committee do so.\textsuperscript{17}

At no time was there an expression from either the Superintendent or the Board in the various reports regarding clarification of areas of responsibility. The Superintendent pressed for board policy on increasing parents' board payments, on raising the age limit of applicants, on enlarging group of children eligible for care, for more frequent review of applicants, and for an annual budget. He only succeeded in the first recommendation which led to all the families financial status being re-evaluated in 1928 through the process of each parent filling out a new appli-

\textsuperscript{14} Minutes of Board of Trustees, June 1927
\textsuperscript{15} Superintendent's Report, December 1937
\textsuperscript{16} Ibid, April 1934
\textsuperscript{17} Ibid, September 1933
cation form. The Superintendent's suggestions at the time when the plans for the present building were being formulated also elicited no response from the Board. He expressed himself on the matter as follows:

On reviewing the approved plans I consider we would be making a grave error in planning for such big dormitories. I feel we should not keep rigidly to the old institutional method, especially when we know that the entire Social and Child Welfare thought is opposed to larger groups. The cottage plan receives almost universal favor. I am reasonably sure that our plans for sleeping rooms would not be acceptable to any group of Social Work and I suggest that you submit our plans to the Council of Social Agencies. I would gladly set the machinery in motion for you. 18

While the Superintendent indicated some awareness of the trends in the field here, he did not apply this knowledge by making an effort to lower the number in the respective dorm groups in the institution under care at the time.

Though the Superintendent worked long hours and considered himself dedicated to the job, it appears that he was not sufficiently well informed in child welfare to function effectively. For example, he did not learn until 1937 that a substantial number of children in residence qualified for county subsidy as dependent wards of Juvenile Court. His stand throughout his administration in opposing all the efforts of the child welfare agencies, concerned

18 Superintendent's Report, May 1927.
with raising standards of child care, by refusing to employ a professionally trained social worker, appears to have influenced the board. Some familiarity with community resources came after many years of service but as in the matter of the social worker, his attitudes appear to be a reflection of the level of his experience and knowledge of the field.

SUPERINTENDENT'S RELATIONSHIP WITH WOMAN'S AID SOCIETY

The Woman's Aid Society was referred to by this Superintendent as "the God mother of the Ulrich Orphan Home". The position of this group was very strong during this period. Not only was the Superintendent forced to rely on individual wealthy members for periodic substantial cash contributions to meet payroll or some aspect of children's need, particularly in the depression years, but relied heavily upon the organization for help with money making schemes popular in that day such as carnivals, card parties, concerts, dramatic performances, etc. In addition, they were given major responsibility for the annual Tag Day and represented the agency at community meetings for the purpose of planning various means of fund solicitation.

The Superintendent not only encouraged but accepted it as the society's inherent right to maintain a watchful eye over the general operation of the institution and provide such services as
would improve the general well being of children and staff. In this direction, they exerted an effort to find suitable staff at the Superintendent's request, they provided recreational and vacation outings for the children, sewed most of their garments, provided furnishings, and at times, actually took over supervision of groups in the institution when staff shortages occurred or in times of widespread illness among the children. In some instances they dictated to him as when they demanded that he have the stage curtains cleaned, a request which he had to refer to the Board before he could act upon it.^{19}

The children were often the direct recipients of many bounties from the "ladies". It was characteristic of the Superintendent to give recognition to the benefactors by having the children send some expression of gratitude on individual benefactor's birthday, to participate in memorial services at the graves of the deceased, or to attend funerals. The nature of the Superintendent's relationship with Board, benefactors, and Woman's Aid was semi-social, his interpretation of the public relations role:

**SUPERINTENDENT'S OWN INTERPRETATION OF HIS ROLE**

This Superintendent's administration divides itself into

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^{19} Superintendent's Report, January 1937
two definite periods. The first period from 1927-1930 in which the
major portion of his time was devoted to problems related to the
operation of the institution, i.e., staff personnel, child care and
parents, and the second period, the years after 1930 when the greater
part of the time was given to fund raising and community relations.

STAFF PERSONNEL

Although the Superintendent was charged with the responsi-

bility of employing staff, he relied on the Board and the Woman's Aid
Society as a resource to obtain persons known in the congregation or
recommended by them.

During this administration the staff varied in number from
nine to fourteen depending on availability and financial status of
the institution at the time. Those responsible for direct care of
children were classified as Supervisors, a title introduced by this
Superintendent to replace the former one of "caretaker", to give this
position more status. Throughout the administration, three super-
visors managed groups varying in number from sixteen to forty-two. At
one time twenty-four pre-school children were cared for by one staff
member. The Proposed Illinois Minimum Standards stipulate that a
houseparent shall be responsible for a maximum of fifteen children.

The primary function of the supervisor was to give daily
care to the children, but it was usual for additional duties to be
assigned about the institution. Salaries were notably low and constituted a problem in regard to quality of personnel and length of employment.

It was the practice of this Superintendent to employ an assistant, classified as "matron", who in the early years carried out a housekeeping function which in the later years was combined with social investigations.

The Superintendent related the "many incompetences, low standards of care, and gross neglect of cleanliness and health", to the personnel and attempted to remedy this by frequent "eliminations". In the selection of child care staff he made an effort to obtain persons from the teaching field but the majority fell in the group of "aged widows" without any skills. These appear characteristic of those described by Leon Richman as "dependent, submissive persons who turned to institutions for protection and security". 20

While recognizing the trend of the day to decrease the number of children for which one adult was responsible for daily care, the Superintendent did not use this means to provide more desirable working conditions to draw more adequate personnel, or as a means of improving services to the children.

The quality of staff can be judged by the following:

20 Creative Group Living in a Children's Institution, Edited by Susanne Schulze, Association Press 1951
We do not employ a janitor any more under this title. Mr. N has been promoted to the position of assistant boys' supervisor with particular responsibility for work. In this connection the janitor work is well taken care of. He is educated and a fine young fellow. He is a first class sportsman and therefore able to supervise the boys' games and plays. 21

Mr. T has had more than his hands full with the boys who command frequent punishment. His past military experience combined with a trained mind enables him to administer punishment effectively. 22

At the time of employment of the above staff member his duties were specified as:

Mr. T will assist me in intelligence tests for the entire Home, be in constant touch with the school principal and teachers and deal with first offenses, mental or physical, whether originating in the Home or the school. By this means we hope to deal more intelligently, justly and wisely with serious breaches of discipline which will be brought to my attention and decision. 23

Miss G will command the girls and small boys division. She will assume minor details that originally fell to the Superintendent and develop an atmosphere of understanding in which the child's welfare will be the first consideration. 24

We have concluded that our kindergarten supervisor must go on a long vacation. She is a faithful girl but unable to cope with her work successfully. We have taken over a year trying to help her but she

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21 Superintendent's Report, June 1927

22 Ibid

23 Ibid, February 1927

24 Ibid
gets worse. We have secured the services of Mrs. D who was baptized, confirmed and married at St. Paul's and attends there now. We have her boy in the Home. 25

COMMUNITY RELATIONS

Early in 1929 a shift of emphasis in the management of the institution became evident when in the pursuit of broadening the area of fund solicitation the Superintendent attempted to secure the endorsement of the Association of Commerce. This would in turn help qualify for membership in the Federated Charities and make possible the participation in the annual private institutions' tag day. The first endorsement came about in 1930 after which Uhlich Board revised the by-laws, considered by Association of Commerce "the most antiquated document they had ever seen", as recommended, 26 The revision included provision for election of a vice-president to the Board and the enunciation of a policy regarding admission, which specified:

The object of this corporation shall be to provide a Home and education, physical and religious, under Evangelical auspices for orphans, half orphans, under privilaged children or needy boys and girls.

A qualified endorsement was obtained the next year when the Association agreed to accept "any person we (Uhlich) thought

25 Superintendent's Report, February 1927
26 Ibid, August 1930
capable of doing casework and who could work up to the standard required by Council of Social Agencies*. The Superintendent explained that he had a capable woman, "the widow of an attorney and therefore well qualified. She would live at the institution performing her house duties and take over position of social worker".

The Superintendent had attempted to join the Council of Social Agencies early in 1930 "since this is the key organ of Social Welfare work in the city and should add prestige to us to belong", but was rejected because the matron service as case worker did not meet their standard.

This immediately posed a dilemma since the institution was depending on admission into Community Fund and Federated Charities as other means of revenue. Since membership in Federated Charities, endorsement by Association of Commerce, licensing by State Department of Welfare, and eligibility for Community Funds were all contingent on meeting the requirement of Council of Social Agencies, this started a series of controversies between the Superintendent and the Council of Social Agencies and the respective agencies which continued throughout the administration. Admission into Council of Social Agencies was never attained and the only unqualified endorsement into Association of Commerce was granted in March 1930.

The Superintendent held that private agencies would lose

27 Superintendent's Report, February 1930
their identity and control of their own progress if they acceded to
the demand of Council of Social Agencies. He interpreted the distribu-
tion of Community Funds and Federated Charities allocations as
follows:

It is time we realized the seriousness of aggression
of some denomination groups into the Financial Field.
Endorsement by the Chamber of Commerce does not mean
anything more. It is clearly a matter of every agency
for itself and becoming flexible and amenable to a very
and any means of raising money even though they have
to break down traditional policies and attitudes. No
organization can afford to be dictated to when self-
preservation call for strenuous activity in fund
raising.28

In 1937 when the State Department failed to issue a license
the Superintendent continued staunch in his conviction:

The Committee of Associated Church Charities met
and received some very illuminating information
which reveals two things:

1. That the sympathies of the Community Fund and
Council of Social Agencies welfare workers are
not with the religious institutions and more espe-
cially the Protestant groups.

2. That the Social Service Workers Union, a CIO
affiliation, is making itself felt and will be
increasingly so. In view of recent revelations it
was felt that we should safeguard ourselves against
investigations and surveys and CIO encroachments.

Council of Social Agencies -- re social worker,
I consider the whole thing a farce and persistent
attempt to find positions at $120, min. salary
for inexperienced girls who graduate from University
of Chicago as qualified social worker ... this question is important as far as Association of Commerce is concerned who act upon the decisions of Council of Social Agencies.29

I feel the time has come when the Board should call a special meeting to review this matter which is becoming a serious one inasmuch as they reflect the persistent attitude on the part of the Council of Social Agencies to enforce employment of trained social workers. There is every evidence that the ultimate aim of the Social Welfare people, national and state, is to completely empty institutions by sending the children to private homes. They cannot force the Catholic agencies but are certainly after the Protestant and non-sectarian organizations because they are not a unit. In any case, the matter is worth calling our Board of Trustees to consider, especially as we have other matters to discuss regarding our older group of boys, etc.30

The following year the Superintendent joined the Federated Charities of the Evangelical Church "since one of its objects and purpose is to recruit, train and employ efficient workers which, if worked right, will doubtless enable us to offset the inroads of the trained social worker".31

The following statement made by the Superintendent late in 1932 held true at the end of his administration as well when sudden death from a heart condition terminated ten full years of service. He asserts:

29 Superintendent's Report, March 1932
30 Ibid, January 1937
31 Ibid, March 1938
I am willing and anxious to give every bit of my physical, mental and spiritual strength to the task before us but I realize my limits and fall very easily when lack of interest on the part of our members becomes noticeable. If ever we needed an old fashioned prayer meeting and get together on a solid platform of sincere purpose and attainment, it is now. The Handbook for the Use of Boards of Directors, Superintendents, and Staffs of Institutions for Dependent Children states in part that "the superintendent should give nineteen-tenths of his time to the children and staff. His direct contact with the human side and progress of the children in the institution is very valuable. He must be freed from as much office routine as possible. The superintendent should plan and direct, with the cooperation of the Board, all affairs of the institution except the raising of funds." The duties briefly should be:

1. Buying all supplies.
2. Attending meetings of the Board.
3. Assisting the Board to understand social problems in admission, discharge, and training of children.
4. Employing the other members of the staff and assuming responsibility for their work.
5. Studying the needs of children and learning thru conferences, visits and study the most progressive method of caring for them.
6. Conducting weekly staff meetings.
7. Providing frequent personal conferences with members of his staff and children.
8. Providing education and recreational facilities for the staff such as specialized library, at least 1 day off a week of relief from duty and at least 2 weeks annual vacation with pay.

It so happens that I have a super mind for details and a naturally active disposition. I love every phase of our work both at Home and on the Field, but I am anxious not to break down and therefore feel that the Board should realize fully the burden my staff and myself are trying to shoulder without
CHILD CARE

The areas of child care for which the Superintendent assumed responsibility in varying degrees during his administration were: admissions and discharges, discipline and contacts with parents, and work recreation program.

From 1927-1929 the parents requesting their children's admission to the Home were personally interviewed by the Superintendent or by the Joint Service Bureau worker. The latter agency provided service to families they referred to member agencies. During this period individual members of the Board, Women's Aid Society and the Pastor of St. Paul's Church participated in some of the investigations at various times at the invitation of the Superintendent. It was the practice to submit a brief social summary to the committee on admissions for review, approval and fee setting. Admission was related almost exclusively to parental situation and the summary seldom included an evaluation of the child or his needs.

At the Superintendent's request in 1929, the Board approved the part-time employment of a University of Chicago student "to secure data upon which the agency could readjust board rates, and to bring records up to date". During the six months this worker

32 Superintendent's Report, November 1934
remained with the agency the greater part of her time was devoted to locating parents delinquent in their payments. In 1931 "a matron" was employed for investigative work which gradually came to include most of the contacts with parents. This was the result of the Superintendent's shift to more intensive participation in community relations and fund raising on a broader scale.

The Superintendent's attitude and policies regarding admissions are expressed in the following:

The tendency everywhere is to raise the age limit and keep their boys until they are through with high school. There is an economical side to this also inasmuch as with older boys and girls we are able to keep our overhead at a minimum. We can use them to do work that we otherwise would have to employ outside labor for.  

Acting upon what I interpret to be the wish of the Board I am not encouraging applications altho I personally feel that if a case presents itself which involves one child or perhaps two where there is every possibility of receiving $20 or $25 per month that we should encourage same. There is a sense in which the same overhead is necessary for 60 children as for 100. On the other hand, I feel we should inaugurate a policy of eliminating children that can be taken care of in some other way and for whom we get little or nothing. Also we should make an attempt to raise the amount paid by some who seemingly are paying ridiculous sums. It is difficult to however in a case where a mother or father have several children to raise their amounts. It would look therefore to be a good policy not to take in large families unless the need was very urgent and then treat

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33 Superintendent's Report, December 1926
these cases much the same as an honest-to-goodness orphan.34

We have not worked up any applications. In each case they would have been direct charges upon us — the remuneration that could be paid would be small. Straight cases of desertion.35

If a little over a month ago was sent home. The boy has not ceased to live on our doorstep ever since. His home conditions are anything but nice. They live in a shack and the mother is living with another man. The boy would like to return and feels he has learned his lesson. Would you favor his return? Personally, I think it will be worthwhile for while he deserved all he got yet a responsibility seems to rest upon us to prevent the training of several years into the discount.36

A very deserving case. Their little one armed mother will be faithful in her obligations but cannot do much with one arm. As the children grow up she is unable to cope with them as is evidenced by the older one who is unmanageable.37

It would be a good policy to increase our population so as to place us in a more favorable light. The only way we could do this would be by accepting absolute charity cases and lowering our standard of admittance to include children from families desperately in need where the children are suffering.38

34 Superintendent's Report, January 1930
35 Ibid, March 1930
36 Ibid, January 1930
37 Ibid, October 1931
38 Ibid, November 1932
Our population is 59. Lawrence Hall for Boys is overcrowded. The applicants they sent us could not be considered. I therefore conclude their standards are much lower than ours. \(^{39}\)

1½ year old girl ... Take the case to Juvenile Court and have her committed to our care until she is 18 years of age as several of our older girls have left and our population is low. \(^{40}\)

We have decreased to 52. I would suggest you do not stress the divorce point too strongly. I find that we are about the only organization that stresses this. The Juvenile Court and Social welfare bodies feel that this is not the question to be debated but rather the need for care and possible readjustment later. I feel that with the capacity we have we will be subjected to much criticism if our population is kept at so low an ebb. \(^{41}\)

While we do not have much faith in promises of this kind, I suggest we accept this child as our population is low. \(^{42}\)

There has been no time for an investigation but from the conversation I had with Mrs. K (Women's Aid) who has known these people for a long time I would suggest Board accept. \(^{43}\)

While this seems to be a worthy case we feel we should not accept him. He is a very small child although over our age limit and his grade

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\(^{39}\) Superintendent's Report, October 1936

\(^{40}\) Ibid, June 1936

\(^{41}\) Ibid, August 1936

\(^{42}\) Ibid, January 1937

\(^{43}\) Ibid, September 1937
in school would be another problem. Due to a
weak heart he is not allowed games or picture
shows.

Discharges were subject to review by admission and discharge
committee. Those initiated by the Superintendent were most frequently
related to parent's failure to maintain payments or to problem
behavior on the part of the children. His attitudes are expressed in
the following:

There are those who are using Ulrich as a
convenience and shelving their paternal
responsibilities. I recommend to the Board
to authorize a complete survey and investi-
gation of every child's case.

Past experience has driven me to an attitude
of severity and the suggestion that we take
these matters into our own hands instead of
resorting to the courts where we experience
delays, indifference and lack of compensation
for worry and expense. I am therefore rec-
ommending that we adopt a policy of extreme
severity in the case of delinquent parents or
guardians where we find the tendency to burden
us with responsibilities they should assume,
and extreme liberality and charity in those
cases where children are deserted or likely to
suffer through contact with their legal guardian.

An unsatisfactory case with a mother who is
disagreeable and unappreciative. The oldest
girl came to us too old to be remodeled and I
consider she should be removed. I am pro-

\[\text{\textsuperscript{11}}\text{Superintendent's Report, September 1937}\]
\[\text{\textsuperscript{15}}\text{Ibid, June 1927}\]
\[\text{\textsuperscript{16}}\text{Ibid, October 1928}\]
ceeding along the lines of eliminating children of parents who do not appreciate what we are doing and are unwilling to pay what we think they should pay. 48

I sensed that we would have trouble collecting (father's drinking) and I requested that the mother take the children home. All this clearing and weeding out of deadwood reduces the number of children but we are better off for acting promptly in such matters. 49

During the month we have maintained activity as regards delinquent parents. We hope are long to have a few more "deadheads" assuming their responsibility. 50

After a great deal of investigation we succeeded in depositing the three H children with their father. Thus a case of impostion, clever lying, etc., has been disposed of. 50

I have given a lot of thought to finances. In harmony with this I have been using a big stick to delinquents. 51

The greatest portion of time was devoted to clearing up past indebtedness and setting up new rates. This was a real problem since at the beginning of the administration parental indebtedness amounted to almost $22,000. In one case, the father, a policeman earning $200 per month, paid $5.00 per month for almost eleven years without change. In another, the fee of $10.00 per month was charged

48 Superintendent's Report, March 1929
49 Ibid, October 1931
50 Ibid, December 1931
51 Ibid, May 1932
without increase for fifteen years during the period extending beyond this administration from 1929 to 1946. The Superintendent's reports after 1932 do not contain any references to delinquent parents which seems compatible with his marked pre-occupation beginning about this time with community relations and fund raising on a broadened base.

The Superintendent's references to deviating behavior to which he reacted by effecting dismissal, also points up the prevalence of emotional disturbance in the children and failure to recognize or assume any responsibility for remedying it, either through the group living program or referral to appropriate agency. Some examples are:

The boy discharged displayed decided subnormal tendencies soon after his admission.52

On three different occasions it has been necessary to ask Mr. K to come to the Home and see us in regard to his daughter's conduct. On two separate occasions within the last two weeks she has defied any authority and refused to do the work demanded of her. We have now reached the point where we must lose Ruth or staff.53

In seeking to know all we can about the antecedence of those whose conduct is reactional and irregular, it takes us into the field of unnatural cause and abnormal disciplinary cases of which we have too many at which ... I have therefore sought contact

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52 Superintendent's Report, March 1928

53 Ibid, April 1928
contact with the parent or guardian and in doing so have found a sense of irresponsibility which is appalling.\textsuperscript{54}

Our children are beginning to understand the meaning of discipline and honor altho we have a particularly bad case in George ... who I feel should be transferred from present school where he has disgraced himself by use of filthy and suggestive language. He is a law unto himself and cannot remain with us without interfering with the common good.

I was reported as incorrigible and unfitted for this home so was sent to Protestant Children's Home.\textsuperscript{55}

Oscar, one of our older boys, 13 years of age, has caused us many anxious moments because of his inability to show any activity. I appealed to his father to help in stirring him up. Oscar is a good boy but will be a failure at everything unless something is done to snap him out of his laziness and I believe the father's suggestion to place him in a private home is an excellent one. Furthermore, the father is only paying $13 per month and this hardly pays for his food.

June, one of our youngest girls, has exhibited some very pronounced and nasty sexual qualities which is not going to be good for the rest of the children. I feel it would never do to keep the girl with these abnormal sexual tendencies, and I would be glad to have your permission to tell the father to take her away.\textsuperscript{56}

She was sent to his mother because he beat up the smaller boys.\textsuperscript{57}

\begin{itemize}
  \item \textsuperscript{54} Superintendent's Report, June 1927
  \item \textsuperscript{55} Ibid, March 1930
  \item \textsuperscript{56} Ibid, July 1930
  \item \textsuperscript{57} Ibid, October 1930
\end{itemize}
We are experiencing a number of physical difficulties due to the large number of boys and girls over 13 years of age and I would appreciate a meeting of the Education and Discharge Committees. I feel it may be necessary to consider letting some of the older boys out. Also, I would like to secure a definite policy which would permit me to return children to delinquent parents of a doubtful nature that we are forced to care for absolutely.  

T, age 15, has given trouble for more than a year and came to climax when found guilty of interfering with fire alarm boxes at school. Principal refused to keep him any longer. T has been unruly ... the leader of some of the older boys in creating noise and rebellion in the dining room.  

K, age 13, run away for the second time. The spirit of adventure, combined with an inborn and natural tendency to lie and beg, at which he has proved to be a past master during the past three years has doubtless given him confidence ... He has the makings of a gentleman crook. (The same boy was also reported to be a moron in nature by his camp mates).  

This 7 year old boy was such a disturbing element in little boys' dorm that we asked the mother to place him in a private home.  

Examples of instances where the Superintendent participated in long range planning are:  

W is 9 years old. Has always been delicate and a borderline TB and needs special attention. The father is one of those we have had consider-

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58 Superintendent's Report, March 1931  
59 Ibid, April 1932  
60 Ibid, November 1934  
61 Ibid, June 1935
able trouble with and I have secured his permission to let Mrs. N adopt the child. She cared for him before he entered the Home and loves the kid. Unless the father keeps better faith with us than he has done, I suggest we return his two older boys to HCM with whom father lives. He owes $2,282.00.62

Mr. Z, age 74, has two children married and is lonely. He wants girl 14 or 15 years who will stay with him until he dies and to whom he will leave his fortune of $1,0 or $50,000. I have visited his home. He seems to be on the square and lives in a plain but humble fashion. D is the only girl who would fill the bill. She is a full orphan — not of the giddy type and German. She is not overly robust and it would be a godsend if she could find a home where she could be taken care of for life.63 (Board rejected).

The three children went to live with their parents. We have been working up to this ever since we took the mother from Elgin State Hospital, restored her to citizenship and finally got her bullheaded Holland Dutch husband to assume full responsibility for his wife and children. We are proud of our attainment.64

The Superintendent believed in a work-recreation program in which work took precedence, that left "few idle moments" and justified his theory that "boys and girls are happier when they are busy".65 He stressed the vocational focus of the day of manual

62 Superintendent's Report, August 1931
63 Ibid, January 1930
64 Ibid, June 1936
65 Ibid, October 1930
training in the form of shoe repair, "minor repairs about the building" and print shop, which had dual utilitarian value when maintenance and repair expenditures were kept to a minimum, and at the same time keeping the children gainfully occupied. The work in addition to routine maintenance included painting of building interior, leveling the yards and planting trees and shrubbery, land clearing, plowing and planting of truck farm and construction of log cabin at camp site. On one occasion when extensive painting was done men staff were employed at 50¢ per hour in their time off and the boys at 15¢ an hour. While the depression influenced the Superintendent to some degree in reducing overhead, actually the methods and program in practice was common to institutions where frugality and thrift were the mode of the day.

When consideration in 1934 was given to using a Trust fund in behalf of program, the Superintendent recommended "erecting a two or three story building in the girls' yard to take care of (1) domestic science, cooking, sewing, (2) vocational arts, rug making, etc., (3) special girls' programs with the idea of developing the girls' vocational programs similar to the boys". Plans for an indoor skating rink playroom were approved in May 1936, instead.

Recreation took the form of activities such as Boy Scouts, band work, singing, dancing and dramatics. The program was
implemented by part time staff, volunteers and at times children's supervisors who assumed both functions. The Superintendant exerted great effort in establishing a summer camp and during the years of preliminary construction, only the boys used the facility and devoted the greater part of their time to work. The girls were provided vacations at the summer homes of individual members of the Woman's Aid Society.

SUMMARY

During this administration the quality of child care remained relatively static. The period was characterized primarily by a paternalistic Board whose qualifications were social standing in the community rather than professional background, and a Superintendent who was a person with little authority to set policies or power to act.

The Woman's Aid Society was the female counterpart of the Board. The "ladies" took an active role in the daily lives of the children and dictated how they should be cared for and treated.

Actual child care was custodial in nature. Although the trend was from provision of care for full orphans to children from broken and disadvantaged homes, the "orphan" philosophy prevailed. This was expressed in a possessive attitude which stressed protection of the children from the influences of the community, excluded...
natural parents, and allowed for tenure-to continue until graduation from high school or such time as the child would be self-maintaining. The people carrying out the program within the institution had little understanding of children or their needs.
CHAPTER III

ADMINISTRATOR 1935-1946

The Superintendent who served during the period 1935-1946 assumed that role upon his predecessor's death when, as President of the Board, he volunteered to fill the emergency created by the loss of both Superintendent and Matron who died a month apart. The population was close to eighty children throughout the administration except for the period April 1944 to October 1945 when staff shortage held the population to between sixty and seventy children. A similar population drop in the previous administration was attributed to the precarious financial situation as a result of the depression. Through chance bequests which began to come in at the beginning of this period, the institution's financial status improved to the extent that building expansion included an indoor skating rink and playroom, a wading pool, and construction of Abel Hall, the residence for adolescents.

QUALIFICATIONS OF SUPERINTENDENT

This Superintendent had been a bank official until the depression closed his bank, at which time he turned to selling insurance. He was sixty-two years of age when he assumed administr
strative responsibility for the institution and seventy when he finally retired. Having been a Trustee for fifteen years, the conjecture can probably be made that his offer to take the position for a year to give the Board ample opportunity to carefully select a successor, could hardly be rejected.

RELATIONSHIP WITH THE BOARD

This Superintendent's identification with the Board and Church for many years, his social involvement with some of the Board members, and the dual roles of Superintendent and Trustee, contributed to a complex and limiting relationship. In addition, the absence of initiative and leadership by the Superintendent, combined with almost total lack of comprehension of child welfare objectives, social agency functions and inter-relationships, and community problems, placed him in a passive role which thrust major responsibility for action on the Board through the Standing Committees. The Camp Committee, added to those of the previous administration, typically describes the nature of the Board-Superintendent interaction as brought out in the amended By-Laws:

This Committee shall administer the business affairs of the camp and shall supervise the purchase of all supplies. No payment shall be made from the camp fund except upon the approval of a majority of such Committee...
It shall also be the duty of this Committee to seek funds for camp purposes through
donations or other sources ... This Committee shall supervise the activities of all children admitted to the camp, and foster their physical, mental and spiritual welfare.66

The Personnel Committee, another example, established as a Special Committee, came into existence after numerous staff resignations. Its purpose as described by the President of the Board responsible for originating it, was to serve in a preventive capacity. In his opinion:

Future difficulty might be avoided if the Superintendent was assisted by Committee on Personnel which would interview applicants for positions, interview all employees before they left the Home and act as Committee to which employees could go to discuss such matters as would properly come before a Committee on Personnel.67

This action by the Board resulted in staff and job applicants dealing directly with the Personnel Committee rather than the Superintendent which incapacitated the Superintendent for handling employment and staff problems himself. Before this Committee served seven months, an investigation of conditions in the Home provoked by the charges of a Housemother employed two years, who had also been a member of the Woman's Aid Society for twenty-five years, resulted in the Board President reversing himself on

66 Minutes of Board of Trustees, July 1938
67 Ibid, October 1939
his earlier recommendation for a Personnel Committee, expressing himself as follows:

The President expressed the opinion that the Personnel Committee could be dispensed with thus placing a larger measure of responsibility of handling the employees on the Superintendent where it really belonged. Several members expressed contrary opinions feeling that the Board should have something to say about who was in charge of bringing up the children ... The President also raised the question as to whether it was proper to have the Superintendent to be also a Trustee and stated the opinion that it would be better for the Home if one person did not hold both offices.55 (Superintendent volunteered resignation following meeting).

The opinions expressed suggest the Board's sensitivity to the need for clarification of areas of responsibility and also reflect the common characteristic of Boards of that period — paternalistic possessiveness.

The Superintendent only initiated contacts with State Department of Welfare, Association of Commerce, and Council of Social Agencies upon the Board's request. He, like his predecessor, resisted all opportunities to participate in social welfare committees in the community. The following responses by the respective Agencies suggests their recognition of the Board as the dominant, aggressive body on whom to exert their influence:

This meeting was arranged by the Superintendent

55 Minutes of Board of Trustees, May 1940
at the request of the Department of Welfare to
give an opportunity to Miss Adna Zimmerman, head
of the Child Welfare Division, to meet the
Trustees and discuss child welfare work particularly
as it related to the work carried on at UCH.69

The Chicago Association of Commerce Subscriptions
Investigating Committee had approved UCH for
donations for the year ending 1941. At the same
time the Committee requested an interview with
representatives of the Home. The President of the
Board and the Superintendent were delegated to go.70

Although we agreed to accept their (Community Fund)
allocation, they are still insistent that repre-
sentatives of our Board shall come to a meeting
of their special committee to further discuss the
matter before payment is made.71 (Which did not
qualify for funds because of failure of agency to
employ Case Worker).

SUPERINTENDENT'S RELATIONSHIP WITH WOMAN'S AID SOCIETY

The Woman's Aid Society emerged as even more dominant
during this period. In November 1939, when the group expressed
general dissatisfaction with Board practices, the Board moved for
the appointment of a Committee on Cooperation composed of members
of both groups "for the purpose of holding joint meetings at which
subjects of any nature having to do with the welfare of the Home
should be discussed". The Board cooperated to the extent of pro-

69 Superintendent's Report, September 1938
70 Ibid, January 1941
71 Ibid, July 1941
viding the Woman's Aid Society representatives with financial state-
ments and including them in all major overall planning for the
children.

During this administration, in addition to actively
planning a recreation program for the girls, arranging for their
summer vacations, assuming responsibility for Tag Day, and
recruiting staff, they also pressed for salary increases, and brought
to the attention of the Board malpractices in the institution which
they related to inefficient administration. The Superintendent's
role in regard to this group was primarily social in the sense that
he was invited to represent the Home at fund raising affairs.
Important matters pertaining to the Home were handled by the women
through the Committee on Cooperation.

SUPERINTENDENT'S OWN INTERPRETATION OF HIS ROLE

As a result of this Superintendent's reliance on leadership
and guidance from others, the administrative responsibilities
sizzled down to overall supervision of the institution in which
emphasis was on beautification of the building and grounds, and
development and expansion of camp program. Upon completing the
first year of his administration the Superintendent summarized his
achievements thus:

Although it has been a year fraught with a great
deal of anxiety, responsibility, hard work, and long hours, I have enjoyed the work which has been entrusted to me and look forward to the future without fear and hesitation for I know that this institution must prosper because it was divinely inspired from its very beginning. After I took hold I found much to be done in the way of rehabilitation of the building such as the repair of the parapet walls and roof, as well as other matters which had been causing us considerable concern. I also found that in many respects the building had not been properly taken care of, due, no doubt to the stringent times thru which we were passing. After making a thorough inspection of the building I felt that it should be thoroughly cleaned and renovated and I therefore gave this work my earnest attention. I trust that before the end of the year, that every room and corridor in this building will be redecorated and thoroughly cleaned. We also have much work ahead of us involving the erection of the Abel Building and I am hopeful that building operations will soon start for the population is growing and its reputation spreading far and wide. Another phase of our coming activities is that of liquidating the indebtedness of our debenture bonds and in all this work all of us should endeavor to energetically apply ourselves in helping to bring this to a successful conclusion this fall.

And so in conclusion I desire to say that altho at the time I took on this great humane task with the thought in mind of serving for only a limited time, I now feel that I should with your approval continue to serve because of the increased activities and responsibilities before us and also because my past year of experience has given me a thorough understanding of all the ramifications of the work. Therefore, with your cooperation and support I stand ready to continue to serve this Divine institution which I so dearly love and to give it my best and most earnest efforts to the end that it shall have a grander and greater future.
The Superintendent's failure to mention any attention to services to children seems significant. The following extract from a report to the Board reinforces the suspicion that the institution, to a great degree, served the Superintendent's need for security in the form of protection and dependence:

Altho I am looking forward with a great deal of pleasure to my vacation, I know that I will greatly miss the children while I am away. They have brought a new chapter into my life and I know that my beloved wife feels as I do, that we have found the greatest happiness that we have ever been privileged to experience to work and live for 24 hours a day under the same roof with these children who have come from all walks of life, To have been permitted by this fine Board to hold the high and responsible position of Superintendent I shall always consider as one of the highest compliments paid to me. Then again to be able to help in the work of the camp and in the enlargement of its scope of operations has also added greatly to the happiness of both my wife and myself ... I wish to express to the Board my deep appreciation for the confidence they have shown in me and the cooperation that they have so generously bestowed, for without your help and fine counsel this would indeed be a difficult task.

STAFF PERSONNEL

This period was marked by rapid staff turnover because salaries were far out of line with war industry which was also absorbing most of the working population, and because of poor personnel practices and living conditions for staff. Periodic

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73 Superintendent's Report, July 1939
salary reviews resulted in salary adjustments but limiting the number of children under the care of one supervisor came slowly and more because of pressure from the Department of Welfare whose concern was with the quality of child care than from a desire to improve staff conditions. In October 1941 the groups included the following:

<table>
<thead>
<tr>
<th>Population</th>
<th>Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kindergarten</td>
<td>17</td>
</tr>
<tr>
<td>Primary</td>
<td>15</td>
</tr>
<tr>
<td>Intermediate girls</td>
<td>13</td>
</tr>
<tr>
<td>Intermediate boys</td>
<td>25</td>
</tr>
<tr>
<td>Abel girls</td>
<td>12</td>
</tr>
<tr>
<td>Abel boys</td>
<td>16</td>
</tr>
</tbody>
</table>

Exactly a year later the intermediate boys' group was divided into two age groups — seven to ten and ten to twelve.

In February 1941, the Superintendent carried out "the oft reiterated request of the Child Welfare Department to hold bi-monthly staff meetings which discloses to me many interesting facts and gives me the opportunity to meet any difficulties and faults which may arise. My staff is greatly pleased to have these meetings for it arouses in all of them a greater interest in their work and a desire to excel in everything they do". This period also saw the beginning of staff attending discussions by qualified persons on discipline and recreation and a series of lectures by Department of Welfare consultants.

The employment of a part time professionally trained social worker in February 1941, who commenced on a positive program
of interpretation of social agency functions and children's needs to the Board, gave real impetus to the Board's desire to bring about change. Although unable herself to work full time, the social worker convinced the Board that the volume of work required a full time worker and action was initiated to obtain one. The changes which resulted included: Admissions and Dismissals Committee name was modernised to "Case Committee", and the title of supervisor changed to houseparent. Application to the Council of Social Agencies was made and the requirements were to be met for admission related to employing a registered nurse, getting into writing the duties of staff, and bonding Trustees. Other changes included employment of a group worker and emphasis on planned program of recreation and vocational training through use of volunteers, the enunciation of the philosophy of raising salaries "to draw higher grade employees", and specific planning by the Board to meet the costs of qualified personnel.

As a means of acquainting Woman's Aid Society of new developments and philosophy of care, representatives from the organization were invited to Case Committee meetings. While the Board investigated the possibility of dropping Orphan from its name since it no longer applied, the Social Service office was given permission to use Uhlish Home on its letterheads. The Board also began to re-evaluate the functions of the standing committees with the objective of reorganizing them so that they would afford larger
representation of the members and definite steps were taken to draw up an annual budget. This was not accomplished until 1947.

COMMUNITY RELATIONS

The efforts of the State Department of Welfare, Child Welfare Division, Joint Service Bureau and Council of Social Agencies during this period, in regard to raising the standard of care at Ohlrich Children's Home, were persistent and strong. Elizabeth McCorkle Fund was active in providing direct services pertaining to nutrition, in-service training, and consultation regarding recreation and casework function.

The issues were those raised during the previous administration, employment of a professionally trained social worker and improvement of services to parents and children.

The Superintendent and the Board held about the same views regarding both issues as follows:

Regarding the Community Fund, it is very evident that they are seeking to place a paid social worker in this Home in order to obtain some measure of jurisdiction or control over us. This contemplated placement of a paid social worker is at this time unnecessary for our work is efficiently performed by our staff.74

In regard to a temporary case worker for our institution, Joint Service Bureau assured me they

Superintendent's Report, July 1938
will send out a representative to discuss this matter with a Board representative and myself. I believe it is of the utmost importance that we give many of our cases a thorough investigation and by doing so compel many of our parents to provide more financial support for their children, or in cases which justify, compel them to take care of children themselves. 75

At the meeting of the Admissions and Discharge Committee with Joint Service Bureau and myself, I made it clear that if after availing ourselves of the case work demonstration we decide not to inaugurate case in this Home, we would be under no obligation to Joint Service Bureau for this service. 76

I informed Joint Service Bureau that the matter of engaging a social worker was fully discussed by the Board and it was decided in view of the big building program which we have in contemplation and also other matters that will require our closest attention, the Board deemed it advisable to defer action this year. 77

The Superintendent stated that he had followed the suggestion of trying to secure a case worker who could also do stenographic work and had written to University of Chicago, DePaul University, and Northwestern University. The University of Chicago replied saying that it would be difficult to find such a person and they knew of none at the present time. 78

The achievements during this administration are traceable to the persistent efforts of the Department of Welfare. The Depart-

75 Superintendent's Report, March 1939
76 Ibid, April 1939
77 Ibid, May 1939
78 Minutes of Board of Trustees, December 1939
ment of Welfare's recommendations to the Board in September 1938, after a joint meeting, were regarding (1) women on the Board and a rotating membership, (2) more private quarters for supervisors, (3) employment of supervisors -- limited to between twenty-five and forty-five years of age, number of children under care of any supervisor not to exceed fifteen (under six years reduced to ten), minimum salary of $140.00 per month, and physical examination to include Wasserman and throat culture, (4) employment of cook at camp instead of allowing the boys to cook own meals, and a Health Committee to look after conditions at camp, (5) all children given physical examination forty-eight hours before admission which would include Wasserman, throat culture and immunizations for diphtheria and smallpox, and re-examination at least once a year, (6) obtain help with menus from Elizabeth McCormick Fund, (7) a definite recreation program and opportunity for children to mix with others in outside activities such as furnished by DCA, Field Houses, etc., (8) experience for high school children of having allowance and opportunity for earning, spending and saving, (9) desirability of trained social worker to maintain friendly relationships between the children and their parents, and possibly improve the situations of parents, also efforts to maintain family life and in some instances reduce the intake through careful investigation, and (10) all available information on record. The report also referred to two children whom the
Department of Welfare worker considered neglected and requiring a resource other than Ulrich.

In response to these recommendations, the Board immediately initiated action to adjust salaries, provide for physical examinations for staff and children, arrange for a camp cook and health committee, make adjustments in supervisors' living quarters and renew contact with Elisabeth McCormick Fund.

In regard to the woman's role, the Board interpreted this to mean more active participation in the recreation program rather than election to the Board. In the matter of rotation of membership, the Board expressed satisfaction with the method of selection as set up in the by-laws. While the Board was "ready to admit that the supervisors could probably secure better results with smaller groups, the institution at this time was in no position to employ more help. The Superintendent states that in a number of cases older children assisted the supervisors in taking care of the smaller children and on the whole thought he had quite a competent staff."79 As for experience with spending money the Board asserted that the children were given opportunities for earning money for extra work and to spend it as they wished.

Regarding more careful intake, the Board contended that the Chairman of the Admissions and Discharge Committee had "many years

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79 Minutes of the Board of Trustees, December 1938
of experience on the bench of the Municipal Court which gave him a working knowledge of social service work, and he was qualified to judge in his personal interview with applicants as the desirability of admissions." To supplement this, the Superintendent agreed to avail himself of all family history from agencies familiar with cases which came before him.

In response to the Department of Welfare's reference to the two children they considered neglected, the Superintendent asserted that the case of the one who "was physically and mentally subnormal" had been discussed from time to time but she had no relatives to whom she could be sent and she seemed to be as satisfied at which as she was likely to be anywhere else. In the case of the child who was "frail and nervous", the Superintendent felt that she was showing some improvement, and that she had as good a chance of overcoming her ailment at which as any place else "since the ailment is not due to the fact that she lives at which but is a natural weakness".

With reference to employment of a case worker, the Superintendant was requested "to look into the matter of securing the services of a qualified student to make investigations". The part-time social worker who eventually was employed in April 1912, gave up her position after a month, asserting that the work demanded a full
time case worker and she was not able to devote this much time to
the job.

In the process of carrying out the annual license investiga-
tion February 19th, the Department of Welfare focused on:
(1) women on the Board of Trustees, (2) discontinuing the Committee on
Discipline to that of Recreation and Education, (3) rotating member-
ship and defining Trustees' areas of responsibility, (4) improving
personnel practices, (5) staff meetings, (6) diet and behavior at
meals, and (7) records -- medical and social service.

The Board agreed to take action to put into effect regular
staff meetings and the Committee name change. As for women on the
Board, the Trustees that a change in the by-laws presented diffi-
culties and that the Committee on Cooperation, "the link between the
Woman's Aid Society and the Board", adequately provided for women's
participation in the management of the Home. The Board again rejected
the idea of membership rotation and expressed satisfaction with the
way various responsibilities were being delegated. As for personnel,
the Board was attempting to carry out the recommendations made. A
greater effort would also be made to keep medical and social service
records up to date. In regard to dining room behavior, the Superin-
tendent was requested to permit the children to enter without
marching in formally and to encourage conversation at the table.

In reviewing the recommendations of the Department of
Welfare made in July 1942, the Board admitted the desirability of their acquiring more knowledge about social welfare programs, child psychology, and special needs of children from visits to other institutions, literature and available educational resources in the community. The Board also expressed an interest in becoming more familiar with the every day living of the children in the Home by observing the work of the staff and children. As one of their first steps, the Board authorized the employment of another supervisor which would make it possible to cut down the largest group of boys.

As a consequence of the same report, a more thorough investigation was started by the Board and Woman's Aid Society. They attempted to ascertain the fitness of two supervisors considered by the Department of Welfare as unfit to handle children, and to evaluate the practices of control used by all staff in dealing with children. They also checked the claim that the pre-school children were being left completely unsupervised for long periods when supervisors were given time off, in observance of the state law limiting hours of employment. One practice complained of, that of using children to spank another child, was discontinued as well as others to which objection was raised. In addition, the Board agreed to make a greater effort to employ a social worker, to look into the system of children's spending money, to improve relations with the public school, and to submit a budget for the operation of the Home for
the coming year.

The Department of Welfare report of April 1943 contained many complimentary remarks and the emphasis was chiefly on methods of dealing with children. It was suggested that children should not be compelled to participate in certain activities, that children who did not receive satisfactory grades should not remain in the "study room" on Saturday afternoons while other children attended the movie, and that misdemeanors should not be punished by taking cash credits from the children which they earned by doing work beyond the routine assignments.

In February 1944, when Uhlich was denied both endorsement by the Association of Commerce and license by the Department of Welfare during the previous year, a joint meeting of the involved agencies was held at which the Department of Welfare worker brought out that "the general program for treatment of children in Uhlich was not modern or scientific, that staff did not have the qualifications it should have, and that rapid turnover in children indicated the likelihood of not having sufficient investigation or selection in the children who were accepted". As a result of this meeting, provisional endorsement and license were granted when the Board agreed to make application to Council of Social Agencies and meet all their requirements. The first, that of employing a professionally trained social worker, had been met earlier that month.
The following June, after another combined meeting of Board and Department of Welfare, the personnel and admissions committee enunciated these objectives: (1) raise minimum age from three to six and maximum from twelve to fifteen, (2) every resource should be suggested at intake to keep mothers with their children, (3) define needy child and limit placement to two or three years during which time case worker program for rehabilitating parents should be initiated, (4) cases referred by Juvenile Court and St. Pauls to be reviewed by case worker who will make recommendation to Case Committee, (5) use Department of Welfare staff organization chart of job analysis, review salary scale, (6) employ a resident group worker to coordinate routine work assignments, educational counselling, and leisure time recreation, (7) apply to Community Fund if institution operates on deficit as result of staff and program expansion, (8) to further meet the needs of children, planning for a program of social hygiene should be implemented.

In April 1945 real recognition of the contribution of social service was given when the Board reached the decision that the volume of work demanded a full time case worker and authorized the employment of one as soon as one was available.
CHILD CARE

In general, the Superintendent during this administration was less personally involved than his predecessor in all areas of service to the children. Several months after assuming his responsibilities, the provisions for admission of children were broadened by the Board in the by-laws to read:

"A child may be admitted to the Home when one or both parents are deceased; in the event the parents are divorced or are living separate and apart contemplating divorce; if either parent is a ward of the Municipal, County or State Institution; if because of prolonged illness or other disability of one parent the other is incapable of caring for it; or if for any reason in the judgement of the Board of Trustees institutional care such as our Home provides is required."

From 1938 until the employment of a social worker in 1944, admissions were handled by a series of persons — houseparents, Woman's Aid Society volunteers, matron, and so on. As in the previous administrations, the Admissions and Discharge Committee reached a decision, set the fee, and presented a brief summary at the monthly Board meeting. From 1944, the social worker participated in the Board meeting and presented her own findings and recommendations.

The Superintendent held two views regarding dismissal. He believed strongly that the institution provided a very adequate Home..."
for the children and that residence should continue until graduation from high school when they could become self-maintaining. On the other hand, when the older children presented problem behavior related to adolescence he expressed the belief that dismissal age should be set at twelve. As in the former administration, the dismissal for non-conforming behavior was a constant threat and reality as pointed up in the following Superintendent's reports:

The two boys who ran away had been warned when they ran away two weeks before that a repetition would mean dismissal. It so happened the second offense occurred when two board members and their wives were spending the evening with your Superintendent. When they were brought before these men, the boys could not give any coherent reason why they ran away and after diligent questioning by the Trustees, it was decided by all three of us that the J boy would be dismissed. When the mother came she requested half a month refund amounting to $7.50. I told her I would take the matter up with the Board.

One of the things that I have emphasized in the care of the children is that they must, above all things, be attentive to their studies and school duties. I particularly warned all of them that if they played truant, I would immediately report them to the Admission and Discharge Committee with the recommendation that they be dismissed from the Home... After giving H one chance he started truanteing again and smoking. I called the chairman of the Discharge Committee and he concurred with calling the mother and dismissing him... I have found that this had a salutary effect on the minds of the other children, for they are thus made to realize that we are doing everything possible to promote their welfare and they must fully cooperate. 52

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52 Superintendent's Report, November 1938
We received a message from the aunt of one of our boys that two of our boys entered her apartment and stole $13.00. I obtained a confession from the boys, B age 13 and R age 11, in the presence of my wife, nurse, two supervisors, and matron. I immediately got in touch with our President who agreed with me that they should be dismissed.83

I wish to call the attention of the Board to a situation that has arisen concerning the education and conduct of some of the children ... 7 or 8 boys who habitually and I might say almost defiantly — are unruly at school and whose marks are so low that the teachers are repeatedly in communication with us. I feel that if this is permitted to continue, it will have a very bad psychological effect on the other children. I would like to ask the Board to permit me to call on the parents of these boys and demand that they cooperate fully with us and if, after my talk with them, the child's conduct at school does not improve, that the parents be compelled to take them out of the home. I know that this is a drastic request to make but if the rules and regulations of the Home are not obeyed, our Home will suffer. My wife, in capacity of Counsellor of Education, has made a special appeal to me to bring these matters to your attention.84

Other dismissals initiated by the Superintendent on the basis of pathology are:

The condition of the child is becoming progressively alarming and my last report from Northwestern University Clinic was that her IQ dropped from 70 to 50 and in discussing the matter with the doctor and my wife who has had much experience in this line in her many years of school service, I was cautioned that we are liable to run into danger if we keep this child here. This may be evidenced ultimately by homicidal mania or sex degeneration.85

83 Superintendent's Report, November 1940
84 Ibid, November 1941
85 Ibid, January 1939
We have in the Home a five year old boy who has acted abnormally... He does not adapt himself collectively to the children of the kindergarten, is very rough in his play and has to be watched carefully because he is oversexed. 86

This drawing on the parent in time of crisis was inconsistent with the prevailing institution practice of delegating to the parents only the functions of financial support and periodic scheduled visitation. The Superintendent's views on the matter are expressed as follows:

I permitted all the children who wished to do so to be with their parents after dinner Easter day and return at bedtime. This produced a very happy feeling among the parents and is in line with what I am endeavoring to do at every opportunity, particularly special holidays, Saturdays and Sundays. 87

We are according the children who are not going to camp the privilege of visiting with their families and by limiting this period to one week or ten days we have better control of their activities and can keep closer touch with them. Too long a period we have found has not been productive of satisfactory results for it has a tendency to make a child dissatisfied in many respects. We find this meets with the approval of the children for they know they have more activities and opportunities here than they would confined to a small apartment or house. 88

With reference to the matter of visiting hours (Raised by the Department of Welfare) the Board

86 Superintendent's Report, November 1940
87 Ibid, April 1942
88 Ibid, July 1942
was not inclined to make a change at once. The Superintendent stated that if parents or relatives wished to visit the children more frequently than on regular visiting days, this privilege was not denied them. On the other hand, too frequent visits was likely to have a disturbing effect upon the children which it was better to avoid. On a number of occasions during the year, the children are permitted to visit at the homes of relatives for an entire day or several days, especially during the holiday periods.89

Recently I inaugurated an extension of visitation of children and parents to every Sunday. This was done primarily at the request of the children, many of whom should be with their parents more. This also gives the supervisors an opportunity to be away. Psychologically this has been a good arrangement for it has done away with the criticisms by the children that they have not had privileges extended to them.90

This Superintendent believed he provided very satisfactory care. The following are examples of this care:

I found that since establishing the Welfare Court which is conducted by the older children, that they are constantly reminded of the loyalty they should display not only to the home which is acting in the capacity of parent but also for this beloved country.91

Dr. B has volunteered to give a series of lectures to our older girls on sex hygiene. The girls have put many questions to Dr. B indicating their hunger for more knowledge regarding their personal well being. This is thoroughly in line with the tremendous crusade which is now going on to eradicate the dread-

89 Superintendent's Report, December 1938
90 Ibid, December 1934
91 Ibid, April 1939
ful social diseases that are ravaging many of our people. 92

The laundress has called my attention to the condition of the machine which she states is dangerous for the children to handle inasmuch as they may get their hands caught in the rollers unless there is a guard placed thereon. A guard can be put on for $115.00. This I believe would be a wise expenditure as it would increase the efficiency of the machine as well as safeguard the hands of our children. 93

I believe that stricter supervision should be had over all money matters and that moneys as they receive it should be placed in the hands of our office or patron to be doled out upon the request of the child if the request meets with our approval. I also believe that instead of giving them 50¢ a week I shall reduce this to $1.00 per month. 94

I have obtained the services of a young woman whose specialty is self-development. I have already noticed an improvement in our children. No longer do they glide evasively around the corners and away from the eyes of the supervisors and the rest of the staff but on the contrary they now realize that if their conduct is proper, they have nothing to fear and they can walk erect and fearless in the presence of others. 95

The donations of candy were in such volume that we are obliged to be very judicious in our distributions in order to avoid overindulgence. 96

92 Superintendent's Report, April 1939
93 Ibid, June 1940
94 Ibid, November 1940
95 Ibid, April 1939
96 Ibid, January 1942
When I first came to the institution I found a desire on the part of the boys to raid the kitchen and when I investigated they told me that they were hungry. From that time on I increased the amount of their food at the evening meal.

I wish to state that since Miss Y (Department of Welfare) has been here and has expressed her views that the children have not had enough recreation and privileges it has served to produce a spirit of defiance among them. This is a matter of serious import and should receive the careful consideration of this Board... For the past two years I have had very little trouble with the general discipline of the children but since Miss Y has come in and stirred up things by taking the children out of their classes to interview them and giving them the idea that they are not receiving enough privileges, etc., she has seriously interfered with the discipline that I have tried so hard to maintain. I feel this should not go unchallenged by the Board.

When Miss C of Child Welfare Division was here she took exception to our insistence that all of the children who receive memberships to the Y should be compelled to participate. I would like the Board's opinion as to just what procedure to adopt.

The Superintendent made only three references in his reports to parents delinquent in their payments and these were in the nature of an appeal for a remedy. The letters he wrote at the Board's instigation elicited small response from the parents. By the end of the administration, total parental indebtedness reached $27,000.00.

97 Superintendent's Report, April 1939
98 Ibid, March 1942
99 Ibid, March 1943
The Superintendent believed that children should dutifully accept their maintenance tasks about the institution as an expression of their gratitude for the care and bounties they received from their benefactors. A clean, well-maintained institution represented to him an example of good care. Likewise, the manual training program, with emphasis on articles of work which could be exhibited to benefactors and contributors, was considered by the Superintendent as a reflection of the practical training provided. The Superintendent's attitudes are expressed as follows:

It is a source of gratification to me that our good President is so thoroughly in harmony with my ideas of beautifying the grounds... To those of this board who have not surveyed this work, I would cordially invite them to do so. More and more as time goes on, the exterior as well as interior will be made more beautiful and home-like and because of this the impress made on the minds of our children will leave a lasting beneficial effect. As I have repeatedly said in the past, "Our work with these children is not merely confined to feeding, clothing and housing them but in a higher sense to develop within them character, culture and a love for the beautiful in all its ramifications". 10

It is regrettable that more friends of the Home do not avail themselves of this fine opportunity to see the work that is being done in behalf of our children for here they see a demonstration of the ability of the boys to erect the necessary structures that go to make up the camp. We must make every effort to present to our friends the many things we are doing in the upbringing and development of these children.
If we neglect their material and spiritual welfare, we are falling wide of the mark in making good citizens out of them ... For here they will be living under God's blue skies and amidst His green fields and woods, and it will strengthen them physically, mentally and spiritually.

**SUMMARY**

Although the Board continued its role of actively supervising the Superintendent during this period, the increased activity of child welfare agencies put considerable pressure on the Board to re-evaluate its policies. In 1961 the Board was faced with the alternative either of meeting such requirements as employing a professional social worker and group worker, raising salaries, and establishing personnel standards, or of losing its license. The failure to obtain a license would in turn make it impossible to receive referrals from social agencies and to raise funds in the community-wide program. As a result of this situation, a trained social worker was employed who pressed for the hiring of a group worker, a resident registered nurse, for regular staff meetings and the establishment of an in-service training program for house-parents. Another function performed by the social worker was that of interpreting to the Board the place of the Home in the framework of private and public agencies concerned with children.
With the improved financial status of the institution and the hiring of professional staff personnel, the role of the Woman's Aid Society diminished markedly toward the end of this period.

The emphasis on child care, as a result of the presence of a professional person from the child welfare field, placed focus on development of program oriented more to the needs of children. This was reflected in more time devoted to organized recreation within the institution, more opportunities for participation in community activities, and for being with parents. However, punishment and dismissal continued to be the primary means of dealing with problem behavior.
CHAPTER IV

ADMINISTRATION 1946-1953

The great demand for residential care of children during this period was reflected at Uhlich in a number of areas. Significantly, the population steadily increased from eighty-two at the beginning of the administration to one hundred six in 1952, the capacity for which the institution is licensed. The annual average of 101.2 for that year was the highest in the history of the Home. The county subsidy was increased twice to the present level of $40.00 per month which was also the average payment made by parents in 1952 who placed voluntarily. The per capita cost of child care ranged from $75.00 per month each child in 1946 to $106.00 per month each child in 1952. The area of service was extended to include three primary sources — Family Court and Chicago Department of Welfare referrals, and voluntary placements, each providing approximately one third of the population of the institution in the latter years of this administration. The annual operating expenditure increased from an historical high of $55,000 in 1946 to a fiscal operating budget of $129,674.00 in 1953.

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QUALIFICATION OF ADMINISTRATOR

The administrator serving during the years 1946-1953 (currently) was selected because of his special interest in work with children in institutions affiliated with the Evangelical and Reformed Church. He obtained an AB degree in sociology from Bluffton College, a BD degree from Eden Theological Seminary, and the degree Master of Social Administration from Loyola University in 1951 while at Urbana. At Eden Seminary he majored in courses related to youth education and chose to devote regular time to work in the local orphanage as well as preaching in nearby churches. During the three years he served as Pastor in a city in northern Illinois, he took active part in community work with youth programs and welfare.

SUPERINTENDENT'S OWN INTERPRETATION OF HIS ROLE

This Superintendent considered administration to be the most important single job in the institution since the attitude of the administrator is usually reflected in the performance of the Board and staff and in the quality of child care. He saw his specific administrative responsibilities to be those related to employment and management of institutional staff, implementation and supervision of program, maintenance of the facility, and over all operation of the institution in relation to a planned budget. The Superintendent's reports to the Board referred to these areas only on the policy level.
Publicity, public relations and fund raising were additional important functions which the Superintendent chose to assume since the expansion of program he desired were to a great extent contingent on these, and because of his keen interest and special aptitude in these areas.

The Superintendent allocated his time to the various aspects of his job in relation to the needs of the institution at the time. In the early years close supervision of staff, publicity, and participation in community activity took precedence. Increasingly, in the past five years, as staff has been added to take over some aspects of maintenance, direct services to children, and supervision of staff in the area of child-houseparent relationships, the Superintendent has devoted more time to the areas in which he makes a unique contribution — publicity, public relations, fund raising, and community programs concerned with setting of standards for child care.

The Superintendent's first report to the Board typically points up the professionalism with which he approached his administrative responsibilities and the spread of functions which absorbed him. In behalf of the children, the Superintendent immediately introduced a more discriminating visitation policy related to the individual child's needs and parent's situation. In the matter of finance, all parents were called in for budget re-evaluation with the
dual purpose of establishing payments in relation to parent's ability to pay, and to stimulate payment of indebtedness. In keeping with the Superintendent's philosophy of helping the parent to become less dependent by more adequately carrying our parental function, the long ignored policy of billing parents for clothing and incidental items for which they initially agreed to assume responsibility, was enforced.

In the same report, the Superintendent requested authority to limit dormitory groups to thirteen in keeping with the Department of Welfare standards. This action pointed to the necessity of an additional case worker since selectivity of applicants was indicated. Staff responsibilities were also clearly defined and personnel practices drawn up.

Recognizing the importance of publicity and good public relations, the Superintendent initiated the active participation of the agency in the Commission on Benevolent Institutions, a national organization embracing all of the welfare agencies affiliated with the Evangelical & Reformed Church. There he received permission to enlarge the interested group of churches from the one congregation which had founded the institution to all the Evangelical and Reformed Churches in Northern Illinois as well as the hundreds of Evangelical and Reformed Churches from Nebraska west to the Pacific Ocean. Arrangements were made for the release of material embodying pictures
and commentary concerning the various facets of program development. These releases were distributed to the organizations mentioned above, and have developed a substantial reservoir of interested people who have contributed to the growth of the program through their material gifts as well as through their personal and helpful contacts with the children.

SUPERINTENDENT'S RELATIONSHIP WITH WOMAN'S AID SOCIETY

The Superintendent's few references to the Woman's Aid Society are related to Tag Day for which they are now exclusively responsible, special gifts, and their own fund raising activities which usually take place at Ulrich. The last major contribution to the Home took the form of redecoration of the interior of the Ulrich Building in 1947, and the asphalt tiling of the third floor which completed their project of tiling the entire building. Drapes and spreads were also provided at this time. Since 1951 the Woman's Aid Society's participation in the program of Ulrich has been financial — that of a cash contribution of $500.00 annually, and social in the sense that they serve as hostesses at the Annual Open House or other special occasions.

The disintegration of this group has been partly the result of the demise of the earlier strong leaders who were extremely influential in the Church, general drop in membership since original
members are becoming too old to participate actively, and failure of
the organization to modernize their program in line with the times
which would include recruitment of younger persons from the community
at large rather than Church congregation alone.

Also, as professional services have been incorporated in the
program for the children, the need for the direct volunteer parti-
cipation of outside groups has greatly diminished.

SUPERINTENDENT'S RELATIONSHIP TO THE BOARD

From the beginning, the Superintendent took independent,
aggressive action in separating his own responsibilities from those
of the Board. In carrying out his function, the Superintendent
immediately set into motion a dual program of education which
involved (1) his own close association with major child welfare
agencies in the community for the purpose of acquiring knowledge of
the field and learning the nature of the relationship of the institu-
tion to the community, and (2) interpretation of his findings and
conclusions to the Board as a means of guiding them in adopting a
program appropriate to meeting children's needs.

The Superintendent also consulted with representative
leaders in the children's agencies as to long range objectives for
the institution. The help they gave was used to direct the focus of
the Board to areas of children's needs or program which needed
further intensive study. Thus, the Board was stimulated to think and plan in terms of future program. This interaction of Superintendent, Board and Community agencies is reflected in the following significant achievements: (1) discontinuation of the institution owned camp and participation in eight well established camps which provided the children with the opportunity of associating with other youngsters, (2) the establishment of a Board of Managers which enlarged the governing body and made possible the selection of representative professional persons in the community with limited periods of service, (3) adoption of specific program of publicity, public relations and fund raising, (4) continuation of circulation of information to interested churches in synods assigned to which, (5) position of Director of Home Life established in order that the Superintendent might be relieved of some maintenance detail and free him for functions requiring his special skills, (6) adoption of a specific program relative to the completion of apartment units which would modernize the present institution type residence into more individual plan of group living, (7) additional personnel for the Social Service Department approved to include three case workers and a clinical psychologist, (8) construction of new administrative offices which included a separate Social Service Department, (9) establishment of a Joint Planning Committee in 1951 comprised of representatives from the Boards of Trustees and Managers, to carry
out research and reduce to writing a long range program for the
institution. This was accomplished in June 1953.

STAFF PERSONNEL

The Superintendent's first report to the Board in
September 1946 reveals that he took immediate action to define areas
of staff authority and responsibility, and to draw up Personnel
Practices subsequently approved by the Board. In his attempt to
obtain satisfactory staff, there was almost complete turnover of
personnel during the first two years of his administration through
the process of replacement. A Houseparent study carried out by the
Research Division of the Welfare Council of Metropolitan Chicago* in
1950, prompted by the concern of executives and case workers of
children's institutions for raising the level and status of house-
parents, cogently brought out that the fundamental job of giving care
to children was in the hands of aged, poorly educated women and that
transiency presented an additional major obstacle to consistent,
intelligent, understanding care.

The Superintendent expressed himself as follows regarding
houseparent qualifications:

Since houseparents have rather generally been
freed from the role of combination houseparent

* Formerly Council of Social Agencies
and maid, the need for a better type houseparent has become imperative. The emphasis now is placed upon a professional understanding of the children under care and the houseparent living directly with the children, should be in a position to play an essential role. In such a set-up, a houseparent must be qualified to thoroughly understand the total philosophy of child care, to comprehend specific plans which are developed for the treatment of the individual child, and be capable of implementing these plans in a program thru her own ingenuity and effort.

Two broad areas must be explored and specific plans evolved in order that improvement of our staff level might be expected. First, we must give consideration to the improvement of working standards by raising wages, providing benefits, and improving the living quarters which we offer houseparents. This again points to the direct correlation between plant and program, and should provide an impetus for vigorously pursuing the plans we have adopted for the renovation of the Main Building. Second, it will be necessary for all agencies to develop a new and better method of recruiting houseparents so that younger, better-trained and more edecible people can be secured.

The Superintendent's efforts in behalf of houseparents have resulted in salary level being brought up to that of fourth highest paid in comparable institutions in the area, introduction of social security and hospital insurance program and a specific plan of renovation of staff quarters to be carried out beginning in 1951. To overcome transiency and in turn achieve more stability and continuity of service to the children, concentrated efforts have been made to give prestige to the houseparent position and independance of action

102 Superintendent's Report, November 1950
which allows for growth and attainment of fuller use of capacities. The 1951-1952 Annual Report gives recognition to the houseparent this way:

Closer to the children than any other member of the staff is the houseparent. She is the person who lives directly with the children, who sees them at their best and at their worst, who shares with the children their joys and their heartaches, and who is always within call when a child needs help. Hers is a position which demands the ability to give sympathetic understanding, an inexhaustible reservoir of patience, an innate sense of humor, and a sincere desire to help distressed children. Her role is a most exacting and trying one. But her role also provides her with a better opportunity to see at first hand the results of her efforts.

A formal in-service training program within the institution has not yet been started. The resources of the community which have been made available to the houseparents include: (1) houseparent school conducted by Elizabeth McCormick Fund in 1947, (2) six weeks houseparent's series sponsored by the Committee on Children's Institutions of the Welfare Council held annually since 1950, and (3) annual workshop meetings at the Annual Institute of Children's Institutions.

Since 1951 the enlarged professionally trained social service staff have been working intensively with houseparents on an individual basis. The nature of this relationship can be seen in the following statement on trends in the Social Service report of November 1952:
Because of the conviction that the quality of service to children is related to the capabilities of houseparents who give direct care, we concentrated on helping them by giving psychological support and understanding when the demands of the job required relief from frustration and tension, and consultation service to them in the area of problem behavior, discipline, group interaction, parent-child relationships, and supplementary individual help with the more difficult children. Along with this an effort has been made to modify deviating behavior such as stealing, defensive lying, excessive and willful destruction of property, and hostile resistance to the setting of limits by adults and by stressing a more positive philosophy of giving children recognition and approval for acceptable behavior rather than disproportionate time and over emphasis on attention getting behavior. Independence of action encouraged for houseparents contributed quite generally to well being of both children and staff.

COMMUNITY RELATIONS

This Superintendent sought out and was receptive to social agency services available to him in the community. From the first year, the status of the institution was reflected in provision free state licenses, endorsement by the Association of Commerce, and membership of Welfare Council. The Department of Welfare gave additional recognition when they referred to Ulrich some persons who were interested in studying a progressive program. The attitude of the Department of Welfare can be seen in the following extracts from their correspondence:

The recent re-survey of the services of Ulrich Home revealed that outstanding progress has
been made in your program the past year. The Board and the Superintendent are to be particularly commended for the expansion and strengthening of the health program of the institution and for the improved camp program.103

Your Board, executive and staff are to be commended for the excellent services now available to children under care.104

A recent license survey by our consultant highly commends the Home for continuing to offer a good well rounded program for children under care. The consistent interest on the part of the administrative staff in providing for the individualization of the children and their particular interests is reflected in the wholesome and happy appearance of the children and atmosphere of the Home... We take this opportunity to express sincere appreciation for the Superintendent's interest and inspiring efforts in constantly improving the caliber of services to the children at Ullich. It is our feeling that much of the success of the agency program is due to his capable leadership and the competent staff he has selected.105

The Superintendent regarded Committee and Board membership as other learning tools and as an obligation since "participation will reflect some good to Ullich". In the early years, the Superintendent's broad interests were reflected in service with the Council of Social Agencies, Community Fund Reviewing Committee, Church Federation of Greater Chicago, Zion Infant Home and Day Nursery, Community Referral Service, Joint Service Bureau, and

103 Superintendent's Report, September 1947
104 Ibid, September 1950
105 Ibid, September 1951
Neighborhood Boys' Club. More recently, service has been more on
the standard setting and planning level. Present participation
includes: Chairman, Committee on Children's Institutions, Welfare
Council, 1951-1953; Chairman, Statewide Committee on Standards for
Children's Institutions, 1950-1952; Chairman, Child Welfare Planning
Committee, Welfare Council, 1953; Chairman, Commission on Benevolent
Institutions, 1951-1953.

CHILD CARE

A significant change during this administration was the
Board's shift from emphasis on specific recommendations for program to
interest in developing a broad philosophy of child care. This shift
in interest stimulated the formation of the Joint Planning Committee
to "investigate the manner in which the program might be expanded
during the next five or ten years". After one year of intensive
research a fourteen page report was completed in June 1953 which
advanced the philosophy of "the total child", along with specific
recommendations for program. The report presents the philosophy of
the total child as follows:

It is necessary that we concern ourselves with his
physical, spiritual, and education requirements as
a related group rather than as if they existed in
separate compartments. We have come to realize
that not only are these factors closely interrelated
but that his relationship to his former home sit-
uation and the parents to whom he will one day
undoubtedly return, is equally important and must be treated integrally with the others. Each of these factors is a vitally important determinant of the kind of adult into which such a child will ultimately develop. Unless we succeed in promoting the growth of the whole child in relation to all these factors we are likely to find that he has simply responded to some superimposed pattern which may subsequently fail to meet his needs in adult life and may eventually break down under the strain of social responsibility.

To implement the development of the "total child," the committee supported a theory of learning through stimulation of curiosity and experience using the "why route" rather than the take-it-from-me authoritarian approach. Blind obedience was considered a thing of the past -- that the desire to know the "why" of the problem was indicative of a healthy mind and attitude. The Committee report adds:

It is significant that with this growth of resistance to directives there has been an equal growth in the willingness of the child to cooperate upon a reasonable basis. Thus, where the child is given broader understanding of the bases of social cooperation and given the opportunity to participate actively, not only in his own educational process but in the development of his own group program, we find that he develops a far higher degree of social responsibility.

Needless to say, the teaching of intellectual, moral and spiritual values via the "why" route is infinitely more demanding than the hickory stick rule of rote. We become immediately more concerned with all of the phases of the child's personality and its adjustment than before, because we now begin to notice him as an individual who, in his more apparent and spontaneous responses, gives out indications of "pressure points" which, when adequately dealt with and eliminated in
childhood, avoid explosions later in life. Thus, the adequacy of the life-preparation which we give to the child becomes the real measure of our service to him and to society.

The Committee report further points out that since the child cannot be dealt with as separate from his family, it becomes necessary to "turn back the tide of social and personal disintegration" so that the pattern will not continue self-perpetuating, hence the need to analyze and define the problem before a program for its solution can be developed.

The specific recommendations for program made in the report of October 1947 covered two broad areas: (1) that which continue to serve exclusively in the institutional field, and (2) that the Social Service Department be developed to provide more intelligent and intensive care for the children in the institution. The first area would include: (a) intensification of program to be given immediate attention, (b) that future planning should be related to facilities and personnel which would make it possible to serve children showing more serious problems than those already being served, (c) that an established foster home agency be asked to cooperate with foster home placements, eliminating the need for which to provide such a service.

In the second area, immediate attention should be given to the general providing of more adequate service by (a) employment of an experienced social worker equipped to supervise another worker when the department was enlarged, (b) employment of a clerk-
stenographer for the Social Service Department, (c) provision for adequate offices for administrative and Social Service departments, and (d) consider the part time employment of a psychiatric consultant.

Another departure from the previous administration was the emphasis on stating policies and program planning in writing. The broad policies and program planning in writing. The broad policy and long range planning was shared by the Board and the Superintendent while the responsibility for services to children was delegated to the Social Service staff and recreational group worker.

The admission policies formulated in June 1947 and revised in 1950 specifies that Uhlich Children's Home exists for the purpose of serving dependent and neglected children between the ages of six and fifteen at intake defined in the following categories: orphans, half orphans, children from broken homes, children of unmarried mothers, and children from homes which are inadequate even though both parents are living. It states further that the studies on all applications shall include consideration of foster home placement, that residence should be at least one school semester, and that every effort should be made to prevent indefinite tenure. Children should not be disqualified solely because of social or moral problems; that in such cases consideration should be given to the contribution of group living to such a child, whether the composition of the group already included a maximum number of children with serious problems;
and whether the current staff was sufficiently adequate to deal with problems of a serious nature. Disqualification should not be on the basis of difference of language or religion. Children of all denominations would be accepted after it was established that the parent's own sectarian group could not give service, and if the family approved the child attending St. Paul's Church.

A policy established in September of 1947 limits parental indebtedness to three months at the end of which time the Superintendent is authorized to automatically release the children to the parent or guardian. To prevent such dismissal, every effort is made by the case worker to help the parent meet his financial obligation through budget planning, supportive relationship, or by referral to assistance or protective agency.

In 1950 an agreement was reached with Juvenile Court whereby the institution through a ten day advance notice of impending court hearing is given an opportunity to present its own recommendations for the child.

To shorten the time between application and admission, a change in procedure was made in February 1951 which provided for the Superintendent and professional staff, instead of the Case Committee of the Board, to review the Intake study and reach a decision. To keep the Board informed under the present plan, a brief summary of each applicant is sent to individual members in advance of the Board
meeting covering the following points: Child's name, age and grade, referring person or agency, fee as set by the Superintendent, problem necessitating placement, evaluation of the child, religious affiliation, relatives, tenure, health, family composition, other agencies, parental background, and remarks.

The specific changes in regard to children were felt early in the administration when the shift was made from a vocational focus to one in which domestic science and workshop activity became part of the leisure time planned recreation program. Another departure from practice was that of relieving the children of major responsibility for maintenance of the buildings. The routine chores about their respective dormitories became part of the total plan for teaching good work habits and a sense of responsibility. Approval was given to heterosexual relationships by providing outlets for wholesome association through the recreational program. Group activities took the form of intramural sports with other institutions and settlement houses, participation in community programs sponsored by the schools, YMCA, Chicago Park District, and Neighborhood Boy's Club, and by individual volunteering services in behalf of the children by arranging specific outings, parties and the like. In 1948 the truck used to transport the "orphans" to church and outings was exchanged for a station wagon which contributed immeasurably to providing the children with a feeling of dignity.
The realistic limitations of not enough case work staff, untrained personnel, and volume of work, restricted social service functions in the early years of this administration to intake, inter-agency, school, parent and houseparent contacts, and to some individual work with children showing problem behavior. As time went on, more of the case worker's time was devoted to helping the child with accepting separation from his family, adapting to group living and with individual problems as they interfered with adequate adjustment in the group, institution, or school. The work with parents was usually related to the child's group living experience rather than in the area of rehabilitation for the purpose of re-establishing the home. While there were strivings to identify with the child, under the custodial type care provided by untrained staff, more often the case worker's identification had to be with the harassed housemother.

A new phase in service to children began early in 1951 when the distribution of work between two professionally trained case workers permitted intensification of work with houseparents. Out of this grew the conviction that the quality of care the children received was related to the capacities of the houseparent who, by the nature of the parent substitute role she assumed, was in a position to exert the greatest influence on the child. Because houseparents could not be expected to give up former authoritarian methods of dealing with the children without being provided with other means, the case worker
began to share her more modern concepts of methods of control with the houseparent. As the houseparent became more skilled and secure in her new role, a conscious effort was directed to helping her carry on her job more independently. Gradually, as the staff gave more recognition to acceptable behavior and a program of discipline evolved to take the place of the earlier reliance on punishments, a lessening of hostility, destructiveness, and acting out was noted in the children. Because of limited case work time, individual work with children usually originated at the point when there was some involvement in difficulty rather than in a planned preventive way.

Individualization of the parent-child relationship went along concurrently with that of the houseparent-child relationship.

In January 1953, with the increase of staff to three full time case workers (one male) and a clinical psychologist, a more scientific program for treatment of the children in residence was put into operation. The expanded program includes: (1) psychological testing, (2) weekly staffing of intake and selected cases of children already in residence, (3) scheduled regular conferences of case worker and individual houseparents, (4) playroom therapy for the more disturbed children, and (5) group therapy.

Psychological testing is used as another diagnostic tool in the study of the child at the point of intake, and to give additional insight into the problems of children in residence who present
deviating behavior. The findings may point to the desirability of intensive treatment, to a case work relationship, (not in playroom) or to manipulation of the environment. In the latter case, this might be more concentrated interest on the part of the houseparent, relatives or persons in the community.

The case workers and psychologist participate in the intake staffing at which recommendations are drawn up as to the desirability of admission, the problems to be anticipated in group living, and long range objectives are set for work with child, parents, and houseparent. These are based on an evaluation of the available historical material, on psychological data, and on the diagnosis of the problem and the dynamics believed operating in the family relationships.

Then a child in residence is staffed, the houseparent of the child, and sometimes the group worker, participate along with the professional staff. The discussion of dynamics and the determination of goals has as its objectives a team approach to helping the child. This report is then submitted to the Superintendent for final discussion.

In conjunction with this approach, each case worker holds regular weekly conferences with the individual houseparents serving on her assigned dormitories, at which time, through a supportive relationship, they attempt to deal with the problems of the individual children and the group.

Play therapy is carried on by the case workers under the
supervision of the clinical psychologist who also carries a case load and has access to psychiatric consultation. Eighteen hours a week are devoted to fourteen children under this treatment plan. Selection is usually based on problem behavior which concerns the home parent or the school and interferes with adequate interpersonal relationships and effective group participation. The Superintendent's report to the Board in June 1953 gave official acceptance to the therapy program. The following summaries of three children in treatment are examples of the nature of the problems treated and the progress made in a six month period:

Nicky, age 12
Problems: Psychosomatic symptoms which become more pronounced when moved from one department to another. These symptoms also present when disappointed by father or when confronted with a situation in which he was thrown into competition with others. Nicky followed a pattern of ingratiating behavior with adults while bullying his peers. There was also some fabrication of the truth and embellishment of reality situations, particularly by stressing aggressive or destructive elements.

Evaluation: Psychosomatic complaints have largely disappeared. Hostility and over-dependency on women has been worked through and Nicky is able to move to a new dormitory without incidence. Through help of housefather, problem of identification with wholesome man on daily living level now being dealt with. Feelings of inadequacy still being worked on in therapy.

Lester, age 8
Problems: Originally extremely withdrawn, isolated self from group, completely unable to keep up with routine. Had lowest marks of his entire dorm in school. Housemother referred to him as more like little girl than boy.
Evaluation: Since treatment begun, he has more alert look, reaches out for relationships with adults and peers, more aggressive,-sales spontaneously. Is able to give expression to feelings rather than being overwhelmed by them. Showed sufficient masculine characteristics to justify being sent to camp this summer. Housemother observed that Lester still dandles, but is doing a little better in group and has developed ability to eat regularly in dining room.

Joe, age 12
Problems: Serious school problem, dawdling, provocative, distracting to other children. Arrogant defense of pretending not to care what happened. Extremely silly, infantile, pretended didn't care if anyone liked him or not. Daydreamed, withdrawn, felt inferior and ridiculed. Appeared stupid and untidy since sure he was so ugly he could never develop friendships. Afraid to compete with boys his age. Sought all attention through undesirable means. Refused to accept all assignments. Generally very difficult to handle.

Evaluation: Relatively little progress for several months. Factors felt to be significant in treatment were (1) transfered to different school where placed with excellent male teacher where pressure of competition relieved (2) opportunity to identify with male social worker on staff who takes him home periodically (3) complete acceptance by housefather, and (4) therapy.

School adjustment cannot be evaluated as yet, but Joe has begun to read the Scout manual on his own. Much of immature behavior has disappeared and has begun to look and act like twelve year old boy. Self concept much more positive, strives to look normal rather than strange. No longer fears others can't like him, now reaches out for contacts and has made several friends, both among adults and peers. Is able to express aggression more directly, no longer fearful that annihilation will follow. Still regresses occasionally, still has problems of interpersonal relationships.
The program of group therapy was introduced when all attempts to reach the more severely disturbed adolescent girls in a treatment plan failed. The difficulty seemed to be fear of group ridicule and being considered "a nut" or "crazy". This group approach not only prevented attacks on individuals but also gave members courage to bring up problems common to the group. The discussion in the separate boys' and girls' sessions revealed pre-occupation with dating, sex, getting along with others, feelings of difference, fear of leaving the home, getting a job, and handling money.

The eleven month experience under a more scientific, intensified approach to the problems of children in group living has given insight into some areas of need. (1) A definite correlation is believed to exist between the quality of the houseparent's care and the recovery of the child. The houseparent has become an increasingly important person in a children's residence and any therapeutic program will depend on her cooperation for success. Consequently, more thought should be given to intensive in-service training program so that houseparents can utilise understanding and insight in dealing with the children. (2) Many more children are in need of intensive treatment so that adequate adjustment in adult life can be assured, but the present facility and staff time limits extension of this service. (3) The importance of having more men in the institu-
tion with whom boys may identify has become apparent. (4) Extension of work with parents is indicated. (5) Increased planning for foster home is needed so that the child's stay is for a planned period and preparation for re-assimilation in the community is the aim.

The specific recommendations of the Planning Committee report of 1953 lists the following points as most deserving of further consideration and appropriate action in the order of their importance: (1) development of unit housing to improve the living facilities for the children, (2) improvement of staff housing and provision for a staff lounge, (3) development for a teen age educational program, (4) exploration and development of community relations, (5) initiation of planning for foster home program, (6) analysis and long range planning regarding interracial program, and (7) consideration and study of the desirability of separate residence for adolescents.

SUMMARY

The Superintendent during this period was able to capitalize on the gains made by the social worker and the Board during his predecessor's time in office. He was particularly interested in continuing the previous professional worker's role of educating the Board. As a result of his efforts the Board became aware of the new theories and philosophy being advanced in the institutional field.
Unlike his predecessors, this administrator insisted on having authority delegated to him by the Board so that he became responsible to them for management of the institution. The Board assumed an advisory and supportive role. This administrator also became active in the financial aspects of the institution and worked out with the Board more modern methods of fund raising and assumed full responsibility for public relations for the institution.

Since services to the children became the responsibility of specialists on the staff, the Woman's Aid Society's role was defined as that of fund raising with an annual financial contribution to the institution.

The Superintendent's entire attitude toward child care reflected a professional approach. His philosophy toward parents was that they could and should be helped to become more adequate. He achieved this in part by making them financially responsible for their children during residence in the Home, within the limits of their ability to pay, and by encouraging casework service for parents. During this administration the staff of social workers rose from one to three, and a full time group recreational worker and part-time clinical psychologist were also employed. By 1953 the professional program included diagnostic testing, individual therapy, staffings on individual children, consultative assistance to child-care staff regarding problems of children, methods of control,
and parent-child relationships, as well as group therapy.

The emphasis on child care as a result of the presence of professional persons was focused more on the child's past experience and causes of behavior. This represented a shift from a philosophy of custodial care with primary attention to physical welfare to a mental hygiene approach with stress on individualization of the child.
CHAPTER V

CONCLUSION

The purpose of this study has been to identify areas of change in the administration of three Superintendents in the Uhlich Children's Home. An analysis of these administrations reveals that the concepts of child care gradually came closer to the philosophy of more progressive thinkers in the field during this twenty-six year period.

As early as the '20s the writers in the field were suggesting child-centered institutions and understanding of dynamics of behavior. In tracing the changes at Uhlich, the attitude toward children until 1947 was primarily punitive and righteous rather than child oriented. In this particular institution there was a lag of between twenty and twenty-five years.

In the area of administration the only qualifications required of the first two administrators was that they be respected persons in the community. The present administrator is a man with a ministerial background as well as professional training in the social welfare field. The Superintendent's role has changed from one of subservience and dependence on the Board and pre-occupation with the specific problems of children, maintenance, and staff to a broad
concept of dynamic administration. The present Superintendent
functions primarily as educator of the Board and delegates responsi-
bility of services to children to the case workers, being himself
responsible for administrative policy, public relations, and fund
raising.

This is more in line with present day concepts of dynamic
administration which hold that an executive serve in an enabling
capacity as guide and integrator. In the progressive institution the
most important single job is that of administration since the atti-
tudes of the administrator are usually accurately reflected by the
Board and the staff, and the quality of child care depends on what he
does and thinks.

The changes in Board function were revealed in the shift
from concern with specifics to long range planning. This can be seen
in the movement from direct authoritative supervision of both the
executive and the program to concentration on broad policies; from
approving expenditures as need arose to planned preparation of a
budget; from almost exclusive supervision of fund raising to planning
investment of agency funds; from pre-occupation with administration
of current program to evaluating the agency's program and services
continually in the light of new knowledge and changing needs in the
child welfare field.

The modern, educated, flexible Board assumes as its
primary responsibility the employment of an executive equipped to understand children's needs and experiences in administering a program which will meet these needs. Other major responsibilities are related to broad over-all planning, policy setting, and investment of funds.

The role of the Woman's Aid Society changed from that of "lady bountiful" with children showing gratitude, to that of participation exclusively in fund raising and making a specific annual financial contribution to the institution for the purpose of program expansion. This is consistent with the present day practice of establishing long range objectives and goals which can best be attained through the integrated efforts of all persons concerned with providing high quality service to children.

The changes in staff were from a complete absence of professionally trained personnel to a staff of three case workers, clinical psychologist, and group recreational leader. In the hiring of houseparents, the trend has been from persons known to members of the church to a consideration of personality and capacity for understanding and liking children. There has also been some attention to the psychological effect on men's supervision of the boys and the hiring of men for the older boys' groups.

In the general area of houseparent personnel the lag continues to be great. While there is growing recognition today of
the importance of the houseparent role. Little has been achieved thus far in formulating better methods of recruitment of adequate personnel, of testing aptitudes of persons seeking houseparent jobs, or in establishing in-service training programs to provide for growth on the job.

The trends in child care show a shift in philosophy from custodial care to a more dynamic concept of the causes of behavior. Such a dynamic approach lays stress on understanding why the child behaves as he does and deals with basic causes rather than superficial behavior. It actually represents a basic change from the philosophy of punishment to a more therapeutic approach.

This comes closer to the modern concept which holds that dependent children's institutions should provide a healthful and therapeutic milieu designed towards encouraging healthy personality development and return to normal community living. Under such a plan, the principal treatment tools today are individualized study as a basis for planning and psychotherapy, and a conditioned living experience.
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