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## Juvenile Welfare Board Annual Report : 1968 - 1969

Juvenile Welfare Board of Pinellas County.

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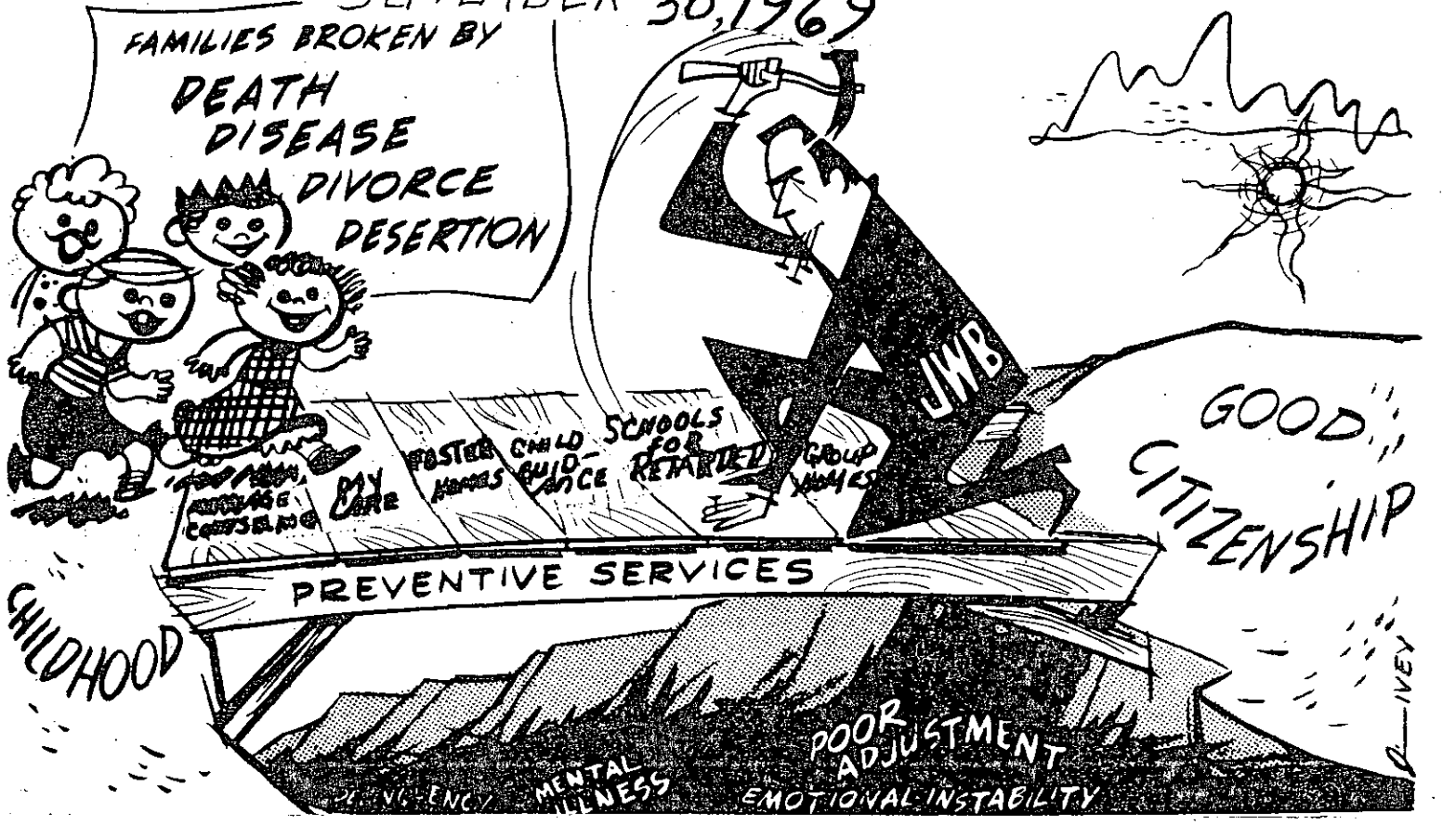
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# ANNUAL REPORT FOR THE YEAR ENDING SEPTEMBER 30, 1969

FINELAND COUNTY  
JUVENILE WELFARE  
BOARD



FAMILIES BROKEN BY  
DEATH  
DISEASE  
DIVORCE  
DESERTION



MARRIAGE COUNSELING  
MY CARE  
FOSTER HOMES  
CHILD-RENCE  
SCHOOLS FOR RETARDED  
GROUP HOMES

PREVENTIVE SERVICES

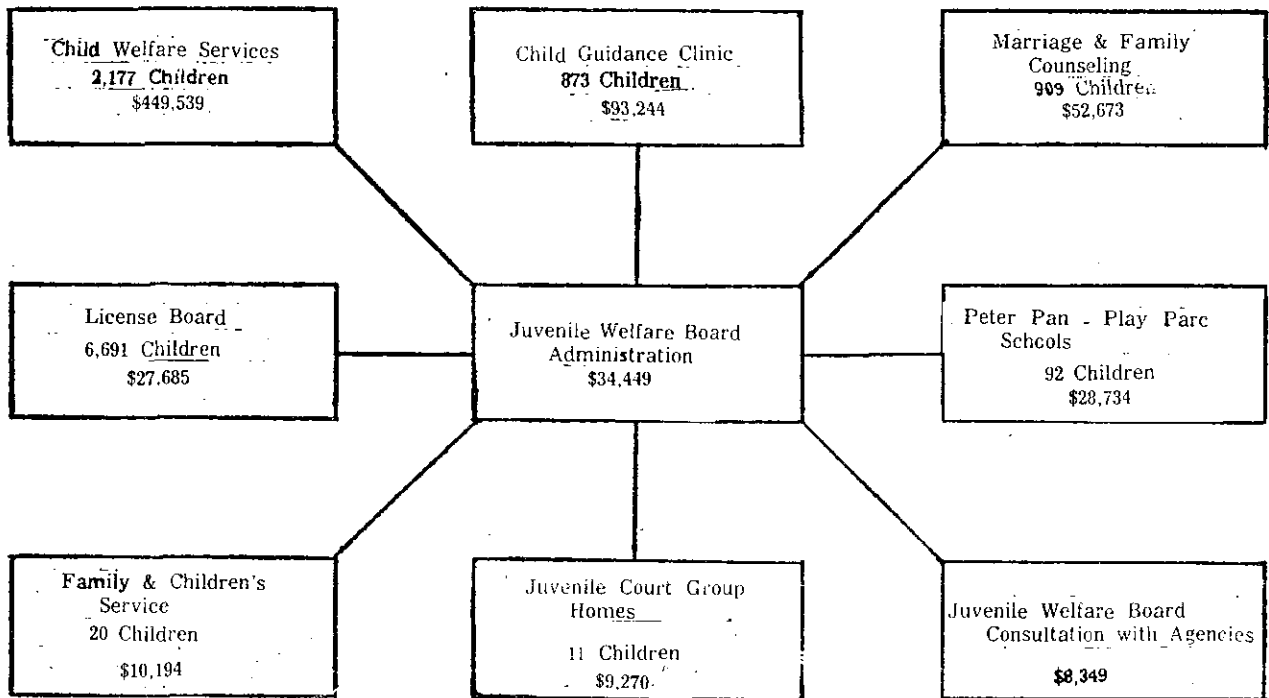
CHILDHOOD

MENTAL ILLNESS  
POOR ADJUSTMENT  
EMOTIONAL INSTABILITY

GOOD CITIZENSHIP

INEY

# Organizations and Services Financed in Whole or in Part with Juvenile Welfare Board Funds



**TOTALS: Children 10,773  
Expenditures \$714,137**

## CHAIRMAN'S MESSAGE

The journey from childhood to good citizenship is best by the problems of delinquency, mental illness, poor adjustment, and emotional instability. Families broken by death, disease, divorce, and desertion need help in successfully completing this modern-day trip. The cover of our Twenty-Second Annual Report illustrates the planks which the citizens of Pinellas County have selected to build a bridge of assistance to their children.

The builder, the Juvenile Welfare Board, has nailed into place the eight organizations and services which form the span across the problem-strewn chasm below. These eight are financed in whole or in part with Board funds. Because it is our legal responsibility to prevent duplication of services to children, we have, wherever possible, chosen already existing organizations to act as our agents for many of these services. With these agencies, we have annual written agreements which set forth the terms of our allocation of funds.

How much does prevention cost by the nail? In 1968-69, 10,773 children utilized this bridge with its planks of foster care, child guidance, marriage and family counseling, licensing of day care facilities, day care for retarded children, or group homes for those youngsters who have begun the descent towards delinquency. For each resident of Pinellas County, \$1.35 was spent on these children for services designed to prevent the social problems of their age.

Early detection of the problems connected with growing up is essential. Service delivery always lags behind the need for the service. This lag is especially true in an expanding and changing community like Pinellas County. Not only has the population increased over 21 percent since 1960, but also the target group of the Juvenile Welfare Board—children under 17—has increased at a faster rate than the rest of the population. For this reason, the Board has had to meet an increasing demand for services at a time when other public and private organizations also have been burdened by the strains in society today.

We must reach children early before poverty, hunger, deprivation, or negative parental practices interfere with their chances for optimum all-around development. Innovations are needed in all areas of preventive services. Some have begun this year. The Board accepts the challenge and responsibility for another year of service in behalf of the children of Pinellas County.

The following pages review the services to children for which we have provided, directly or indirectly, during the year 1968-69.

*Robert E. Coleman, Jr.*



## CHILD WELFARE SERVICES STATE DIVISION OF FAMILY SERVICES

Foster care, as originally conceived, was intended to provide protection for children whose parents were experiencing a crisis situation. When the emergency was resolved sufficiently, usually within several months, the children were returned to their own homes and parents. Last year over 300,000 children in the United States were in foster care and nearly half of the placements were because of parental abuse, neglect, or exploitation. It has been estimated that 100,000 of these youths are "locked" into foster care with little hope of being reunited with their parents. Surely then, the nature of foster care has changed over the years.

No doubt these children experience an interruption in, and perhaps some damage to, their growth process, but is it as permanent as once suspected? A recent research study conducted six to eight years after placement, showed 85 percent of the children were as well adjusted as children from normal homes. Emotional harm is not irreparable when a second chance is offered.



Since 1948, the Board has met its legal responsibility for the care of dependent children by annually allocating funds to the Child Welfare Unit of District 4, State Division of Family Services. In 1968-69, 545 Pinellas County children received a second chance through 112,755 days of foster care which cost the Board \$314,845. Payments by the State were \$21,300. The cost per child, per day, to the Board increased only three cents to \$2.79, not enough to match the inflation of food and clothing prices.

In spite of the continuing increase in the population under 17 in Pinellas County, there was a decrease of 44 children and 460 days of care from the previous year. This decline was primarily because of an emphasis on prevention. Protective Services, aimed at preventing the abuse or neglect of children, began in January 1965 and was expanded two years later to provide immediate assistance 24 hours a day, seven days a week. This year Protective Services, supported wholly by Board funds, reached 1,632 children in 716 families with prompt, effective service at a cost of \$97,252, or less than \$60 per child. Another preventive program, the State Adoption Placement Service, also contributed to the decline in the number of children placed in foster care.

To discharge the Board's duty to care for dependent children required the over-all expenditure of \$449,539, an increase of \$26,314 over last year and nearly 63 percent of the Board's total funds for 1968-69. The State of Florida contributed less than seven percent of the total cost of foster care and less than 50 percent of the administrative costs other than supervision, rent, office supplies, utilities, etc.

Less than half of Florida's 67 counties contribute any funds toward a foster home program. The federal Government raises three-quarters of all tax dollars, but supplies only ten percent of the funds spent on child welfare services throughout the country. Federal matching funds and more equitable State financing to those Florida counties providing child welfare services are necessary before the taxpayers of Pinellas County are relieved of this substantial tax burden.

## CHILD GUIDANCE CLINIC OF PINELLAS COUNTY, INC.

It has been estimated that one million children in our country are afflicted with personality and character disorders. Another 500,000 suffer from psychoses and borderline psychotic conditions. Between ten and twelve percent of the 50 million school-age youngsters have emotional problems severe enough to require some kind of mental health service. Of the 15 million youths being reared in poverty, one out of three has serious emotional problems.

Since 1950, the number of boys in mental institutions has quadrupled whereas, in the general population, their number has only doubled. A ten percent population increase in children under the age of 18 has been predicted for the decade 1965-1975. A concomitant forecast indicates the number of these youngsters in mental hospitals will more than triple. Clearly, our youth need help in overcoming some of the crippling emotional problems with which they are faced.

The Child Guidance Clinic has been an essential plank in the Juvenile Welfare Board's framework of services to children in Pinellas County since 1948. In fulfilling the legal requirement to provide child guidance, psychological, and psychiatric services, the Board decided to support the Clinic which had already been in existence since 1944. The Clinic provides office space and secretarial service for the Board's Marriage and Family Counseling program in Clearwater.

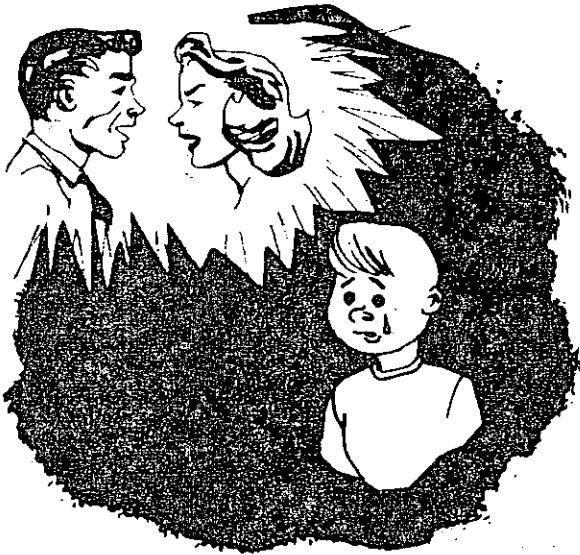
During 1968-69, the Clinic provided direct services to 873 children and their parents at a cost to the Board of \$93,244 in salaries for Clinic personnel. This allocation represents a slight increase over the last year. The Board's support provided 49 percent of the Clinic's total expenditures, nearly the same proportion as in the two previous years. Additional financial support was received from State and Federal mental health funds, the Pinellas United Fund, fees, and private donations.

The Clinic not only provides direct services to families impaled upon the rocks of emotional distress, but also devotes a significant amount of its time in consultation to professional workers in various other community agencies, such as Pinellas County Juvenile Court and the District 4 Division of Family Services. It is anticipated that this time spent in consultation will increase steadily in order to carry out the total concept of community mental health.

In the future, the Clinic hopes to provide a more immediate and meaningful accessibility of potential patients to the professional staff, and extending services to meet crises as they arise.



# MARRIAGE AND FAMILY COUNSELING JUVENILE WELFARE BOARD



Last year in this country, the effects of divorce were directly experienced by approximately 1,200,000 men and women and three-quarters of a million children. The indirect consequences of the complete breakdown of these marriages spread to the rest of the population like the concentric rings of water which occur when a pebble falls from a bridge. The rings become visible in the forms of juvenile delinquents, school under-achievers or dropouts, emotionally disturbed children, the youth who "turn off" society by "turning on" drugs, and those who never get into the mainstream of

life. Divorce breeds divorce. It is as infectious and insidious as rust on structural steel. The consequence of marital breakdown is costly in human as well as economic terms, especially where children are concerned.

For 21 years the Board has offered marriage and family counseling to all residents of the County for the welfare of their children. In 1968-69 the Marriage and Family Counseling staff had 4,116 personal contacts with or about 448 families involving 909 children, at a cost of \$52,673 to the Board. This is a small sum in comparison with the amount spent in dissolving marriages (estimated at one million dollars on the basis of 2,300 divorces in Pinellas County at approximately \$450 combined husband and wife fees).

The total expenditure represented the salaries of three full-time and one half-time counselor (one of whom continued to work full time with the children, parents and staff of the three Day Nurseries supported by the Pinellas United Fund), a part-time consultant-counselor, a secretary, and the time of the Director which remained after administrative responsibilities were fulfilled.

Marriage is a subsystem within the total system of society. No part of the system can be changed without the influence being felt, no matter how small, by all of its component parts. Last year the staff attended 260 meetings and participated in 35 talks to a total of 1,376 persons for the purposes of aiding other agencies and organizations in the early discovery of children's problems, giving leadership to professional and lay groups, and increasing their own skills in marriage and family counseling.

## PINELLAS COUNTY LICENSE BOARD FOR CHILDREN'S CENTERS AND FAMILY DAY CARE HOMES

Over one-third of all mothers with children under 18 are in the labor force. Of these, approximately one out of four has at least one child under six. This proportion probably will increase in the years ahead and creates concern for adequate child care. Certain common elements should characterize day care of children away from their own homes. These include the development of standards and licensing by an approved agency; the assurance that qualified personnel are available to handle the manifold responsibilities; and the provision that at least a minimum of health, educational, and social needs of the child are met. Pinellas County has been meeting these basic requirements since the first License Board Law was passed in 1951 and the financial responsibility accepted by the Juvenile Welfare Board as a necessary service for children. Beginning in 1958, the License Board has had a separate staff and budget, and currently operates on legislation passed in 1961. Minor changes have been submitted to the Pinellas County Legislative Delegation for consideration at the next Legislative session. Presently, the License Board shares office space with the Juvenile Welfare Board whose Director serves as the Chairman of the License Board.

In 1968-69, the License Board provided protection for 6,691 children in 107 children's centers and 315 family day care homes. From the previous year, these figures represent increases of 635 children, 11 children's centers, and 8 family day care homes. The Pinellas County Board of Public Instruction also broadened their kindergarten program by 23 percent, and in September 1969 provided facilities for 3,620 children. Even so, the License Board has continued to experience a growth in the service it provides Pinellas County residents who need day care for their children.

The cost of the License Board's operations was \$27,685, or a little more than \$4 per child, per year. This expenditure per child has remained relatively constant for the past few years despite the rising cost of living in other areas of family life.

The staff of the License Board, from its inception, has consisted of a Director, an Assistant Director, and a secretary. Consideration is being given to the addition of another secretary to help meet the



increasing demand for services. Inquiries concerning child care facilities increased 60 percent this past year and testify to the community's growing concern for licensed child care.

Over the past year, the License Board staff has been cooperating with other agencies and individuals in the community to launch "Project Playpen." This program has been aimed at increasing the spaces available in licensed day care for children under two, and supplementing the child care cost for those working mothers who cannot afford the full commercial rate. It is hoped that funding can be secured for three "Project Playpen" units. Each unit would encompass 15 homes, caring for 45-60 children, and a social worker to provide services to the "Playpen" mothers, children, and parents.



## PETER PAN SCHOOL FOR RETARDED CHILDREN PLAY PARC SCHOOL FOR RETARDED CHILDREN

Mental retardation is a condition which involves the biological, psychological, educational, vocational, and socio-cultural aspects of an individual's development of intelligence to such an extent that it impairs his ability to learn and to adapt to the demands of the society in which he lives and works. Using the Intelligence Quotient (I. Q.) alone as a measure, it has been estimated that about three percent of the population would fall below 70 and have significant difficulties adjusting adequately to their environment. By 1970, the total would be approximately six and one-half million individuals. Every four minutes an infant is born who will be mentally retarded. Annually, this rate approximates 130,000 children who, with special training and assistance, can acquire job skills and achieve a high measure of independence in over 85 percent of the cases.

As infant mortality decreases, survival of the mentally retarded increases. As the movement of families to the cities accelerates, relatives are less available to help care for the child, hence, more of the burden for care falls upon the parents, especially the mother. As more mothers of young children flood into the labor force, by choice or necessity, there is a greater need for day care of their children.

Pinellas County, through the Juvenile Welfare Board, has been responsive to this rising tide. In 1964, the Board decided to help needy retarded children with day care at the Peter Pan School for Retarded Children. Since Peter Pan School was mainly accessible to the southern part of the County, two years later a similar agreement was reached with Play Parc School for Retarded Children to serve

the northern portion. The Board's allocation of funds to these two schools is determined by the use of an income scale graduated according to family size.

In 1968-69, 73 children were served by Peter Pan School and 19 by Play Parc School. The Board supplied \$20,000 to Peter Pan and \$8,734 to Play Parc. The total allocation of \$28,734 represents a 40 percent increase over last year, primarily due to an enlarged capacity when a new building was completed in 1967-68. A total of 345 children have been sponsored in whole or in part by Board funds since 1964. State and Federal grants, the Pinellas United Fund, and private gifts and donations also have supported the activities of the two schools.

A superintendent has been appointed for the State Regional Center for Retarded Children to be built in Pinellas County. The Center is tentatively scheduled for completion around October, 1970. There is every indication that the Peter Pan and Play Parc facilities will complement those at the State Regional Center.



## FAMILY AND CHILDREN'S SERVICE, INC.



The number of adoptions in the United States in recent years has increased steadily, reflecting the change from a scarcity of babies in the past to a surplus of infants today. Last year there were nearly 175,000 children who secured permanent homes and a greater sense of security and identity through adoption. Over 5,000 of these adoptions occurred in Florida. The highest bridge in existence today does not provide vision far enough over the horizon to give a glimpse of a reversal of this trend in the near future. Therefore, new and innovative programs must be designed.

Since 1962, the Board has allocated funds to the Family and Children's Service, Inc. for the foster care of children "hard to place" for adoption. They may be handicapped physically, mentally, emotionally, or culturally, but all require extended foster care while their "adoptability" is enhanced by remedial treatment.

Twenty children received 3,866 days of care in 1968-69 under this program, at a total cost to the Board of \$10,194, or an average of \$2.64 per day, per child. Family and Children's Service, Inc. paid all administrative costs of the care of these children, six of whom were adopted during the year. This brings to 71 the total number of "hard to place" children who, through an extra ounce of concern and effort, now have a greater chance to reach their potential.

Relating dollars and cents to human lives is often incongruous, but never unimportant when accounting for the expenditure of public funds. Each child adopted represents a saving to the tax payers of Pinellas County of approximately \$1,000 per year. Each year, the 71 children adopted through this program would have directly cost Pinellas County \$71,000 to maintain in foster care. Indirectly, the total cost both in money and lives could have been staggering.

Additional ways must be found to meet the challenge of this social problem of increased numbers of children available for adoption. For instance, many families might consider becoming adoptive parents if the possibility existed for them to receive a subsidy for the full or partial support of a "hard to place" child. Advantages could accrue to the child, the parents, and the public. This idea presents a possible future direction for services to children through the combined efforts of the Family and Children's Service, Inc. and the Board.

# JUVENILE COURT GROUP HOMES

EMOTIONALLY DISTURBED AND SOCIALLY MALADJUSTED CHILDREN GROW UP TO BECOME CONDELING AND NEGLECTING PARENTS WHOSE

One authoritative study informs us that, nationally, 40 percent of all male youths will be arrested for a nontraffic offense sometime in their lives. If present trends continue, one boy in six will be referred to a juvenile court and one in every nine youngsters actually will appear in a juvenile court before the age of 18. Since Pinellas County is an urban community, it is reasonable to anticipate the reflection of these trends locally. Across the country, there appears to be a "penny-wise, pound-foolish" philosophy which makes it easier to obtain funds to build institutions, i.e., training schools, prisons, mental hospitals, than to allocate adequate funds for preventive programs and rehabilitative services. But Pinellas County has established the Juvenile Welfare Board which gives priority to innovations in preventive services.

The Juvenile Court frequently comes into contact with the "pre-delinquent" or "dependent-delinquent" youth whose cry for rescue from a stressful life situation has just begun to be heard. This year,

the Board enabled the Court to respond with understanding and constructive efforts to this group of youngsters by providing funds for two group homes, one for girls, the other for boys. Both facilities for these children who need care and treatment away from their own homes began late in the year under the direct responsibility of the Juvenile Court. The Board has expended \$9,270 in setting up these homes and getting the first eleven youths placed in them. The girls' home has facilities for a maximum of six residents at any one time. The Board has agreed to supplement administrative costs for salary, mileage, retirement and Social Security, and insurance for staff employed by, and responsible to, the Court for the operation of the home. The Board also allocates funds, within amounts budgeted, for rent, utilities, food, personal necessities, and clothes.

The group home for a maximum of eight boys demonstrates the concept of shared responsibility through community cooperation. The Immaculate Conception Catholic Church was instrumental in providing the impetus for this needed community resource. This Church, with the approval of the Court, has the responsibility to select and to provide the salary for the foster parents in this group home. Funds for the home, including its operation and maintenance, also are provided by the Church. The Board's financial support is on the same cost basis as regular foster care of children by the State Division of Family Services. The Board's payment is based on age and the number of days of care for each child, plus an amount for personal necessities. All other costs, including medical care and hospitalization, are the responsibility of the Juvenile Court.

The Board's over-all responsibility for services to children in Pinellas County calls for initiating pilot programs which later might be transferred to another County organizational unit after their value has been assessed. For example, the In-School Counseling Project in 1950-55 led to the establishment of casework and pupil services in the Pinellas County Schools. If this group home program demonstrates its efficacy, the on-going financial responsibility could be included in the regular County budget.

## CONSULTATION WITH OTHER AGENCIES JUVENILE WELFARE BOARD

The Juvenile Welfare Board Act of the Florida Legislature requires the Board to consult with other agencies concerned with the welfare of children in order to prevent the overlapping of services. To meet old needs in new ways, or emerging needs in more traditional ways, the Board must continually collect information at a local, state, and national level so that decisions are made on a concrete and steel, rather than a sand and clay, footing. When working with agencies and organizations, it is impossible to tabulate the exact number of children affected. Therefore, the proportion of children touched by the Board's efforts in consultation may be the uncounted majority of the total number of children and the Board helps cross the bridge from childhood to good citizenship.

In 1968-69, the time of the Director and Administrative Secretary used for consultation, planning, and reporting cost \$6,780. Members of the Board and Staff also contributed time and effort on consultation through representation on boards or meetings with such organizations as the Child Guidance Clinic, the Community Services Council, the Council of Churches, the License Board for Children's Centers and Family Day Care Homes, and other agencies including those with which the Board has annual written agreements.

The Staff performs a consultative service by discussions with various Parent and Teacher Associations, all levels of public school classes, and other organizations throughout the year. Active participation in the diverse functions of the National Association of Social Workers and in educational institutes not only increases the Staff's professional expertise, but also disseminates the knowledge they have gained in providing services in behalf of children.

Three new projects, nursed tenderly by consultation, cooperation, and coordination last year, began operating in 1968-69. The group homes operated by the Juvenile Court have been discussed previously in this report. Already, one child's sight has been saved by the detection of, and treatment for, glaucoma after admission to a group home.

Camp E-Nini-Hassee has been established as a year-round camp where group therapy is provided for emotionally disturbed and socially maladjusted girls. This facility, which may well be the first of its kind in the country, extends to girls the same treatment process in a camp setting as has been established at Camp E-How-Kee for boys. The Board's payment at the regular foster care rate is less than one-fifth of the total cost of care. The Jack and Ruth Eckerd Foundation pays the remainder.

Project Playpen, also mentioned previously in this report, required the consultative efforts of the Director and the Marriage and Family Counseling Staff, as well as the personnel of the License Board. It is hoped that this project, aimed at providing high quality developmental-type day care for infants from low socio-economic neighborhoods, will lessen the problems of delinquency, mental illness, poor adjustment, and emotional instability which originate in childhood.



# PINELLAS COUNTY JUVENILE WELFARE BOARD

3455 First Avenue South, St. Petersburg, Florida 33711

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Vice-Chairman, Board of County Commissioners\*  
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Marriage and Family Counselor  
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Marriage and Family Counselor  
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Administrative Secretary

\* These members are stipulated in the Juvenile Welfare Board Act  
Other members are appointed by the Governor