The principle of setting children as a priority is really what this book is all about. Woven into the fabric of this story is the humanness and caring that offers children an opportunity to share in the best of American life. It's the story of the Juvenile Welfare Board of Pinellas County, Florida.
THE
Juvenile Welfare Board Story

by
Betty W. Rudd

editor
Edward Winston Hale

Born in anger
Nurtured with love
DEDICATED TO OUR CHILDREN

Dr. Robert E. Coleman, Jr.
Chairman

Dr. Gus Sakkis
Vice-Chairman
Commissioner John Chesnut, Jr.
Helen W. Herman
Mollande W. Holland

Virginia H. Eckert
Secretary
Judge Robert F. Michael
Judge Jack A. Page
Joseph R. Ponds, Jr.

Raymond L. Edwards Ph.D.
Executive Director

1980
published by
Juvenile Welfare Board
of Pinellas County
4140 · 49th Street North
St. Petersburg, Florida 33709

Photo credits:
The historic photographs in this book came from many sources including scrapbooks and saved newspaper clippings. We are most grateful for the fine cooperation expressed by everyone and would especially like to thank the St. Petersburg Times, Clearwater Sun, Florida Federal Savings and Loan, Pinellas County Historical Commission, the United Way, Junior League, Mr. Hampton Dunn, and Mrs. Walter Fuller.

contents

preface ........................................ 7
1. anger and the dream .................... 11
2. pinellas and the social services ....... 21
3. jwb and its beginnings ................ 45
4. the nurturing begins .................. 63
5. nurturing continues ................... 93
6. feather in our cap ..................... 119
7. changing of the guard ................. 133
8. law, politics and the endangered child 143
9. consolidation and evaluation ......... 157
10. building for the future ............... 175

notes and sources ......................... 201
appendix .................................. 215

juvenile welfare board members
the original JWB Bill
the composite JWB Act

OCT 1 O 1994
On accepting his nomination as Vice-President of the United States Walter F. Mondale said, "It should be the birthright of every child to have the fullest opportunity to share in the best of American life." He must have felt very strongly about it as he spent much of his adult life pursuing this aim.

Not only should children have full opportunity to a happy and rewarding childhood, they also need to experience life in all its phases, enriching them with the maturity and insight so necessary as they attain responsible adulthood. To attain the kind of peaceful, happy, innovative, and exciting society that all Americans desire, requires greater consideration of children as a national priority, for it is they who will carry our society forth in the next generation.

This principle of setting children as a priority is really what this book is all about. Woven into the fabric of this story is the humanness and caring that strives to provide the birthright alluded to. It tells of action that is at once typical and unique to America. Typical, for it shows once again how the initiative of a few can benefit the many. Unique, because it was a new concept which, unfortunately, is still far ahead of its time.

Out of anger and frustration over their inability to provide for children in need of care, these few
Floridians decided on a legislative approach which would provide a permanent, long range solution to their local problems. Some thirty years ago they wrote, and were able to pass through the Florida legislature, a special act which provided for a Juvenile Welfare Board with overall responsibilities for children in Pinellas County. At the same time they also attached a taxing authority which would earmark funding strictly to programs benefiting children and their families. It was a bold and brilliant move.

During his years in the Senate of the United States Walter Mondale was able to sponsor and see enacted a number of bills upgrading the nation’s child care services, he authored the Child Abuse Prevention and Treatment Act, and he persevered for new services to children and their families. Reflecting on the recommendations coming from the White House Conferences on children and youth, he recommended that a Senate Subcommittee be formed and he chaired that Subcommittee during his tenure in the Senate. Like JWB it was the only congressional subcommittee to deal with children’s issues exclusively, thus providing a sharp focus on their needs. Although he was fortunate to experience the joys of successful legislation for children and their families, he too had his frustrations. Probably the greatest frustration was when he co-sponsored the Child and Family Services Act. It successfully passed both houses of Congress in 1971 only to be vetoed upon reaching the desk of the President. Through 1976 he pushed passage of essentially the same bill but the climate had changed and he remained unsuccessful.

There are profound and important questions about the appropriate combination of federal, state, and local governmental involvement in the delivery and administration of services to children and their families. This unique history affords an important insight into this dilemma. It shows that treating children as a priority works. It helps determine what can and should be accomplished at the local level and what part should be played by other governmental policies and programs.

Above all, this is a story of people who care about their community and especially their children. They have shown us one way of offering children that opportunity to share in the best of American life. It is a program that has stood the test of time and a model for all to emulate.
anger
and the
dream
A dream. A recurring dream. Or was it a nightmare, Lincoln Bogue wondered after many sleepless nights. Had he made the right decision sending that ten year old boy to jail? Where were his parents? How did this child get into the mess he was in? It was heartbreaking being a juvenile judge. So few options were open to him. Jail was certainly no place for a wayward child but where could he find adequate shelter. Finally the dream of something better for these children persisted over the nightmare. He must do something. But what?

Some years after the Community Welfare Council was formed, Judge Bogue's dilemma came to their attention. They invited him to a specially called meeting in October, 1944. President Paul Penningroth opened the meeting and welcomed Bogue. When Lincoln Bogue stood to address the group, the dialogue probably went something like this: “First, I want to thank you for your help and interest. You called this meeting to learn more about the need for a children's detention home and I'm here to offer whatever information I have. There are two groups of children and youth coming before the courts — dependent and delinquent. These children bring all types of problems before our Juvenile Court. There are those children who are abandoned and abused —
some mere toddlers, children taken from unfit parents, and of course, those who have committed offenses. The more serious offenders are sent to the Florida Industrial Schools — Marianna for the boys and Ocala for the girls.

"Linc, what happens to the others?"

"That’s the sad part. Right now we haven’t a home or facility other than the jail. It breaks my heart to put a six or seven year old in a jail cell next to an adult offender. You rescue them off the streets or from a hovel-type slum and put them in jail. That does no more than exchange one bad environment for another. Many times, in desperation, we take the children into our homes. Sometimes Virginia Kitzmiller at the Children’s Service Bureau is able to find temporary shelter."

The committee wanted to know what he recommended. Judge Bogue felt the most immediate need was for a detention home. But he also saw the need for counselors to work with those children who are detained locally and those who return from the Florida Industrial Schools. Someone needed to identify youngsters leaning toward delinquency
and offer them positive alternatives. The probation officer could also use the assistance of a court social worker.

With the facts at hand, it didn’t take the Community Welfare Council long to appoint an Advisory Council to work with Judge Bogue. At last there was hope for action and long-needed support. At the Council’s first meeting in December, 1944, this prestigious group of community leaders probably discussed many possible approaches to the problem. Perhaps someone asked “Linc, have you asked the County Commission for help?” On January 5, Judge Bogue did just that. Acting on Bogue’s request the Commission did appropriate funds to board children, and keep them out of jail. All of $250! How many children could you board for that amount? Apparently, the Commission didn’t understand the problem. Understandably, they were primarily concerned with war bonds and the war. But this problem would not go away.

Judge Bogue must have felt exasperation and despair when he reported back to his Advisory Council. Where was the answer? What agency or organization had enough money to substantially make the difference? It seemed that those directly involved with children were constantly begging for help just to provide minimum care. They could offer nothing else. No guidance. No hope for a better future. Tomorrow’s adults — lost and abandoned.

Months passed. When all else failed, the Advisory Council decided to approach the County Commission once more. Several representatives were sent to the County Commission meeting. This was now April, 1945. The representatives asked the Commission to provide for dependent and delinquent children other than the jail. The Commission took no action. They felt they had already solved the problem by appropriating the $250. Besides, the County would take care of delinquents when they renovated the jail as a post-war project. Nothing! Nothing, but the $250 and a promise to renovate the jail — sometime. How could they all but ignore the plight of these children?

Leonard Cooperman, a young, community-minded St. Petersburg attorney, was a member of Judge Bogue’s Advisory Council. His interest and total involvement with the council would not allow him to ignore the issue. And when he heard of this last meeting with the Commission, it was the last straw! He would find a solution that considered children first — not last!

Anger! Raging anger overcame him! Out of frustration, it mounted rapidly. The already angry Council must have sat in shocked disbelief after hearing their representatives’ report. Cooperman and Bogue probably talked long after the others had left, vacillating between anger and frustration. They wanted a permanent, long range solution. Dependent, helpless, desperate children could not help themselves!

Fortunately for Pinellas County, Cooperman channeled his anger constructively. That night, still angry and disturbed, but more determined than ever to find a solution, Leonard Cooperman sat down at his dining room table and wrote a legislative bill
that would create a tax-supported autonomous board to guard the rights and needs of children. Those children would receive help, by golly! He’d see to it! They would not be forgotten and left stranded!

The Advisory Council supported the bill, the Pinellas Delegation sponsored it, and the 1945 Legislature passed it — subject to referendum. But the citizens would not vote on that referendum until November 5, 1946. A long wait for children — abused, lost and homeless.

Although confident that help was now on the way, Judge Bogue needed to find some solution for the present. A newspaper article telling of Judge Bogue’s plight and need for a detention home found its way to a couple in Maryland. They offered their Pinellas County home. A start! This would buy the needed time.

Pinellas, in 1945, reflected a homey, small town atmosphere. Everyone was accustomed to pitching in and working together, and this was especially true of that nucleus of trained, caring, hard-working individuals associated with the Community Welfare Council. This type of unified perseverance had already brought the County through a real estate bust, the stock market crash, and a world war. Now, spreading the word about the benefits of the Juvenile Welfare Board Act fell to this Council, Judge Bogue’s Advisory Council, Junior League, and the newspapers.

The citizens overwhelmingly passed the referendum, the Act became law, and the seven member Juvenile Welfare Board was formed. A finer group of high caliber, capable and dedicated individuals would

Leonard W. Cooperman, author of the JWB Act. His legal training provided a long term solution guarding the rights and needs of children.
be hard to find anywhere. Some of the best people in the County. And they wanted the best for Pinellas children. So no one should have been surprised when this Board persuaded Dr. Herbert Williams — nationally known for his work in the social services — to become JWB’s first director. Now the nurturing could begin.

Dr. Williams brought a spirit and charisma to the Board that is seldom seen or experienced and JWB owes much to him for its success. Within ten years, the Board was nationally recognized for its preventive work with dependent and delinquent children.

The second director, Dr. George Finck, added his astuteness and organizational ability to a successful and growing agency. He evaluated and consolidated programs and broadened the solid foundation built by Williams, the Board, and the citizens of Pinellas.

Dr. Ray Edwards, the third director, was handed a different set of challenges. Challenges that would demand a broader scope of thinking and planning and building than ever before. Challenges that would have to be met to face the changing social conditions and booming population of Pinellas County.

Through the years, often filled with difficulties but more often filled with the joy of accomplishment, the Juvenile Welfare Board Act has stood the test of time. JWB today is making great strides to keep pace with tomorrow’s world. But reaching today is what our story is about — the search, the struggle, the success.

Through anger and a dream the effort was made and the effort continues — for children.
Chapter 2

pinellas and the social services

Long before the anger, the stage was being set. Looking back, many questions come to mind. What social conditions and events led up to the Juvenile Welfare Board Act? Why did the citizens of Pinellas vote overwhelmingly to tax themselves? Was it because the referendum concerned children, neglected and abandoned children? What effect did the end of World War II have on the passage of this Act? Or was it one of those singular events in time that, because of its place in history, could never be repeated? This chapter will provide a background for answering some of these questions.

Back in the mid-twenties Pinellas County was beset by rugged times following the big real estate boom and bust. Quite a few fled, while many stayed; some struggled to exist on a day to day, hand to mouth existence. Large numbers of delinquent tax lands were left on the books. The financial collapse plagued the entire state. In 1926 and again in 1928, devastating tropical hurricanes ravaged Florida, especially the East Coast, taking lives and leveling homes built by profiteering builders unfamiliar with tropical storm safeguards. This destruction was followed by the stock market crash a year later. With the stock market crash, financial collapse engulfed the nation.
Despite financial and human disasters, at decade's end Florida had a greater population gain than at any previous time and unemployment was on the rise. Not a single organized charity existed in Pinellas County to aid those who needed help. Mrs. Ida Dann, the memorable, stalwart personality who worked for the County Welfare Department, often made her own rules. It got the job done. Some called her "hard-boiled," but Mrs. Dann's gruff attitude and aggressive nature shielded a heart of gold. She worked tirelessly for her cause, fuming and fussing as she scavenged clothes, food and help. With no place else for storage, she stacked the clothes and shoes on her back porch, regularly sending those down-and-out by her house to choose whatever they needed. Watching and admiring Mrs. Dann's valiant attempts at an overwhelming job, three women, Martha Eustis, Mailande Holland and Margaret Wallace - decided more needed to be done. The three women called a group together to seek an organized way to help these people in such desperate need, and in 1927 they formed the Junior Service Club. The club women took over a donated room in the telephone building where they set about assembling clothes, taking turns keeping the room open, and helping those who came in. Some needed clothes, others needed jobs, a few needed financial help to return North.

As the Junior Service Club became more involved in community service, they learned that many children went to school without breakfast. Combining dancing and entertainment with a worthy cause they organized a fund-raising Society ball. The proceeds started a milk fund. The women purchased the milk tickets and hand delivered them to the children most in need. The Society ball became an annual event and continued until the P.T.A. took over the milk fund many years later.

Working diligently and successfully, these energetic women continued to broaden the scope of their work. Yet they weren't satisfied. They felt they should have professional guidance. Martha Eustis had a friend with the Child Welfare League of America
I

Mrs. Mailande Holland helped form the Junior Service Club and was later to become the first chairman of the Juvenile Welfare Board.

in New York. The friend, Margaret Woodson, graciously accepted an invitation to consult with the group, without charge. Her visit with the club and firsthand look at Pinellas brought forth valuable recommendations and guidance, which spurred the club on.

Not long afterwards, when the women felt that a trained case worker was needed in the St. Petersburg Welfare Department, they approached then City Manager Wilbur Cotton. He promised to work on an arrangement whereby the city would take over the salary cost, if the club would establish the position. This had become their club purpose—start something no one else would start, turn it over as soon as the need was recognized and accepted, then move on to the next need and other pioneering work. For example, they supplied volunteers for Dr. C.B. Rudolph’s well-baby clinic, and then organized the sick-baby clinic and a dental clinic.

Eventually the Junior Service Club decided to petition the National Association of Junior League to consider them for membership, thus giving them ongoing guidance in community service. Though the National Association required that the petitioning city have a population of 50,000, which St. Petersburg did not, they agreed to take a look at this budding organization since the city was residential and growing. After their initial talk with the club members, the National representatives devoted most of their time talking with the bankers, the lawyers, the ministers and everyone else who could verify the sincerity of the women’s interest in the welfare of their community. The National Association accepted
The executive board of the Junior Service Club (1927) posed in their donated space in the telephone building with assorted clothing for charity. Seated left to right are Mrs. Leland Collins, Mrs. H.W. Holland, Mrs. B.F. McKeege, Mrs. Orville Ray, Mrs. E.M. Eustis. Standing are Mrs. John B. Wallace, Mrs. Ida Dann (under whose guidance the club was organized and working), Miss Marjorie McClellan, Mrs. Guy B. Shepard, and Mrs. Hubert Rutland.

But there was yet much work to be done in the 30's. The heavy impact of the depression was just being felt throughout the nation. The Florida Committee on Unemployment Relief, modeled after the one created by President Hoover did not realize the severity of the problem and even notified Washington that they would take care of their own unemployment. In 1931 St. Petersburg was one of ten cities reported to have relief programs for the “distressed,” most of the relief going to the unemployed. However, none of the cities had sufficient private or public funds to cover the crisis.

By the time the Emergency Relief and Construction Act, passed by Congress in 1932, gave way to the Federal Emergency Relief Administration, Florida had received a total of $3,886,512. In the early part of 1933, slightly more than one out of every five Florida families was on relief.

In St. Petersburg around 1932, the Community Welfare Council was organized. Their purpose was to promote understanding and cooperation among civic, charitable and philanthropic organizations, and to prevent duplication of effort. Membership included any social agency or civic body interested in assisting with these objectives, as well as the municipal and county departments. With members such as Salvation Army, Junior College, area churches, Department of Public Welfare, Health Department, Judaic Council, Girl Scout Council, American Legion Auxiliary, District No. 4 Welfare Board, Pinellas County Schools, and Junior League, among others, the Council would at least have their finger on what was going on and what was needed. The Council Board of Directors
The “boom” years of the early twenties brought a Spanish flavor to many of the elegant houses built during that period.

The real estate “bust” and the stock market crash produced scenes such as the panic run on the Central National Bank at Central and Fourth Street (above) and deserted and decaying elegance (below).
had the power to form committees to study specific areas of concern. These committees made recommendations and implemented action through the Council, as they did when assisting Judge Bogue in 1944 and 1945.

At the state level, the 1935 Legislature made the first significant steps toward assuming state responsibility for welfare programs. One million dollars was made available for skilled labor and materials for public works. Workers on relief did most of the labor. The Social Welfare Act, passed in 1935, appropriated state funds to match Federal grants for aid to the aged, the blind and dependent children. Certifying people for this aid consumed most of the staff’s time at the local state District No. 4 Welfare Board office.

The main function of the St. Petersburg Welfare Department then was to help those families unable to be self-supporting. WPA, one of the New Deal relief administrations, helped the employment picture, but many remained unemployed. While these welfare services met a vital need, there were self-sustaining families who also required help. Community groups, schools, hospital clinics, visiting nurses, and doctors daily became aware of individuals whose mental, moral, physical, or social needs created handicaps for their children. They could only help in a limited way. The Junior League also recognized this problem and launched a welfare project to search for solutions. A consultant from the State Welfare Department assisted them in setting up the Child Welfare Service, which a year later became the Children’s Service Bureau. That was in 1938. The Junior League paid all expenses for the Bureau for years, through an agreement with St. Petersburg to diminish their support until the community took it over entirely. The Children’s Service Bureau would work very closely with JWB from the very beginning.

Around 1941 Myron Koch took on the job as Director of the County Welfare Department for six months and stayed ten years. Capable, dedicated and self-taught, Koch eagerly participated in seminars and training labs, grasping every opportunity to improve his effectiveness on the job. Somehow he managed to successfully balance his love of people and desire to help them with his guardianship of the taxpayers money. That guardianship seemed important to Pinellas County leaders. When Koch came in touch with juveniles, usually on an emergency help basis only, he worked through Al Rogero, Chief Probation Officer with the Juvenile Court.

Within a few weeks of December 7, 1941, World War II brought on rationing of tires, gasoline, building material and food. St. Petersburg's tourism-based economy, where almost 70% of the tourists arrived by car, came to an abrupt halt. Florida became an Armed Forces training ground for tens of thousands of men and women, in addition to building tools and vessels in war-allied industries. WAR smacked people in the face at every turn. It could not be ignored. All thinking was consumed by it. Consumed by war and away from education, away from welfare and away from the families who were just beginning to get back on their feet.

Tourist hotels and restaurants at St. Petersburg and other resort centers accommodated hordes of
Pinellas during WWII had its major hotels taken over by the military. The Don CeSar was known as "Flak Hotel".

Trainees. Some families followed their servicemen to Florida. They brought little money, complained about the high prices in stores, while they crowded trains, buses, remaining hotels, apartments, and eating places. But perhaps they were a blessing in disguise because they kept a segment of the economy going that might have totally collapsed.

During wartime, dances were arranged for the servicemen and Pinellas was active in meeting its war effort through bond rallies.
In St. Petersburg some 119,057 men flowed through the training mill. Thousands from MacDill Air Force Base in Tampa used the beaches on weekend passes. This number increased dramatically when the federal government purchased Gandy Bridge and Davis Causeway, now Courtney Campbell Parkway, in 1944, and President Roosevelt removed the tolls.

It would take many years to rebuild and compensate for the long-range effects of this war. The recreation programs that the Community Welfare Council's Leisure Time Committee had seen as an urgent need for expanding in the early 40's were needed now. They were needed particularly for the youth who could use constructive interests to occupy their idle time. Teenage problems intensified. Character building agencies broke down. Most could do little more than think about the war and pray it would end soon.

Living in Pinellas County offered no escape from what was going on abroad. The luxurious Don Cesario Hotel on St. Petersburg Beach became a rest and recuperation center for battle fatigued air crews, who named it "Flak Hotel." The Vinoy Park Hotel in downtown St. Petersburg was taken over by the Army Air Forces for a year and they leased the Clearwater Belleview Biltmore Hotel as barracks for Tampa based MacDill and Drew Fields. The Biltmore's golf practice range and the 1st and 18th fairways of the West Golf Course became drill grounds. The Jungle Golf Course in St. Petersburg became known as Tent City, housing some 10,000 men.

Wartime restrictions produced ration cards and books for gas and food. Everyone had to pitch in
and do their part. Everyone, even the children, were affected by the need to sacrifice and a sense of insecurity prevailed.

By war's end in 1945, most soldiers were at overseas posts, but St. Petersburg was almost as full of people as during the early war years. The population jumped from 60,812 in 1940 to 85,184 in 1945. There was a shortage of housing, business buildings, automobiles — everything except people. But after what seemed an eternity of sacrifice — and loss, war's end brought on a period of optimism and building.

"Let's get back to living” seemed to be the theme.

Back to peacetime, Pinellas County's population in 1945 stood at 130,268. Pinellas, a 36 mile long by 15 mile wide sub-peninsula which separates the waters of Tampa Bay and Gulf of Mexico, had its heaviest population in St. Petersburg (85,184) at its southernmost tip. Clearwater, at the northern end of the county, was the next largest city with a population of 14,846. Less populated areas included Tarpon Springs, north of Clearwater, with a population of 4,727; Safety Harbor, Dunedin, Largo and Pinellas Park with a little over 1,000; and Gulfport — west of St. Petersburg, with a population of 2,443. On the beaches there were small clusters of residents varying from 13 at Treasure Island to 475 at Sunshine Beach, and jumping to 1,350 at Pass-a-Grill. The middle of the county was sparsely populated — a farm here, a ranch there. Countywide, a small town atmosphere prevailed. Almost everyone knew everyone else.

When something needed to be done, knowing who to contact was not a difficult chore. The entire county population was only equal to that of Clearwater and Dunedin today.
Then as now, Florida was a "melting pot" of people from every other state in the United States. New ideas and skills filtered in from all parts. The main industries were tourism, citrus growing, and the sponge fisheries at Tarpon Springs with its large Greek population. Though Pinellas maintained a reputation as a haven for the elderly, actually one-third of the year-round population was below 21 years of age, which was then close to the National average.

The 1945-46 post-war period brought many new residents to Pinellas, many of them war veterans and their families who liked what they remembered about the county from their war training days. Much of the land was still listed as delinquent tax lands on the books. The 1941 Legislature had authorized counties to auction the lands and the 1943 Legislature strengthened this law by allowing counties to seize title. In 1944, Circuit Judge T. Frank Hobson "quieted title into the county for some 2,500 properties." Now this land could be sold and placed back on the tax rolls free of delinquent taxes. More property to sell, more property tax monies for the county.

The first public sale commenced on the Clearwater Courthouse steps August 14, 1945. Choice lots went for the absurd prices of $10 and $20. Many of the buyers were war veterans and in fact, a special land auction was arranged to show appreciation to these men. Whether young veterans or older, this usually meant more children for Pinellas.

While land purchases and new building showed a note of optimism, Florida's educational establishment emerged after the war in great disrepair. No adequate attention had been given to education since the collapse of the real estate boom in 1926. During the war, Governor Holland could do little but plan for the future. His term ended in 1945. Fortunately, Governor Millard Caldwell began carrying the planning through to reality. In his inaugural address, Governor Caldwell emphasized his belief in local responsibility and self government. He stressed a four point program of education, public health, conservation and advertising the state's assets.
The Florida State Capitol as it looked in 1945.

The climate was right for taking care of past neglected problems and dealing with new ones that cropped up. Governor Caldwell recommended to the 1945 Legislature that unobligated surpluses in state funds be used for overdue rehabilitation programs for state agencies. To finance multi-million dollar improvements at state institutions and schools, the 1945 Legislature reenacted the cigarette tax and increased the tax on beer and other alcoholic beverages from 3¢ to 4¢. The thinking seemed to be — get the job done! There was a lot of catching up to do.

Governor Caldwell called a conference of civic leaders and public officials interested in problems of child welfare. They met several days and then appointed panels to meet with local leaders throughout the state. This effort and the final report eventually brought about a proposed amendment in the 1949 Legislature which created county or district juvenile courts all over the state. The amendment was adopted in the 1950 general election. The 1951 Juvenile Court Act gave these courts jurisdiction over most offenses committed by children, and provided procedures that afforded more protection for an offending child than ever available under the rules of criminal procedure.

The fiscal policy from 1945 to 1948 centered on the imperative need for better education, better health, more effective institutional care for the people of Florida. The 1947 Legislature reflected an awareness of this policy when they enacted the Minimum Foundation Program. This program enabled public schools in each county to offer adequate educational opportunities to all children with the potential help of state funds, and encouraged teachers to improve their quality of instruction by offering better pay for further training. The 1947 session also created the Florida Children’s Commission to serve as a fact-finding and advisory body concerning problems relating to the state’s children. Long-neglected needs were finally being met.

The politics in Pinellas around 1945 centered around the Democratic Party, with 30,610 registered Democrats and only 6,761 registered Republicans. However, back in 1925, a young lawyer, Merle P. Rudy, arrived in Pinellas and worked hard at promoting the Republican Party. In 1936 he became the Pinellas Republican Committee Chairman. A Republican had been elected to the State Senate in 1928 but not another Republican won election to the Legislature until 1941. In 1948, the Pinellas Republican Party broke loose and gave Tom Dewey the biggest majority vote for President of any county.
in the State. The change in power didn’t come until almost a decade later, but it has continued to this day. The change was attributed to the thousands of new residents, many of them staunch Republicans, coming into Pinellas from the East and Midwest. In 1970, registered Republicans numbered 130,976; Democrats numbered 127,017. But in 1945 and 1946 when the Juvenile Welfare Board Act came into being, Democrats dominated the legislature and members of the Pinellas delegation were also Democrats. Could this have been another factor affecting the successful passage of the Act?

Or perhaps, there’s only one answer to the how and why of the JWB Act — the timing was right. The need to help dependent and delinquent children was valid. Those concerned with these needs were desperate to find a solution. At the same time state legislators, county officials, universities, school systems, and private agencies were trying desperately to correct all that had been neglected through the collapse of a real estate boom, the stock market crash, years of unemployment and World War II. Perhaps, it was the right time for Pinellas County to take care of its neglected children.
Pinellas County — mid forties. The war was won. At least abroad. On the homefront another war was raging against neglect. More and more children abandoned and neglected; more children getting into trouble.

With all efforts directed toward World War II, little had been done for dependent and delinquent children. Yet the Community Welfare Council, organized in 1932, remained active and did what they could throughout the war years. The Council’s Family and Children’s Committee reported in October 1944 that the Child Guidance Clinic, a diagnostic and treatment clinic, was ready to function. It began on a part-time basis financed by the Covenant Club, a Jewish social group. This would be one of the first agencies the newly formed Juvenile Welfare Board would aid.

You will recall that it was in October 1944 that Juvenile Judge Lincoln Bogue talked with Council members about the need for a detention home. This soft-spoken, empathetic man combined the part-time job of juvenile judge with a full-time law practice. His term as juvenile judge had brought about a painful awareness of the lack of facilities for the detention of children and youth. The only facility available to house young dependent children was a jail cell in the same cell block with adult prisoners. Disheart-
Paul Penningroth who taught psychology at St. Petersburg Jr. College was director of the Child Guidance Clinic and president of the Community Welfare Council.

Leonard Cooperman and his wife. Out of frustration and anger he sat down at his dining room table and wrote the unique legislation bill that would establish JWB.

...enched and frustrated by the lack of adequate accommodations, Judge Bogue felt helpless but persisted in finding a solution. As we have seen, his caring and concern caused him to push on and seek community help.

Mrs. Nenabelle Dame, District No. 4 Welfare Board Director, attended that specially called October meeting of the Community Welfare Council. To initiate the necessary action, she moved that Council President Paul Penningroth be authorized to appoint a committee or advisory council to work with the Juvenile Court and Judge Bogue.

At that first Advisory Council meeting on December 21, 1944 the group realized what a difficult assignment they had agreed to tackle. A satisfactory solution, for the children, as well as the citizens, would not be easy to find.

When only $250 was promised by the County Commission, Leonard Cooperman took the initiative. All concerned had met far too many deadend attempts at seeking help and financial support. So it was that April night in 1945, impelled by mounting anger that Cooperman sat down at his dining room table and drafted what would come to be the original Juvenile Welfare Act. This proposed Bill creating a Juvenile Welfare Board was presented to and approved by the Advisory Council, thanks to the influence and support of Judge T. Frank Hobson, Sr. “who was in the vanguard of those who believed that it should be submitted to the legislature for passage as one possible solution to the problem.” Mr. Cooperman called his colleagues, Henry Baynard in the Senate and S. Henry Harris in the House.

Baynard immediately offered his support. Harris,
The County Commission about the time Judge Bogue was seeking their aid to provide shelter for children coming before the juvenile court. This commission table is on display at Heritage Park.
though hesitant at first because as he saw the Act as a “welfare” bill rather than a unique solution for helping Pinellas children, also promised his support. Because notice of the bill had not been published in local newspapers, it would be subject to referendum if passed by the legislature. The delegation would have wanted a referendum at any rate. They had a sincere concern for the taxpayers and their rights. This was a Special Act and since it was supported by the Pinellas Delegation, they “were all powerful in getting the legislation passed.”

Judge Bogue must have been delighted with the passage of the JWB Act. Finally! Help was coming! But it would take a while. First the Pinellas voters must endorse the Act through referendum and that would not be until November, 1946.

In May, 1945, the Pinellas Grand Jury heard testimony giving evidence to the dire need for establishing a children’s detention home; and in their final presentation they recommended immediate action. Sometime during that summer Judge Bogue told the newspapers about his search for a detention home for children, and it was that St. Petersburg Times article that reached Mr. and Mrs. Fred Cowell on their farm near Elkton, Maryland.

The Fred Cowells wrote Judge Bogue immediately and offered him their Pinellas home. After receiving the Cowells’ offer, Judge Bogue presented it to the Court. Then, with the Court’s evaluation in hand, he wrote the couple asking them to return to Pinellas and manage the home. Their deceased son’s wish was finally coming true. Shortly before he died of diphtheria, ten year old Buddy told his mother of a dream. In this dream, he had seen hungry children all around his house, and so Buddy took them into the kitchen and fed them. This ten year old wanted to provide for all the children who were hungry and in need of shelter. After Buddy’s death, the Cowells’ Pinellas home seemed an empty shell, the happiness of previous years lost. Griefstricken, they moved to Maryland hoping to leave their memories behind. Before leaving, they offered their home to anyone who would use it as a home for needy children; the offer never reached the right ears. When they read the Times article, almost two years had passed.

The Buddy Cowell Home was opened October 16, 1945. During the first year, more than 100 children passed through its doors. Some had been taken away from unfit parents, others were awaiting assignment to the few available foster homes, and still others awaited final disposition of criminal charges against them. In 1946 the Business and Professional Women’s Club raised $500 to build a workshop for the children there.

At least while awaiting passage of the JWB Act, something was being done and the community was involved in the effort.
Those associated with the Juvenile Welfare Board today believe that the original 1945 Act showed a stroke of genius. The Act designated a seven member board which included three elected officials with significant backgrounds in law and education — the Juvenile Judge, the County Judge, and the Superintendent of Public Instruction. The Juvenile Judge would have much to contribute and would certainly gain insight from his presence on the Board; the County Judge could provide an overall picture of county crime and its problems in general; and the Superintendent of Public Instruction would be the one person, on the Board, in touch with all county school-age children. These three people, who were closest to the overall problems of juveniles, would then select four lay members to serve with them. The designated powers and duties were broad enough to allow this Board to meet any and all needs of dependent and delinquent children, pending available funds. The funds were to be provided from a tax levy of an additional fifty cents per each one thousand dollars (½ mill) on all Pinellas County property, this tax to be levied and collected in the same manner and at the same time as all other county taxes. These monies would then be placed in a separate bank account and withdrawn by check only, signed by at least two of the county officials on the Board. An audit report for each calendar year was to be filed with the Clerk of Circuit Court as public record. The one-half mill would be levied for the years 1947 and 1948, after which time it would be reduced to one-fourth mill or twenty-five cents per each one thousand dollars.

The Board "was set up to be a self-autonomous body to handle the needs and problems of children, mainly dependent children, in Pinellas County. It was thought best that the Board should not be subject to the whim and caprice of others in taking care of its dedicated duties to the children of this county. Accordingly, a required tax levy which is not subject to alteration by anyone other than the State Legislature was built into the original act and this feature has been continued in every amendatory act."

The Pinellas Delegation had succeeded at its job. Supporting groups within the county then made sure that Pinellas citizens knew about the Juvenile Welfare Board Act with its many benefits for Pinellas children. Their effort paid off when the referendum passed by a 4 to 1 majority in the November, 1946 election. The citizens had overwhelmingly voted to tax themselves in order to provide for dependent and delinquent children.

Now the county had an Act creating a Juvenile Welfare Board and funding established for its work. Next, the Juvenile Judge, the County Judge and the Superintendent of Public Instruction were mandated to select four lay members to serve with them on the
Board. The Community Welfare Council, at its November 1946 meeting, asked for recommendations to send to these three Board members, and in December the Council sent the names of six nominees. In February 1947, the three Board officials held a public meeting to ask interested individuals for suggestions of a procedure for the Board to follow. County Judge White suggested that a representative of the County Commission be designated to serve on the Board and recommended an amendment to that effect, allowing four political members and increasing the lay membership to five. This group also advanced a resolution favoring a survey of needs and suggested the Junior League assume financial responsibility for this survey.

With everyone having separate ideas of what Pinellas County needed and how the Juvenile Welfare Board should fulfill these needs, a survey by an expert seemed the only responsible approach.

But first the lay members of the Board had to be selected. It was about that time that Mrs. Marguerite Bartlett received a phone call from her former student, Lincoln Bogue. "He said he wanted to come over and talk something over with me," says Mrs. Bartlett. Mrs. Bartlett's reply was, "all right, what is it?" Judge Bogue hadn't wanted to tell her on the phone, but he did. Mrs. Bartlett told him to come over. "Whatever you want me to do, I'll do" It was difficult to turn down such a fine, sincere person as Lincoln Bogue.

During the visit, Judge Bogue told her about the Juvenile Welfare Board. He felt she would be an excellent choice for this first Board. When Mrs. Bartlett mentioned that she didn't know a thing about juvenile work, he said she'd learn. Learn she did. At
Members of the 1948 Juvenile Welfare Board are, seated left to right: Mrs. George Bartlett, Mrs. H. W. Holland, chairman; Miss Ora Phillips. Standing are: G. V. Fuguitt, superintendent of schools; Henry Belcher, county commissioner; and Alfred P. Marshall, juvenile judge (replacing Judge Bogue).

Judge Bogue’s invitation, she visited his Court chambers, and sat beside his old oak desk, listening and observing as he handled the cases brought before him. Some dependent, some delinquent. The Juvenile Court was very informal. The judge, probation officer, the child, and sometimes his parents, sat around a table, talked informally and tried to decide what was best for the child.

Also asked to serve was Mrs. Mailande W. Holland, one of the six Community Welfare Council nominees. Active in the Junior League, she was also serving as Chairman of the Council’s Child-Family Committee. Her experience with children’s needs and involvement in community affairs would contribute greatly to the new Board.

The proposed amendment, adding a County Commission member to the Board, was not advanced for legislative action; however, those involved must have felt a County Commission representative was indeed important. County Commissioner John Chesnut was appointed as a lay member to the Board.

The importance of having a representative from upper county was also realized and Mrs. Ora E. Phillips, organizer of the Clearwater Child Guidance Clinic, became that representative.

The original Board consisted of Juvenile Judge Lincoln Bogue, County Judge Jack White, Superintendent of Public Instruction G. V. Fuguitt, and appointed members Mailande W. Holland, Marguerite Blocker Bartlett, Ora E. Phillips, and John Chesnut. Mr. Chesnut only served briefly, resigning on July 16, 1947; and County Commissioner W. Henry Belcher took his place. The appointments became effective May 14, 1947. Mrs. Mailande Holland became the first chairman.

At that first Board meeting on May 14, the main order of business centered around a motion, carried unanimously, which requested the Junior League “to finance and conduct a survey of existing conditions and needs in Pinellas County relative to juvenile work in order that the Board might intelligently start its work with all possible information at its command.”

The Junior League, still up front in its pioneering work, was most willing to locate an expert to come to Pinellas. Since tax funds were considered inappropriate for surveys at that time, this progressive thinking group of women agreed to finance the survey. In June, Advisory Committees were appointed to represent all parts of the county and each area in which
the Board would function. They organized immediately and worked throughout the summer. As Judge Bogue’s term ended that June, he could be proud of his accomplishments.

As the Board would not receive its first tax money from the 1947 tax roles until January 1, 1948, it was necessary to apply for a loan to cover operating expenses. The Bank of Clearwater offered to loan the Board sufficient money, not to exceed $10,000. In October 1947, the Board borrowed $5,000 and authorized the County Tax Assessor to repay the loan, with interest, from the first tax monies.

The work of the Board was underway. Alfred Marshall succeeded Lincoln Bogue as Juvenile Judge. Marshall, like Bogue, was a kind, patient, empathetic man who also combined the still-part-time juvenile judge responsibility with a full-time law practice.

The type and character of a man who fills the position of juvenile judge is of great significance. “A judge of any juvenile court should be socially minded, have knowledge of the law, and possess an understanding of social problems and child psychology. He should not be rigid in his attitudes nor should he possess, in his make-up, any prejudices, whims or aversions to certain types of cases (for instance sex cases of children). The judge should recognize and accept all available community resources and facilities, such as child guidance clinics, psychiatry, psychology, psychoanalysis, medical therapy, etc. In addition to these special qualifications, the judge should be willing and anxious to explore new fields cautiously and objectively. He should be a person of strong character and one who merits public approval and confidence.” Both Bogue and Marshall fit that description.

The Juvenile Court of Pinellas County was established by legislative act in 1927. A 1933 Act gave the Governor the authority to appoint a probation officer upon recommendation of the County Commissioners of Pinellas County for a term of two years. In Chapter 21849, Acts 1943, the Juvenile Court received “exclusive original jurisdiction to hear, determine and adjudicate all cases affecting children as defined in Chapter 415 of Florida Statutes 1941 entitled “Dependent and Delinquent Children.” The 1943 Act states that the Juvenile Judge shall be appointed by the Governor for a term of four years from the date of his appointment. Judge Bogue was elected in 1942 for a term beginning in June, 1943 so was not affected by this law. Judges Alfred Marshall and William Gardner, who followed, were appointed.

The main facility available to the Court was still the jail. The Buddy Cowell Home, due to size, could only handle a limited number of children. Sometimes youngsters awaiting transportation to the State Industrial Schools at Marianna and Ocala were allowed to remain in the custody of their parents. This kept them out of the jail but was taking a “long chance” as some youngsters would sooner or later, take advantage of the situation.

Chief Probation Officer Al Rogero, a sincere, honest, hardworking man tried to do whatever he could to help these kids. He loved kids. Day in and day out he saw so much that needed to be done, so much that wasn’t being done, yet so little that could be done. Ed Patrick was his assistant, working mostly in the St. Petersburg area. Ed had little formal training, but he knew kids and loved them. And they loved him. He would take the boys fishing, spend
hours talking with them, giving them advice and helping them find their way. Each one of these men - Marshall, Rogero and Patrick - knew the provisions for these children were deplorable; but they did everything humanly possible to care for them in the best possible way. No wonder they took so many children home in lieu of jail.

Sometimes Judge Marshall accompanied Ed Patrick when he drove a boy to the State Industrial School for Boys at Marianna. Judge Marshall stopped in to talk with the boys, especially those from Pinellas County. He liked to keep in touch with them; tell them what was going on at home. He even corresponded with them as well as with the girls at the state school in Ocala. At least the children knew they had a friend. In November of 1947, Judge Marshall suggested that the Juvenile Welfare Board try a 3-month experiment, of sending $1.00 per month spending money to each Pinellas boy and girl in a State Industrial School who did not otherwise receive spending money. A small amount, but something from "home" to say WE CARE.
Chapter 4

the nurturing begins

The Juvenile Welfare Board gave the go-ahead and the Junior League set out to find the right expert to conduct a survey of children's needs and services. Mrs. Holland remembered Margaret Woodson from the Child Welfare League of America who had been such a help to the Junior Service Club in the late twenties. Miss Woodson's knowledge and expertise came through once again. She recommended J. Gordon Crowe, Education Director of the New York State Youth Commission and nationally known for juvenile work. They contacted Crowe. He accepted.

When Gordon Crowe arrived in Pinellas in the fall of 1947, the Junior League requested him to "analyze existing services and to discover all of the unmet needs of children and youth residing in Pinellas County." His conclusions and recommendations "are necessarily (due to a short period of time) based in large part upon a distillation of opinions gathered from nearly two hundred local professional and lay leaders. However, most of these have had long experience in the county and are well informed by previous related studies." Nevertheless, he had quite a job.

Crowe studied the demographics of the county; he studied the Act just passed and noted that the general terms of the law provide an "opportunity for a broad attack upon the problems of children and youth."
J. Gordon Crowe was hired as a consultant by the Jr. League to study the needs of children in Pinellas County. His study provided the initial direction for the new JWB.

Everyone gave Crowe their fullest cooperation. He held public meetings throughout the county, met with this group and that professional, gathering as much information as possible. Through it all he kept his sense of humor. The Junior League was having a meeting and wanted at least a preliminary report in time for it. These hard-driving, dedicated women simply would not take “no” for an answer. Well, they got their report and down at the very bottom, separate and set apart, was one line: “50¢ for aspirin.”

In his report Crowe mentioned the author of the Act as recognizing “that juvenile court cases are the fruit of a tree whose roots run deep into community life. He knew that to only spray the tree in an attempt to eliminate aphids does not insure high quality fruit. Irrigation, cultivation and nourishment of the roots are likewise necessary.”

Crowe’s specific and sound recommendations, geared to the needs of Pinellas County, would serve as a base for the initial and future work of the Juvenile Welfare Board. He saw this Board as the coordinating agent among all organizations and agencies dealing with the problems of children and youth.

Originally, the tax levy provided approximately $60,000. During the 1947 legislative session, the salaries of the Juvenile Court and Probation Department were placed under the Juvenile Welfare Board, taking some $26,000 of that total amount. In his conclusions, Crowe dealt with nearly $35,000 left from the appropriated funds. He recommended that most of the money be spent for personnel. The key person should be the Director and “he should be
of 220 and they handled more than 1,500 boys under resident and parole care.

Dr. Williams agreed to come for an interview. Then a family death in Georgia caused him to cancel the appointment. Those things can’t be helped. Sympathy flooded forth, then great Board disappointment. He certainly seemed the ideal choice for the job. The Board’s hopes were dashed; then sheer determination took over. With only the name of the Georgia town, Mrs. Holland called long distance and persuaded the local telephone operator to seek out Dr. Williams. Amazingly, the operator found him and shortly had Dr. Williams on the phone. Mrs. Holland assured him that the Board still wanted to talk with him and convinced him that he could not pass up an opportunity to put his dream to work, that of setting up a preventive program that would put major emphasis on the child. He put off accepting a job as Superintendent of the Maryland Juvenile Welfare Department, and once again agreed to come to Florida for an interview. The Board was impressed with Dr. Williams and his credentials and offered him the job. Time passed. Finally, he wired that he would accept the job as Director of the Juvenile Welfare Board. The dream was more important than the higher pay and prestige potential of other job offers.

Herbert Williams was born on a plantation in Cherokee County, Georgia, and early developed an interest and fascination in watching people and trying to understand why they do what they do. He received a B.A. and B.S. in Education and taught at Athens High School, Georgia while studying for his
MRS. H. W. HOLLAND

108 BRIGHTWATER BLVD. ST. PETERSBURG, FLA.

I HEREBY ACCEPT APPOINTMENT AS DIRECTOR OF PINELLAS COUNTY
JUVENILE WELFARE BOARD AT ANNUAL SALARY OF SEVENTY FIVE
HUNDRED DOLLARS PLUS ADEQUATE TRAVEL EXPENSES STOP LOOKING
FORWARD TO WONDERFUL OPPORTUNITY FOR WORTHWHILE WORK STOP
LEAVING HERE BY AUTOMOBILE FOR ST. PETERSBURG TOWARD END OF
WEEK STOP WILL GET IN TOUCH WITH YOU ON ARRIVAL STOP ASK
COMMITTEE TO LIST VACANT FURNISHED APARTMENTS THEY MAY HAPPEN
TO HEAR ABOUT:

HERBERT D. WILLIAMS

From its patrons concerning its service
have been made” all describe the man who contributed so much to the welfare of children in Pinellas County.

Herbert Williams was indeed a man of vision.

Pinellas County welcomed the new Director and his charming wife, Mattie Lou, in February, 1948. He wasted no time in getting started. On February 12, he attended his first Board meeting before officially assuming his duties on February 16. At that meeting, Dr. Williams talked of the wonderful opportunity the Board had to demonstrate what could be done. He mentioned specifically $16,000 in Federal funds that were designated for Florida but unallocated at the moment. He suggested the Board explore possibilities of available federal money for mental health clinics, mentioning the fact that three counties in Florida – Dade, Duval and Monroe – already had special allotments for special services to children. His awareness of national opportunities and programs would be an asset to this county.

The first offices of the Juvenile Welfare Board were in the 1912 St. Petersburg Senior High School building at the western end of 2nd Avenue, N., near Mirror Lake. At that time, the road ended at the high school. One of the first board members, Mrs. Marguerite Bartlett, had been a member of the high school’s first graduating class in 1912. Since 1919, when the high school moved to another location, the building had been used for overflow classes of Central Primary, located next door where the County Building stands today, and also as St. Petersburg Junior College from 1927 until 1941. During the war it became known as the Defense Building and continued by that name during JWB’s tenancy. The Board offices occupied the second floor front of the building in an area which originally had been an assembly room. Discarded school furniture humbly furnished the offices. An old and worn dark oak desk, perhaps once belonging to a school principal, became Dr. William’s desk. Mrs. Nenabelle Dame, the court case worker employed by the Board one month before Dr.
The Defense Building located then in what is now the middle of 2nd Street North by Mirror Lake housed the first JWB office.

The Defense Building was once the 1912 High School and also the Jr. College. Dr. Williams' desk was behind the three windows on the second floor to the left of the portico.
Mrs. Nenabelle Dame became JWB’s first employee in January, 1948 as the new Juvenile Court caseworker with girls.

Williams arrived, used a heavy wide-armed oak chair, the kind students loved to carve initials in. JWB remained in these offices until 1949 when they were given an April 1 deadline to vacate the building so it could be razed to allow 2nd Avenue, N. to be opened up to the west. They moved next door into the new County Building.

When the board hired Mrs. Nenabelle Dame in January 1948, she was assigned to the Juvenile Court as a case worker with girls. Mrs. Dame had served three years as a visitor to the State Welfare Board, eight years as supervisor, and three and one-half years as Director of District No. 4 Welfare Board. Her welfare experience would be invaluable. Previously no case workers were assigned to the court and files only carried legal papers regarding court action. Now social studies relating to the background and home life of the child could be made. The court staff was most supportive.

Dr. Williams’ first week as Director was spent working out arrangements to expand the Child Guidance Clinic countywide, making it available to private social agencies, public schools, the Juvenile Court and parents. The Board saw this diagnostic and treatment clinic as an essential structure, and Dr. Williams felt the clinic expansion would enable them to obtain federal aid. The clinic had three major functions: a diagnostic service to parents, schools and agencies; therapy for a limited number of individuals (limited due to the lengthy amount of time needed for psychotherapy and insufficient staff); and an educational program designed to meet the need for preventive services.
Dr. Paul Penningroth, the Community Welfare Council President, served as part-time psychologist-director of the Child Guidance Clinic. He also taught psychology at St. Petersburg Junior College. During the two years prior to 1948, Dr. Penningroth had contributed much of his time on a voluntary basis attempting to meet the demands for clinic services.

One early item of Board business had to do with duplication of welfare services. Before JWB was formed, no designated coordinating agency existed so each agency tended to go its own way. Sometimes a person was shuffled through three or four agencies before finding help, a very traumatic experience for a person “down and out.” “When it’s everyone’s responsibility, it becomes no one’s responsibility.”

So Dr. Williams called the agencies together and in his calm, easy way helped them work out agreements specifying the responsibilities of each. The agreements described the function of the agencies concerned and outlined the basis for referral from one to the other, thus preventing confusion and misunderstandings and insuring that all children in need of help received it. Where Juvenile Welfare Board funds were involved, these agreements included the financial arrangements.

During that first year the Board, in carrying out their responsibility “to consult with other agencies dedicated to the welfare of juveniles to the end that the overlapping of services will be prevented,” worked out agreements between the following agencies:

- Juvenile Court and Child Guidance Clinic
- District No. 4 Welfare Board and Juvenile Welfare Board
- Juvenile Court and District No. 4 Welfare Board
- District No. 4 Welfare Board, St. Petersburg Welfare Department, County Welfare Department and Juvenile Welfare Board
- District No. 4 Welfare Board and Children’s Service Bureau

Services continued to expand. During an October 1948 Board Meeting, Dr. Williams requested that Mrs. Dame be allowed to act as a Field Work Supervisor in Pinellas County for the Department of Social Work at Florida State University. In an October 30, 1948 letter to Mrs. Margaret Bristol at the University’s Department of Social Work, Dr. Williams wrote that he and the Board were very favorably impressed with Mrs. Dame’s work in the court, with her professional attitude, her understanding of basic concepts of case work, and her ability to put these into practice.

As mentioned in the Crowe report, funds were limited; however, the Board also hired Miller Johnson, another addition to the Court staff. He was the first Negro and first trained probation officer. He filled a need for service to Negro children, long unmet. Mr. Johnson later left to attend graduate school, then
returned to the county to work with the school system.

The Board also cooperated with the Superintendent of Public Instruction in an effort to find a Recreation Director for the public school summer program. One was not found in time but a program was carried out by the school staff. From the beginning, the Board also put strong emphasis on staff training, thus strengthening Juvenile Court services. This dedicated Board set a precedent from the first meeting for being totally involved with all areas concerning children. No item was too small for their attention or concern.

Dr. Williams probably placed the biggest emphasis on the positive benefits of foster care in lieu of institutional care. He understood social workers, knew they had weaknesses and knew how to help them be more effective. On a mimeographed copy of a talk given by Wm. Dale Oldham on the Christian Brotherhood Hour, he had attached a hand-written note beside a story Oldham told about a lad in the County Jail on a murder charge. The boy, after hearing his sentence, momentarily gave up his toughness to sob “I want to go home to my mother; it ain’t any fun being in an institution.” Williams’ note read: “The most distressing impression made upon me by social workers is their reluctance to recognize and abide by this fact.”

One of Dr. Williams most significant contributions that first year was in the area of foster care. The Children’s Service Bureau was originally established as a private, non-profit organization, to provide services to children and their families who had some ability to pay for it. However for ten years, until June 1948, they accepted dependent children for long-term placement in foster homes at the request of parents, the Juvenile Court or others, simply because there was no other social agency meeting this urgent need. When the financial burden became too heavy to manage, the Bureau requested help from the newly organized Juvenile Welfare Board. The Board was not able to give immediate financial assistance and because the Bureau was a Community Chest agency, it could not solicit funds. So the Bureau withdrew monies from their small reserve fund to meet expenses. Finally it was arranged that when children were declared “dependent” by the Juvenile Court, JWB was able to give financial assistance for shelter on a case by case basis. The Bureau still provided medical care, clothing and spending money.

Other measures were needed. The Bureau could only do so much and the Board had only so much money. JWB had already assumed financial responsibility for the Cowell Home with the Cowells’ still managing it. Crowe had declared that “few sins are greater than your incarcerating juveniles in your county jail” and later in the report recommended setting up a Child Welfare Unit to provide more foster care. The Juvenile Welfare Board began to pursue this recommendation by working with the State Welfare Office in Jacksonville. The Florida State Welfare Act provided that “The State Welfare Board may accept requests to establish Child Welfare Units from counties desiring specialized services to children” but the community must first assume responsibility for child care maintenance for long-term foster care.
Mrs. Dorothy Ripper, Director of District IV Welfare Board, helped establish the first child welfare unit in Pinellas.

Miss Francis Davis, Supervisor from the Jacksonville office and Mrs. Dorothy Ripper, Director of District No. 4 Welfare Board, spoke to the Board about establishing the Unit. They estimated that actual administrative costs for two workers and one stenographer would be $6,480 plus travel expenses. At the March 11 meeting, the Child Welfare Unit was discussed again and Mrs. Bartlett pointed out that the new unit would cause overlapping of certain services and suggested a written agreement on specific points. Dr. Williams recommended they establish this Unit and allocate funds for this purpose not to exceed $2,000 for the remaining five months of the year.

At the March 24 meeting, the Board agreed that the Child Welfare Unit would relieve the Children’s Service Bureau of cases requiring long-term foster care beginning at the point of intake and ultimately reaching those already being cared for by the Bureau on a long-term basis, thus ending overlapping of services. Miss Davis said at the meeting that “the District Board could not promise to find all the foster homes that would be needed within a month or two months, but that they would work as quickly as possible, that they would proceed immediately to work on finding shelter homes, and that in her opinion these could be provided at less expense than the Juvenile Home (Cowell Home) required.”

She stated further that “The Child Welfare Unit would be responsible for accepting dependent and neglected children for shelter care and for determining in each individual case, whether the child needed foster home care, whether he could be placed with relatives, or whether it needed institutional care; and would be responsible for taking steps to see that the child received the type of care it needed, up to the extent that funds were provided for such services.” She reiterated the fact that “state and federal

Mrs. Holland (chmn. JWB) and Dr. Grace Whitford Parr (chmn. Dist. IV Welfare Board) signing the first interagency agreement setting up the child welfare unit.
funds would take care of shelter care, not to exceed ninety days, with no cost to the county."

The agreement between Children's Service Bureau and District No. 4 Welfare Board gives a good example of the interagency agreements of that time:

AGREEMENT BETWEEN CHILDREN'S SERVICE BUREAU OF ST. PETERSBURG AND DISTRICT WELFARE BOARD NO. 4

PURPOSE: To determine the division of responsibility and the functions of each agency in order to make maximum use of services offered to children in Pinellas County and avoid duplication.

DIFFERENCE IN FUNCTION: Normally, the Children's Service Bureau accepts cases not involving agency funds for board payments, and the District Welfare Board accepts cases involving agency funds for board payments; however, when this factor has not been determined or it seems doubtful that the family will or can assume financial responsibility, the case will be accepted by the District Welfare Board for further study.

INTER-AGENCY REFERRAL: When it develops that the family can and does accept financial responsibility during a trial period, non-dependent cases may be referred to the Children's Service Bureau by the District Welfare Board through the medium of case conference. When cases accepted by the Children's Service Bureau become dependent, or when it seems to be to the best interest of the children to sever connections with the family through terminating money payments, such cases may be referred to the District Welfare Board by the Children's Service Bureau through the medium of case conference.

DIFFERENCE BETWEEN SHELTER AND TEMPORARY CARE: When it is known that a child is stranded or abandoned, it will be considered in need of shelter care as provided by the District Welfare Board. When a child must be detained for the court, or is a runaway, and delinquency is indicated by this fact, it will be considered that he is in need of temporary care as provided by the Children's Service Bureau.

s/d KATHARINE PARSONS  
(Miss) Katharine Parsons  
Executive Director  
Children's Service Bureau

s/g DOROTHY Y. RIPPER  
(Mrs.) Dorothy Y. Ripper  
Director  
District Welfare Board No. 4

With the implementation of the agreement with the District No. 4 Board, the Children's Service Bureau could return to their original purpose of serving children and their families. They offered foster boarding home care to any child who needed it, providing funds were available from the parents or other sources, as long as the request for care was not an attempt to avoid responsibility. One such case involved a ten year old boy whose father needed to go out of town on urgent business. The father was separated from the mother and had already made several unsuccessful attempts to secure the right kind of housekeeper. In desperation, he contacted the Bureau. They placed the boy in a supervised foster home for six weeks, his board paid in advance. Sometimes due to illness or death of one or both parents, a child might have to be placed in a foster home. In
the case of a newly divorced young mother, her infant son was placed in a foster home until the mother got back on her feet and was able to adjust to her situation.

Other times children were placed in a foster home until their parents could resolve their emotional conflicts. The Bureau also offered counseling services to children where there existed a family problem in a home relating to the child.

Shortly after the Bureau was relieved of long-term care, the Juvenile Welfare Board requested that it provide shelter homes for the temporary care of children detained by the Juvenile Court. These homes were ordinary foster homes where foster parents agreed to take children referred by the Court at any hour, night or day.

A letter from the Court staff to the District No. 4 Board provides insight as to how these agreements worked, the end results, and shows something of Williams' ability to get people from different backgrounds working together for a common cause. "It has been observed that our agencies have worked together to serve children and their families without any bickering or personality conflicts — service to the client has been the focus. Such an enviable relationship does not come to pass just because there are well defined agreements, but through the willingness of staff to forget personal feelings and consider the scope of the job as well as the one being served."

And further... "The Child Welfare Unit means to the Court individualized services — geared to the needs of the children. The Court is thus enabled to be one of the several instruments in the case work process, rather than the 'last resort.'"

This was a more satisfactory arrangement than jail, and much less expensive. With foster homes secured, fewer and fewer children needed to be placed in the Buddy Cowell Home. In October, 1948, the Board voted to discontinue its use. The Board extended their sincere appreciation to Mr. and Mrs. Cowell for their generous help through the past few years. At one time, the Home was the only resource, outside of jail, available to the Court. This meant that most children needing shelter, regardless of cause, age or sex, were placed there. Though the foster home program was proving less expensive, the Cowell Home had valiantly served when nothing else was available. It remained empty for two and one-half months before leaders were convinced the foster home program would do the job.

In every program initiated, Dr. Williams emphasized the preventive approach. "Catch them at six and they are still plastic. And it is still possible to do a lot with them. Catch them at sixteen and it is frequently too late."

The Superintendent of Public Instruction expressed the willingness of the school system to cooperate with Dr. Williams in taking a survey of potential problem children in the public schools. In this way, disturbed, maladjusted and vulnerable children could be identified at the earliest possible age. A first step in preventing delinquency. This survey led to a highly successful demonstration project in the schools.

In the article "Help the Vulnerable Child" by Dr. Williams, he asked the question "What is the difference between neglected children and delinquent?" He goes on to say: "One answer, given by a man who
had experience with both, was ‘thirty days.’ Maybe he was cutting the time short, but he had the right idea.’ Later in the article he said ‘It has been truly said that there is no substitute for family life. The best place for it is with their own parents. But when that is impossible, society, for its own protection, must provide the nearest and best substitute, in the form of a foster family home.’

Dr. Williams believed that whether in a foster home or an existing institution, the character and caliber of those in charge was the key to successful results, not the appearance and fineness of the facility. One time early in his term as Director he sent a mute five year old boy to a small, isolated farm in mid-county. He was unsure of how the Board would accept his choice of homes. Yet he knew the people. He had worked with them at Children’s Village, and if anyone could help the boy, they could. Agencies and doctors working with the child could find nothing that would physically prevent him from talking and time was running out. If he could not talk by September, he could not enter school. The story has a happy ending; the boy entered school that September after only three months on the farm.

The Juvenile Welfare Board and Dr. Williams had covered quite a bit of territory in their first year. Annual reports were sent all over the state and nation and the response was overwhelming. Here are just a few of the comments:

Henry S. Baynard, Florida State Senate, . . “It is a very thorough one and gives an excellent summary of the work that is being done in the interest of child welfare.”

A letter confirming the establishment of a group home to provide shelter for children detained by the Juvenile Court.
It was at Hazelle Wood Ranch that a mute five year old boy learned to speak for the first time. He was then able to enter school. Love and caring provided by the Pressleys at their group home achieved this miracle.

The Board paid for building materials in lieu of payments for child care so the Pressleys could provide adequate shelter.

Maxwell Hahn, Executive Vice President, The Field Foundation, Inc., N.Y., ... "it is excellent."

Leonard W. Mayo, Vice President University Development Program, Western Reserve University, Cleveland, Ohio ... "It is a unique organization to say the least and I should think that it would have marvelous possibilities."
Raymond Houston, Deputy Commissioner, State Institutions and Agencies, Department of Social Welfare, N.Y. . . . "I found it most interesting as reflecting what appears to me to be a masterly job of community organization."

Sherwood Norman, Field Consultant, National Probation and Parole Association, N.Y. . . . "You have certainly done an amazing piece of work in the short time you have been in St. Petersburg."

Ray McLaughlin, Superintendent Connecticut School for Boys, "I extended your greetings to the members of the Superintendents Conference. I also asked their indulgence while I described to them your organization and activities as outlined in your report. So far as I am aware, your setup is unique and certainly is extremely interesting. I thought all the men should hear about it."

The dream had begun. In a newspaper article in August 1948, Dr. Williams was quoted as saying: "It looks to me as if, once we get ourselves set, we will be able to make this a model county by developing a complete preventive program and enabling children to grow up free from disabling, emotional and other handicaps. That is my dream, and the dream of the Board." As we will see later, Dr. Williams and his conscientious, hard-working Board reached this goal of a model county by 1955.
Chapter 5

nurturing continues

"Children have more need of models than of critics"

Dr. Williams brought that Jobert quotation with him from New York and hung it in his Juvenile Welfare Board Office. A daily reminder. Hand lettered by one of the boys at New York Training School, the motto was framed by the boys in the Printing Class. In many ways it summed up Dr. Williams' philosophy.

His first year in Florida was spent establishing the structure and purpose of the Juvenile Welfare Board. Dr. Williams had a special ability to involve the entire community in the affairs of children. He let it be known that he was available to speak at local groups and never missed an opportunity to relate the work of JWB. Nor did the Board or his able staff member, Nenabelle Dame.
The second year involved strengthening and testing the program and developing other services as needed. Many of the results could not be measured in dollars and cents or by statistics, but only in the gradual rehabilitation of a delinquent into a well-adjusted child; or in an emotionally disturbed child who gradually overcame fears, anxieties, and began to get along with other children; or perhaps in the aggressive run-away who became a well adjusted achieving student. Long hours, many heartaches, much love, agencies working together — all contributed to eventual success; no overnight results.

The Board believed that each agency or group dealing with welfare services for dependent children had a specific job, different from the other. A public tax-supported agency should provide the absolute essentials, at the same time providing opportunities that would contribute to developing the child’s potential. The Board saw the handicaps of insufficient or unbalanced food, hovels for shelter, lack of clothing, little or no medical or dental care, and no toys, books or other recreational supplies as blocking the way of the child’s development. They also believed that these essentials and opportunities were the child’s given right as a member of a democratic society. And should be given without the child feeling he was an object of charity.

Private agencies, supported by organized giving, should offer services in areas where the parents could meet the basic minimums of support, but required services as provided by organized, trained staff and other community-wide resources. A private agency could also meet some of the children’s needs on an experimental, pioneering basis. Further, they should provide the more enriching services.

Individuals and civic groups could provide the extras. They could provide for special aptitudes or special needs, as well as assisting the private and public agencies.

JWB initiated many services that were eventually taken over by private and public agencies or community groups. They were called “demonstration” projects-demonstration because JWB was not to become another direct service agency. The Board would demonstrate a need not being provided by setting up a program for specified length of time. At the end of that time, usually three years, the Board hoped that the project would have proved its worth, been accepted, and taken over by some community agency or group. One such demonstration was the In-School Counseling Project.

As previously mentioned, during JWB’s first year the Superintendent of Public Instruction expressed his willingness to cooperate with the Board in a survey of problem children in the public schools. This Survey of Problem Children was one that Dr. Williams brought from New York. He had developed it, copyrighted it, and used the survey in Illinois, Indiana, Wisconsin, New Jersey, New Hampshire and New York. When the information requested on the survey form was carefully filled out and all questions answered, the teachers using the form would not only be more perceptive and aware, but also would have a usable set of results, or “sign posts” of maladjustment as they were often called.

In September, 1948, Dr. Williams presented the survey idea to the Pinellas County teachers. They received it enthusiastically. Mr. Fuguitt, Superintendent of Public Instruction, then arranged a meeting of principals where Judge Marshall and Dr. Williams
explained the survey idea. The Survey was launched the first week of October and the results showed nearly 900 maladjusted children among the 14,301 children in school.

After studying the survey results, Dr. Williams took the idea of a three year pioneer demonstration project to the Board in September, 1949. They too were enthusiastic. Called the In-School Counseling Project, it was initiated to offer guidance to the children and parents coming to the staff’s attention through survey. Working with three schools — one junior high and two elementary in the same geographical area — and using a social worker and psychologist, the project was launched in March, 1950. Mrs. Dame was transferred from her work with the Court to social worker on the project, and the Junior League agreed to provide $3,000 a year for a part-time psychologist. Mrs. Thelma Voorhis filled that position. Again we see the benefits of a united community effort of funding and involvement, and the significance of the Superintendent of Public Instruction’s membership on the Board. The initial survey could not have been conducted as successfully or the project launched so effectively without his help and cooperation. The school was the one place where a preventive program could be most effective, since all children attend school — at least in their formative years. A “logical place to discover the maladjusted children who later become serious problems for society and themselves.”

The groundwork for this demonstration project was carefully laid. To gain community support and stimulate interest, the Board presented the project plan to the Community Welfare Council and its Family and Child Welfare Committee. JWB staff and the two-member social worker-psychologist team met with the school principals. The teachers were then called together to meet the two-member team, learn about the project and the procedure, and to ask questions. Next the program was presented to the students and finally to the parent-teacher groups.

“It is the objective of the school counseling service to help these adults (teachers and parents) to realize that often a child who is labeled ‘naughty’ or badly behaved” is only a child who has been misunderstood by the adults around him. Sometimes they have expected too much of him. Often they have not been aware that he is acting like other children of his age, that he is not deliberately naughty, that he is having ‘growing pains’ in trying to assert himself as a person.”

The In-School Counseling Project demonstrated the need for school social workers, psychologists and guidance counselors. The first two years were so suc-
cessful that the Department of Public Instruction requested an expansion of the program; seven schools were added the third year. The Junior League agreed to supply the additional funds for the psychologist’s services at the additional four schools and JWB agreed to add a social worker, Harriet Baeza. The school system, anxious to expand this type of service, planned to add trained school social workers every year until all children needing the service were reached.

At the end of the three year period, the school system’s Division of Special Education began taking over the direct supervision of the program; Harriet Baeza was employed as director. By 1955, they assumed complete financial responsibility. During the three years, Dr. Williams also offered consultation services on a regular bi-monthly basis to visiting teachers, social workers — all persons serving children.

The project benefits were numerous. “Through being available to the teacher and the parent when they needed and wanted help, the project staff had an opportunity to demonstrate how stealing, truancy, hyperactivity, listlessness, etc. are in reality a few of the many symptoms of maladjustment. The teamwork approach brought into focus a recognition on the part of school staff that many children who are a problem to themselves, as well as to their school and home environment, are bringing to school with them problems of poverty, poor housing, fear, anxiety, neglect and even the damaging effects of disease.”

The In-School Counseling Project was significant in finding and helping neglected and maladjusted children at an early age. But there was also concern for pre-schoolers, particularly those who were placed in day care nurseries as infants and toddlers because both parents had to work.

Around mid-century JWB began receiving complaints through the Child Care Committee and the Juvenile Court concerning children improperly cared for outside of their homes. Anyone could set up a day care facility, advertise for children and take them in. No adherence to standards or permit were required. No protection for the children.

Again, the community pitched in and worked together. JWB’s Legislative Committee Chairman, Lincoln Bogue, with the help of committee members — Leonard Cooperman, Marguerite Bartlett, and Herbert Williams, drafted an act and sent it to Henry Baynard for presentation to the 1951 Legislature.

This License Board Act created a three member board made up of Superintendent of Public Instruction, Director of the Pinellas County Health Department, and Director of JWB. They had the power to issue permits and investigate the character and qualifications of day care home operators and properties. But in case of violations, they could only revoke annually renewable permits.

It didn’t work. The County Health Department Director had responsibility for carrying out the Act and acted as License Board Chairman. His sanitarians were already overburdened with inspections. JWB did employ a temporary part-time social worker to assist these sanitarians and later a Board member assisted in the investigative work. In September, 1953 when Louise Terrill was employed by JWB as Homemaker Service Project Supervisor, she was also assigned the responsibility of checking on day nursery and kindergarten applicants.
In 1957 the 1951 License Board Act was repealed. The newly adopted legislation set up a new License Board composed of the Pinellas County Children’s Committee of the Florida Children’s Commission, plus those designated because of “their interest in the needs of children, their effectiveness in promoting child welfare within the County, and their knowledge of local conditions” — which included JWB. This License Board had an Executive Committee — Director of the Health Department, Juvenile Judge and JWB Director — and was responsible for setting up reasonable minimum standards.

These reasonable minimum standards, patterned after those recommended by national groups, raised a ruckus among day care owners. The standards were so high and idealistic that they left huge gaps between reality and new specifications. These gaps would take much time, effort, and money to close. For instance, teachers in charge had to have proper certification by the Florida State Department of Education which, to begin with, required an undergraduate degree.

In April 1958, the License Board adopted a more realistic set of regulations based squarely on Pinellas County potential. JWB’s Director remained on the Executive Committee. In fact, Dr. Williams continued to serve after his successor Dr. George Finck became JWB Director. In July 1958, JWB appropriated sufficient funds to support a License Board office which enabled the License Board to employ personnel trained in early childhood education. Ruth Jefferson was employed as Executive Secretary, and in August Helen McDowell joined as her assistant.

Rumblings among the center owners continued, however. Many were concerned that standards would again be increased without warning, thus affecting their ability to make a living. Others worked together and took advantage of the educational opportunities the License Board had worked out with St. Petersburg Junior College, Gibbs Junior College and Florida State University Extension Service.

Dr. Finck had his own problems. Then Chairman of the License Board Executive Committee, he found himself in a most uncomfortable situation because of his position. His wife, Barbara, was owner and director of an open air nursery school and kindergarten and totally supported reasonable and good day care standards. Some fellow center directors did not. So as not to be accused of “conflict of interest,” Dr. Finck strove earnestly to prevent this and discouraged most at home discussions on licensing. However, he probably lost many hours of sleep when the passionate discussions between local center directors — some for standards and some against — rose from the Finck living room to his second floor bedroom. Trying to work out amicable conditions for all, the meeting often lasted into the wee hours of the morning.

Besides the discontent and misunderstandings, the 1957 License Board law still had no teeth, a lesson quickly learned when the License Board tried to close a substandard nursery by going to court. In addition, the governing body was too large to be effective. Center owners, still distrusting the licensing program, were demanding that standards be written into the law. More legislation. County groups concerned with day care centers and nurseries, including the License Board, drafted an acceptable set of standards and sent them on to the Pinellas Delegation. The 1961 com-
Marriage counseling was an early service provided directly by JWB in behalf of children.

promise bill repealed the 1957 Act and incorporated minimum standards for kindergartens, nursery schools, day nurseries and family day care homes.

As a result of JWB support, in the tight money years after the 1958 recession, Pinellas County was one of few counties in the state which provided foster home care and required day care licensing.

License Board has always been housed in the same offices with JWB, and in 1963 they both moved to 3455 First Avenue, South. In 1970 Mary Faust, who taught one of the war nurseries at Glenoak Elementary School, was employed as supervisor of Family Day Care Homes. In 1973, following a survey recommendation, a social worker and an educational consultant were added to the licensing staff.

When Florida became the 50th State to establish the licensing of day care, Pinellas License Board, with its twenty years of experience, was instrumental in this legislation.

The License Board staff, which now numbers 17, is unique because it operates from a child development point of view, stressing service to caregivers along with its regulatory function. Its purpose is to encourage licensing for quality child care rather than to set up barriers for operation. It serves as a referral service for parents seeking day care and as a consultant for caregivers on program, equipment, child development, parent-teachers relations, and children's individual problems. In-service training is an ongoing part of the program. A toy lending library to serve family day care homes was established in 1975 as a memorial to Mary Faust. Encouraged by the staff, a group of family caregivers has formed their own association in an effort to be recognized as professionals rather than "just baby-sitters."

If a child lives with criticism, he learns to condemn.
If a child lives with hostility, he learns to fight.
If a child lives with fear, he learns to be anxious.
If a child lives with pity, he learns to be sorry for himself.
If a child lives with jealousy, he learns to feel guilty.

JWB established the marriage and family counseling program as a preventive service in behalf of children, believing that problems of children often reflect difficulties between their parents. Studies indicate a vicious cycle. Often children neglected by their parents become delinquent. Delinquent children tend to marry persons like themselves, then neglect their own children who in turn become delinquent. The cycle needed to be broken.
During Dr. Williams' second year, the Juvenile Welfare Board and the United Churches of St. Petersburg each offered the services of their director for two half days per week, thus providing some marriage and family counseling services. In February, 1955, Mrs. Nenabelle Dame rejoined the staff as a part-time counselor, her salary provided by the Ministerial Association of Greater St. Petersburg. This was another demonstration program, and it was Dr. Williams' hope that the churches would eventually take over the counseling program. However, their funds were unpredictable and eventually ran out, while the counseling program itself grew rapidly, increasing the need for additional staff. Mrs. Dame became a full-time counselor and in November, 1955 Dr. George Finck also joined the staff as a full-time marriage counselor.

But demands for the program continued to increase leaving the staff unable to handle the full responsibility of the total program. To alleviate this problem and increase the program's effectiveness, a plan was developed to assist local ministers in developing additional skills and competence for dealing with marital problems. The ministerial groups responded to JWB's 1958 adoption of the plan with immediate requests for seminars. Working with the two ministerial groups, JWB planned a ten session seminar, one for each group. After the second seminar, the group decided to continue meeting monthly, sharing their counseling experiences on an on-going basis. This interest led to other workshops sponsored by the Mental Health Association and other groups.

Dr. Williams' firm belief in the need for this service led him to write several articles on marriage.

Excerpts from these articles describe some of the problems dealt with and the effects they had on children: "I'm coming to you to learn to pick a good husband," stated an attractive blonde to a west coast marriage counselor recently. "I have been married three times, and each time I have made a bad choice. I am not in love with anyone at this time, so I thought it would be a good chance for me to learn how to do a better job of selecting a mate than I've been able to do before." This young lady was 26; she had been married three times; had children by two of her husbands and was getting a divorce from the third. Her story is not too unusual to marriage counselors. We find that a man or a woman will continue to make the same bad selection unless they get help or happen to be very lucky."
"I can't remember a time in my life when my parents weren't quarreling and fighting. There was never any peace in my home. I used to wake up in the night and hear them quarreling. I can remember this happening when I was no more than three or four. I didn't know why they were quarreling at night, but I heard their voices raised in anger. This was the answer given to a question, 'Did you have a happy childhood?'

"... Every individual is the product of his or her training and experience. The most sensitive and important period in terms of life adjustments is early childhood. It is common knowledge that childhood memories are the last ones to go as our memory fades with age. The emotional climate of the home in which a child is reared will determine his later capacity for life adjustment, either in social adjustment or marriage."

"Frequent causes of marital problems in adults are disagreements about children and their rearing. The father who is jealous of the attention his children receive is a well-known type. The attitudes of father or mother toward the degree of supervision and control of children and what discipline means is often a cause of marital conflicts."

Dr. Williams ended one of his articles with the following paragraph: "The complaint most marriage counselors make and also most of the people who come for help is that they should have come sooner, before attitudes and patterns of behavior were intensified and crystalized. This help is made available through public and private agencies and by trained private practitioners. The welfare department, county and city government, the Community Chest, and almost any welfare agency can give the name and address of qualified counselors in this field."

From the very beginning JWB set out to close gaps. With the marriage and family counseling services which Dr. Williams set up and which have continued until today, and with other marriage counseling services offered in the community, people from any economic level can receive help when needed. That was his hope.

Shortly after he joined the staff in 1955, Dr. Finck initiated a demonstration program in pre-marital counseling at Northeast High School. He set aside one morning a week for individual counseling sessions with students, class and group discussions and consultation with school personnel. Some came because
they heard about the service. Others were referred by guidance counselors, the administration or by teachers. All students participated on a voluntary basis, and most of their problems dealt with dating, going steady, engagement plans for marriage, and relationships with parents, brothers and sisters.

When the 50's brought the big four industries — E.C.I., Honeywell, General Electric and Sperry-Rand — to Pinellas County, these plants attracted young families with children from all over the U.S. The 1950 county population of 159,446 increased to 374,665 in 1960 and 522,329 in 1970. With these young families came many problems, overburdening local welfare agencies and schools.

The students who moved to Florida, especially those in their junior high years, keenly felt the separation from their left-behind friends; and if school work proved difficult, their problems were more acute and their unhappiness accentuated.

Often families found to their dismay that instead of getting a "fresh start" their personal problems had been intensified by the move. The parent's feelings of insecurity and lack of roots threatened their children's sense of security and intensified the child's educational, personal, and social adjustment. Many times the high school age student attempted to solve these problems by excessive dating, premature engagement, hasty marriage and pre-marital sex relationships. The pre-marital counseling program significantly helped these students.

Not only did the students voluntarily use the counseling program, but it was such a success that the staff could not see all of the students who wished to use the service. Results were observed. Students be-
came more realistic about their educational and vocational choices, and therefore, seldom allowed failure to achieve in school or failure to work toward vocational goals motivate them toward an early marriage.

The pre-marital counseling program was eventually terminated, partly because the Guidance Department of the high schools expanded to deal with some of these situations, but mainly because a State Law passed in 1959 required that all married students leave regular school and continue their studies at night. As a result of this law, it seemed as if the subject of planning for marriage became taboo and requests for marriage counseling services diminished considerably.

Marriage and family counseling, however, remained a constant need and JWB continued through the years to financially support it. They saw this as a service in behalf of children, designed to support the effort of husbands and wives by helping them become more effective parents through resolving their own conflicts. A broken home is directly and indirectly a great expense to the community. Marriage and family counseling can prevent this cost and help our children lead happier lives. Mrs. Nenabelle Dame served as Coordinator of the Marriage and Family Counseling Service.

It was in 1953 that JWB established a homemaker program through an agreement with the Children's Service Bureau. Basically, this program sustained a home in times of crisis and enabled the child to maintain a sense of security in times of uncertainty within familiar surroundings and with those he loves.

JWB's agreement with the Children's Service Bureau specified that the Bureau would furnish administrative and supervisory staff and administer the service. JWB
would subsidize the cost of homemakers. Agencies and individuals would reimburse JWB to whatever extent possible. But because of an overload of adoption cases and limited staff, the Children's Service Bureau was unable to organize the service. The Board gave Dr. Williams the go ahead in September to organize it on a temporary basis and by the end of the month Dr. Williams had employed a temporary project supervisor and secured an "on call" staff of eight homemakers. In 1962 the Community Welfare Council made a Homemaker Survey; the Board hoped it would encourage an existing agency to add this service to its activities. In the meantime, JWB continued to fund the housekeeper services through the Child Welfare Unit. The Visiting Nurse Association took over the Homemaker Service in September, 1964, but because of demands made on its staff by the Medicare program, their Board was forced to terminate this service. That decision was made in March, 1968 and the service ended in September.

A hard lesson learned. When children's services become lumped together with other services not related to the whole family, the children usually lose out. JWB then requested the State Child Welfare Division to expand and develop their existing housekeeper service using JWB funds for support. Both the homemaker and housekeeper service replaced the ill, absent, or incapacitated mother permitting the father to continue his usual work and maintain his income.

Another area of concern that JWB had long been aware was the need of adoption services for hard-to-place children. When temporary shelter care for the Juvenile Court was taken over by the Child Welfare Unit in 1951, thus relieving the Children's Service Bureau, JWB asked the Bureau to establish an adoption service for Negroes. In January, 1958, the Bureau began a new family counseling service and changed its name to Family and Children's Service. This private agency then offered expanded services in family counseling, adoption and foster care, service to unmarried parents and to children in their own homes. Three quarters of their support came from United Fund of Pinellas County. The remainder came from adoptive parents' fees and agencies, such as JWB, who met the direct care cost of certain dependent children under the Bureau's care. Today the Bureau is known as Family Counseling Center.

The Juvenile Court was also adjusting to change. The new Juvenile Court Act passed by the 1951 Legislature prohibited the transportation of dependent or delinquent children with an adult criminal, specified minimum education requirements for counselors and probation officers, required a judge to be a member of the bar association, gave County Commissioners authority to allocate funds, and again made the office of juvenile judge an elective position.

This Act caused much discussion. In a letter to Dr. Williams from W.S. Criswell, Duval Juvenile Court Judge and noted Florida jurist, Criswell said "... having labored for nearly 30 years under the 'old' Juvenile Court law, I certainly appreciate the loyal and effective support most of your people gave in getting the 'new' law through. I believe we now have the legal basis for building as good a court system as we have the virtue and capacity to build and will get about what we deserve. With the Judge answerable to the people, and qualified technically, and the counselors answerable to the Judge, within the framework of a
Civil Service or merit system, and with the law clear as to the jurisdiction, it appears that we have made some progress since 1911."

In Pinellas County the Juvenile Court would still be financed by the Juvenile Welfare Board. Dr. Williams discussed this relationship in a letter to Judge Criswell on March 5, 1951. "The Juvenile Court, in our setup, has a key position. It uses all of the agencies for treatment purposes for some so-called delinquents. It depends very largely upon these agencies for the care and treatment of dependents. It takes responsibility for protecting the rights of children and the rights of parents. Perhaps my earlier experience with juvenile courts helps me to see in better perspective and interrelations than would be possible without such experience. I think the Juvenile Welfare Board has made it possible for the Juvenile Court to do a better job quicker than would have been possible without the present inclusion of the Juvenile Court in the Juvenile Welfare Board. I agree with you that this pattern would not work out as satisfactorily everywhere. The original act did not provide for the inclusion of the Juvenile Court. This provision was tacked on in a subsequent amendment by the County Commissioners to avoid carrying the financial load of the court. Perhaps it would be wise to return it to the same status as the other juvenile courts in the state."

The relationship between the Juvenile Court and the Juvenile Welfare Board during the period from 1952 to 1955 was difficult at best. Juvenile Judge William Gardner saw the work of the Board and his mandated membership on that Board as interference. All efforts to make the interagency agreements effective and prevent overlapping went by the wayside, as he refused to honor them. Those years certainly emphasized the need for the Juvenile Judge and JWB to each understand the importance and uniqueness of the others' job as well as the need for effective communication and cooperation. Perhaps, the court being financially tied to the Juvenile Welfare Board caused many of the problems. At any rate, the sometimes rocky relationship and the need for additional funds for new children's programs brought about an amendment in 1955 removing JWB's financial responsibility for the Juvenile Court and reducing the millage from one-half mill to one-third mill. The County Commission was then authorized to appropriate "reasonable and adequate funds for the operation of the Juvenile Court, thus allowing an expansion of the court staff." In the long run both benefited.

The problem must have been discussed from all angles in hopes of arriving at the best decision for all concerned. On January 7, 1955, Dr. Williams received a letter from Judge Criswell reinforcing this decision: "...I think you show good judgement in casting out the Juvenile Court and letting it shift for itself. I think, in the long run, that things will work out more happily to all concerned. After a half century, no one seemed to know precisely what a Juvenile Court is. Some think it should be a rubber stamp for the members of the American Association of Social Workers who are engaged in family and children's work. Others think it is a Court of Law and should not get involved with these long winded and confused social workers. In between these two extremes, there are all the degrees between. There has been, and
always will be, a difference of opinion between the proponents of the ‘Judicial Process’ and the Administration Edict. I am afraid I lean toward the Judicial Process side clumsy as it sometimes is: it seems safer on the whole.” Regardless of the difference of opinions, here were high caliber, caring professionals using their background and experience to make decisions that in the end would hopefully benefit children.
Chapter 6

feather in our cap

In less than ten years, the Juvenile Welfare Board had been recognized nationally. The United States Senate Subcommittee to Investigate Juvenile Delinquency had selected Pinellas County in March, 1955 for special mention in its interim report. This report stated that "significantly, the upward trend in juvenile delinquency had been reversed in this county; and the machinery seems to be in motion to save many times its cost as the next crop of children reach their teens."

This Senate Subcommittee expressed an interest in learning what Pinellas County was doing to prevent an increase in juvenile delinquency, since delinquency showed no appreciable increase in Pinellas from 1948 through 1954 although the 10-17 age group increased 51 percent. On a national scale delinquency had increased 58 percent within the same age group while its population, over the same time span, increased only 13 percent. According to national records, the number of children needing special aid because of family breakdowns, illness of parents, desertion, abandonment, death, mental illness, etc. usually increased in about the same proportion as the increase in population. It was no wonder the Subcommittee wanted to find out how Pinellas County managed this phenomenon.
Senator Estes Kefauver, chairman of the U.S. Senate Subcommittee to Investigate Delinquency, was interested in what JWB was doing to keep delinquency down in Pinellas.

Director Herbert Williams was invited by the Subcommittee to appear before them during their three-day hearings at the U.S. Courthouse in Nashville, Tennessee on August 10, 11 and 12, 1955. He was delighted to accept. United States Senator Estes Kefauver, in his opening remarks to those attending the hearings, said that it was the intention of the committee to disseminate information they obtained to municipalities in other states in order to provide guidance and assistance in meeting problems of juvenile delinquency. They were there to “face up to the problems besetting our young people” and wished to examine these problems, seek ways of preventing delinquency before it occurs and provide proper facilities to rehabilitate the juvenile offender.
The report of the Nashville hearings devoted some 32 pages to the work in Pinellas County. Following is Dr. Williams' testimony before the Subcommittee:

Chairman Kefauver: We know, we have heard, a great deal about your work at Pinellas, and we want you to tell us about it, Dr. Williams.
Mr. Williams: I say, I think that probably you would be interested primarily in the preventive services that we have been undertaking.

As you suggested, I ran the gamut from preventive service, first, then into the juvenile court as a referee, and then into a training school. That is kind of the path of a good many delinquents.

Now I am back down in the preventive area again, which I like, of course, much better. But in listening to the presentations this morning, and in reading the materials, I am impressed with the fact that it seems to me we jump on 1 or 2 or 3 sort of panaceas, and hope that they are going to solve the problem of juvenile delinquency, and what we jump on and emphasize depends very much on the kind of vested interests that we have at a given time.

We have had a concept which was brought out in the presentation just before me that it requires not only a broad-gauge approach in breadth, but also in depth, and that no one agency has the answer.

The school has not, it has a part of it; the social agencies have a part of it, and the other services in the community, churches and the institutions of that kind, have a part of it, and that the big job lies in the area of coordinating and integrating these various services, these various types of services, for children, so that you find the child who needs it early, while it is still possible to do it with a minimum of funds and time and get to work on it.

That has been the philosophy on which the services in Pinellas County, Florida have been based.

It started out with the Juvenile Welfare Board back in 1945, whose function it was to integrate and coordinate the services for children all up and down the scale, and that is what we have been doing, and I think that has been one of the reasons why we have been fairly effective in going against the trend in juvenile delinquency in the country as a whole.

Our figures, as you probably are more aware of even than I am, are not too accurate or not too reliable with reference to the extent of juvenile delinquency.

The only thing we have is the number of children who get into juvenile courts; that is about the size of it.

Well now, on a national and local level this seems to have happened in Pinellas County, and I will give you that first and tell you a little bit about why we think it happened.

On the national figures taken from the Children's Bureau on notes, statistics, from 1948 through 1954 the population of the 10- to 17-year age group increased 13 percent. The delinquency rate went up 58 percent. In Pinellas the population increased 51 percent, without any increase in delinquency as measured by the number of children coming into the juvenile court.

As a matter of fact, we had a few less in 1954 than we had in 1948 when we started.

Chairman Kefauver: In spite of a 50-percent increase in population.
Mr. Williams: Yes. If we had increased at the same rate as national figures, our increase would have been 229 percent; you see, 4½ times the population rate was the delinquency increase.

These are on these charts here.

(Charts Presented)

Chairman Kefauver: I would like to file this chart as an exhibit to your testimony, Dr. Williams.

Mr. Williams: We think while we will not vouch for the fact there is not delinquency that does not come into court, those are probably as reliable figures as we can get at the present time.

Now, what happened? In the first place, one of the first things we did was to make a survey of all the elementary and junior high schools to find out how many predelinquent children there were in those schools, and then we started a program, first on a
demonstration basis in 3 schools for a 3-year period, bringing into it civic clubs, united churches, and the public schools, and the Juvenile Welfare Board. The Juvenile Welfare Board helped to finance it, underwrite it, and so did these other organizations. All of our effort has been in the direction of always bringing in every kind of group that could possibly have some interest in it, and let them help in the planning and development of the program and in seeing it through.

Well, that went on for 2 years, and then the schools asked us to expand it, and take in some more schools, and at the end of 3 years, when our experiment ended, the schools took it over and expanded it.

You heard something about the same kind of thing in Chattanooga just now. There was a tremendous interest in the schools in that kind of service, and along with that went an integration and coordination of all of the various social agencies with the schools.

I have a chart here showing the relationship of what happens when a problem child goes up in the school, where he can go for what kind of services, don't you see.

Chairman Kefauver: Would you let us see your chart? Dr. Williams, are these copies of your statement that you have?

Mr. Williams: No; this is additional material; I did not have time after I got the notice to have these things in good order.

Chairman Kefauver: We will file that chart also as an exhibit to your testimony.

Mr. Williams: And then, as a part of this total program, was a writing out of interagency agreements between all of the various organizations. (Agreement between Pinellas County public schools and Juvenile Court submitted).

The Juvenile Welfare Board was set up by State act which provided that it should fill gaps, integrate services, and prevent duplication, and it has been able to do that through the constitution of its Board, and through the kind of service it had, and it has had an emphasis always on the welfare of the child without regard to any particular agency connotation.

We have helped all the agencies; we have subsidized all of them in one way or another to meet certain needs.

If there was a gap we get an agency in existence to stretch over and fill the gap, and if there was a duplication we got one of them to quit doing that and do something else.

So, of course, all of this came out of a good many studies of the predelinquents, and the expansion of
the various types of services, like child-guidance clinics to include the whole county, various other agencies like foster-home programs that covered the county, and things of that sort.

That project, by the way, of in-school counseling, we called it, was welcomed by all of the agencies, and all of the schools, teachers, parents, and the results are written up. I will give you a copy of the conclusions on that.

Here is one other thing: We found out, for example, that you could find these problem children, or predelinquents, in the kindergarten, first, second, or third grade, and that it is much easier to work with the younger parents with that kind of problem than it is with the older ones.

After they got up in high school the parents get a little discouraged. They do not think it is much use, but if you get to work with them at an early age you can get places.

Another thing we found was that all of the problem children came from conflict homes.

That meant that we had to go in for marriage and family counseling to help take care of situations that arose where the conflict existed between the parents, and there were other things involved.

When a mother had to be taken out of the home, let us say, to go to a TB hospital, we put in a homemaker who was the proper kind of a person to go in there, and keep the family going while she was gone.

Day nurseries had to be provided and supervised to see that certain standards were met and, of course, as you heard from Chattanooga, the need for expansion of a visiting teacher service, we said one visiting teacher was worth about two probation officers, and the juvenile courts, and so we would rather have them that way than to wait and use them on the other end.

I think that is what I will bring out at this point. Chairman Kefauver: Dr. Williams, we wish you would leave any material with us that you have, the report that you referred to and other things.

How does this school system cost compared with other school systems of similar-sized counties in Florida?

Mr. Williams: Well, they are all about the same because there is a State, a basic State fund, you know in Florida, that is used throughout the State and it is always on a county basis, and there is a certain unit appropriation from the State, and then local funds for certain other things.

We are not a part of the school system as such. The Juvenile Welfare Board is composed of the superintendent of public instruction, the juvenile court judge, the vice chairman of the board of county commissioners, and four people appointed by the Governor who represent a cross section, don't you see, of all of these various interests, and they are-they have a regular millage which can be used only for the welfare of children who are in trouble and need help, who are dependents neglected, or delinquent, and in that way the emphasis is always on that area, and I think that has been quite helpful to have it that way in that direction.

Then the ability to subsidize efforts that are needed, of course, makes it possible to fill gaps that were in existence at the time.

Chairman Kefauver: Senator Langer, any questions?
Pinellas Proud To Lead The Way
In Nation's Juvenile Problem

Sen. Estes Kefauver's selection of Florida as a "pilot state" in a nationwide program against juvenile delinquency is in particular an honor to Pinellas County.

In calling on 32 Florida mayors, including seven on the Suncoast, to report on projects which might help in other states, Senator Kefauver said he was impressed by the "many advances Florida has achieved in helping its youngsters before they become delinquents."

He made special notice of Pinellas County's work along these lines in his report to Congress on juvenile delinquency nationwide earlier this year.

Pinellas County has been held up as a model, not only in Florida but throughout the nation. It even has been referred to the United Nations as the outstanding example of how counties can attack the problem.

Our county is famed for its preventive approach, the very angle in which the Kefauver Committee wants to interest the nation.

HERE'S HOW it all came about:
Former Juvenile Judge Lincoln C. Bogus some 10 years ago asked the advice of a young attorney here, Leonard Cooperman, on how to find a fresh way of dealing with this old problem.

Cooperman became fascinated with the subject and devoted to the cause of helping young people before it is too late. He studied methods used elsewhere, but wasn't satisfied.

The attorney devised a new plan, which he wrote into the Pinellas County Juvenile Welfare Board Act passed by former State Sen. Henry S. Baynard of St. Petersburg in 1945.

When the act came up on a referendum in 1944, the people of Pinellas endorsed it by 4-1.

PINELLAS took its next big step when it brought Dr. Herbert Williams, then head of New York State Training School for Boys, here to be director of the Juvenile Welfare Board.

Right away, Dr. Williams began the first phase of the preventive approach, for which Pinellas now is noted. With cooperation from the Junior League and Pinellas County School Board, the Juvenile Welfare Board made studies in the schools of "problem children."

By spotting possible future delinquents at that early stage and offering help, youngsters who otherwise might have gone wrong were put on the road toward useful citizenship.

The second phase of the Pinellas program deals with young people who are either dependent or delinquent. This is the foster home program.

Children who are found to be disturbed because of improper home life are placed with foster parents, who are then paid by county funds.

The object is to give the dependent or delinquent child a proper family life and rehabilitate him in this way rather than place him in an institution.

Pinellas County is proud of the fact that it has many such foster homes, but no juvenile detention home.

These two phases of the Pinellas preventive program have brought the Kefauver Committee to Florida in search of advice on how to deal with the nation's juvenile delinquency problem.

We take a bow. Some county had to have the best juvenile program. There was no reason it couldn't be Pinellas.

Senator Langer: No questions.
Chairman Kefauver: We certainly are grateful to you, Dr. Williams, for coming here.
Mr. Williams: Thank you.
Chairman Kefauver: It is a program and a plan which other cities certainly should study and consider.

Quite a feather in our cap!
Chapter 7

changing of the guard

"The Grandest Guy We Know" — Dr. Herbert D. Williams retired in July, 1958. In an article entitled "What is Delinquency Prevention?," Dr. George Finck talks about the Juvenile Welfare Board and its first Director: "An agency with these resources — fiscal integrity, autonomy, and a broad mandate for the welfare of children — can establish programs for the primary prevention of juvenile delinquency. But the agency had more than this. It also had the wisdom and experience of its first director, Dr. Herbert D. Williams. If, as Emerson once said, "An institution is the lengthened shadow of one man 'then the Juvenile Welfare Board is Dr. Williams!"

A grand era ended. Dr. Williams' retirement perhaps came earlier than planned due to ill health, but he remained active on local boards and continued to help the Juvenile Welfare Board staff with part-time counseling.

George H. Finck became the second Director of the Juvenile Welfare Board. When hired as marriage and family counselor in September, 1955 the Personnel Committee reported that they were very impressed with his background, training, education and personality. He began his appointment on November 1st of that year after completing his cases and tying up loose ends at Hillsborough County Guidance Clinic.
Dr. George Finck became JWB's second director in 1958. His interest in children caused him to explore the international scene for innovative programs and to spread the unique JWB design to other countries.

where he was Director. His first major effort, as a counselor with JWB, was to establish the premarital counseling program.

Dr. Finck's special interest in marriage and family counseling developed during his years of teaching at Texas State College for Women and North Texas State College. At North Texas State, where he was associate professor of sociology, he taught classes in marriage and family living and counseled students.

His educational background included a B.A. in English from University of Delaware, M.A. in English from Princeton University, M.S.W. from University of Pennsylvania, and a Ph.D. in The Interdivisional Program of Marriage and Family Living from Florida State University. Dr. Finck had been State Supervisor of the Delaware Old Age Welfare Commission, Public Assistance Analyst for the Social Security Administration, Consultant for the Hogg Foundation for Mental Hygiene, and Director of the Welfare Board of Frederick County, Maryland. As Director of the Frederick County Board, he was in charge of public assistance and social service to adults and children; and he coordinated community services and relationships between social agencies.

The Board appointed Dr. Finck as Director of Juvenile Welfare Board in April, 1958, to become effective upon Dr. Williams retirement in July. That April Dr. Williams told the St. Petersburg Times that Dr. Finck was hired "with his eventually taking the top job in mind."

Sharing somewhat the same philosophy, Dr. Finck carried on where Dr. Williams left off, the central emphasis still on children and prevention. A warm, keen man, Dr. Finck very carefully hired those who
came to the Juvenile Welfare Board during his term, matching their background, experience and personality to the job. Once hired, he delegated responsibility and allowed them to work out their own destiny, making whatever decision they felt necessary to get the job done. And when they ran into trouble, he expected them to let him know. Dr. Finck was known for his careful preparation and organization, no matter how small or large the task. Weekly staff meetings were held beginning at precisely the time set; however, that is where the rigidity ended. The meetings were informal and relaxed, setting the atmosphere for candid and supportive interaction.

With astuteness and personality, Dr. Finck had a knack for meeting and talking with the right people at the right time. He kept in touch with colleagues throughout the nation and world and usually combined vacation with business. Believing that the Children's Villages in Austria might shed some light on the possible use of small group homes in the U.S., he toured these villages during the summer of 1962. In 1965, he served as an official delegate to the third Congress on Prevention of Crime and Treatment of Offenders held in Sweden. The summer of 1966 he attended the International Congress on Child Psychiatry and Allied Professions in Edinburgh; in August of 1968 he went to the 7th International Congress on Mental Health in London.

Other conferences were attended in the U.S., such as Conference of Public Youth Agencies in St. Louis, where Dr. Finck was elected to a seven member Executive Committee. He was invited to participate in the meetings of the 1960 White House Conference on Children and Youth, at which time the Pinellas pro-
gram was described as "unique." The expertise and broad scope of knowledge gained from these conferences and contacts was an asset to the community as well as JWB. Dr. Finck also taught a social work course at Florida Presbyterian College, and his proudest effort was assisting the Jack and Ruth Eckerd Foundation establish the therapeutic wilderness camps. How he came to give such valuable assistance went back to the Fincks' residency in Texas.

While in Texas, they became familiar with the Woodland Hills therapeutic wilderness camps outside of Dallas, directed by Campbell Loughmiller. These camps allowed youth to explore, experiment and find themselves through a program built around the basic life needs - food, clothing, shelter and recreation. The Texas camp was financially backed by the Salesmanship Club, a group of wealthy businessmen. The Fincks were so impressed with the concept and its successful results that they took their classes - Dr. Finck's sociology class at North Texas State and Mrs. Finck's education classes at Texas Women's University - to observe the camp operation.

Even after moving to Pinellas, they kept in touch with Loughmiller and the progress of the Woodland Hills program. One day during his term as Juvenile Welfare Board Director, Dr. Finck received a phone call from an individual who indicated that someone in Pinellas was interested in funding a unique program for the county's youth. Could he suggest such a program? Dr. Finck immediately thought of Woodland Hills. Floyd Glisson, then Jack Eckerd's business manager, came over to discuss Finck's ideas. As a year-round facility, the wilderness camp concept would be quite logical for Florida; and this was exactly the type of program Mr. Eckerd had in mind. Dr. Finck called Campbell Loughmiller in Texas, made the arrangements, and Mr. Glisson went off to Texas to live at the camp, observe, take pictures, and generally get a feel for the concept. He returned enthusiastic and Mr. Eckerd gave the go ahead. Next Loughmiller came to Pinellas to look over some property sites already selected and consult with the group here. This took place in December and January, 1967-68. E-How-Kee (meaning "His Open Door") Boys Camp opened in March, 1968 at Brooksville, barely 3 months after inception of the idea! At the dedication, Mrs. Finck and Mrs. Eckerd commented to each other that this was fine for boys but what about girls. In less than a year E-Nini-Hassee ("Her Sun Road") opened for girls at Floral City. A third camp E-Ma-Chamee ("His Friend") located between Crestview...
and Pensacola received its first boys in December, 1972. A fourth camp, E-Kel-Etu ("He Discovers Himself") opened near Silver Springs on April 1, 1976.

Based on the Woodland Hills concept, the Eckerd Camps offered the security of a small group of "built-in friends" made up of two counselors and ten campers. One camper described it this way—"Around here, we live with our answers . . ." Referrals come from schools, child guidance centers, courts, child welfare department, individual psychiatrist, interested persons and family service.

Dr. Finck also authored many articles, a number of them with members of his staff. A paper written by Dr. Finck, Nenabelle Dame, Ruth Mayos, Beatrice Reiner and Brady Smith for the American Orthopsychiatric Association entitled "Conflict in Marriage Following Premarital Pregnancy" was the source for an article in the November 1966 Redbook. In the Redbook article "The Pregnant Bride", author Arlene Silberman calls the work of Dr. George H. Finck and his staff "one of the few in-depth studies of forced marriages in this country."

Constance Foster of Parents Magazine wrote an article on marriage counseling for the May 1965 issue based on an interview with Dr. Finck about the marriage and family counseling work at the Juvenile Welfare Board.

Dr. Finck's term as Director brought world-wide attention to JWB and brought to Pinellas ideas and concepts tried elsewhere. It was also a time for evaluation and consolidation, of past and present programs, and planning for the future.
From The St. Petersburg Times, Friday January 28, 1949

ST. PETERSBURG TIMES EDITORIAL

For Our Sake--And Our Children's

You don't hear much around St. Petersburg or Pinellas County about juvenile delinquency.

There's a good reason—we have a minimum of this problem.

And there's a good reason why we are fairly free of this tragic evil which afflicts so many communities in the nation.

It's because we have a sound functioning plan of preventing delinquency. It's exactly the same as a sound plan of preventing the spread of disease. Just as good preventive medicine stops such endemic or epidemic diseases as malaria, yellow fever, smallpox, and the like, so preventive social practices can keep young people from turning into juvenile thieves, hoodlums or prostitutes.

The Juvenile Welfare Board of Pinellas County has done splendid work in anticipating trouble in that direction and meeting problems before they become serious.

Its first annual report, just issued, tells the story. This mimeographed 20-page document probably won't be the last literary best-seller. Its quotients are of the utmost importance to every parent, pre-parent, parent and good citizen of the county.

By State law, the Welfare Board itself consists of the County Superintendent of Public Instruction, the Juvenile Judge, the County Judge, plus four others appointed by the foregoing. In addition to Judges Marshall and White and Superintendent Faughn, last year's board consisted of Mrs. H. W. Holland, Chairman, Mrs. George W. Barbour, Secretary, and Miss Gran Phyllipps.

But the Board has advisory committees consisting of approximately 70 of the leading citizens of the county. They have given generously of their time and effort—the results have proved the worth of their labours.

And we have been especially fortunate in having Dr. Herbert D. Williams as the full-time Director of the Board. Dr. Williams has a distinctive, gifted record in the Juvenile field. His accomplishments here in the past year have fully sustained his past reputation.

One of the greatest features of the Juvenile work in Pinellas County has been to take the problem out of the field of panic—out of the realm of misunderstanding and the re-introduction of potential young law-breakers into useful citizens.

The late, great Father Flanagan of 'Boy's Town' fame, became noted for his forthright declaration that "there are no bad children." (He probably said "bad boys," but it's the same idea.)

That's the principle on which the Pinellas Juvenile Welfare Board has been operating with such good results.

The worst thing that can happen to a child is to feel that it is not loved and that it has no security. That's almost automatically sets it into action psychological changes which can lead the boy or girl into a life of crime.

So the Welfare Board operates on the theory of making each child from a broken home and unhappy home feel that "nobody does care." Thus has it pressed its foster-home service. Instead of sticking the unhappy kid into some kind of an institution. And, of course, this has been supplemented by medical and psychological care and an elaborate program of guidance, both for the children and for parents whose children wander astray.

At this moment this splendid program is threatened with a drastic cut in activities due to the terms of the 1945 legislative act which ended the board.

This law provided a one-half mill levy for the years 1947 and 1948, thereafter to be reduced to one-quarter mill. At present the budget of the Board is severely strained on the $75,000 income provided by this tax.

Needless to say, if that amount is cut in half next year, it will be impossible to carry on the work as it is now being conducted.

There are two solutions to this. A present more than one-third the revenue from this millage goes to the operations of the Juvenile Court. This expense could be transferred to general county expenditures and the millage rate cut by one-third (that is, from the present 50 cents per $1,000 assessed valuation to 37 cents. Or the present 50 cent tax rate could be renewed for an indefinite period.

Either solution would require legislative action in the forthcoming term of the State Legislature and further confirmation by a county referendum. Which one would be better we think is a matter for the legislators and members of the Welfare Board and its advisory committees to work out.

However, we are certain that the people of Pinellas County want no slackening in the good work of the board. Our county-wide record of good behavior among the younger generation is far too precious to be sacrificed for the trimming of a few cents or dollars from our tax bills.

To the property-owner with a $10,000 assessment the difference in both $3.75 or $2.25 a year.

The difference in the future of the thousands of citizens of our community is tremendous. It can't be measured in dollars at all—and if it could it certainly would amount to more than that in sheer cash.

The great difference is in the sense of human values. If it cost Pinellas County's 150,000 citizens the entire $75,000 to transform one—just one—-youngster each year from a potential criminal into an upright and useful citizen, wouldn't that be worth 50 cents a head to all of us?

We suggest to our State Senators, Henry S. Baynard and Russ Schuh, Clement and McCuie that this is a project worthy of their closest attention.

By Golly, I Didn't Cook Enough

Chapter 8

law, politics and the endangered child

At this point in the history of the Juvenile Welfare Board you have met the personalities who envisioned the potential and possibilities for aiding the county's children. You have met those who made the dream a reality; you have met the first two directors. And JWB has been heralded as a model for the nation in the areas of juvenile delinquency prevention. Before moving on into present day history, it is important that the legislation creating JWB, the subsequent amendments, and the struggles that evolved during the growth of JWB be included.

With the passing of the Juvenile Welfare Board Act in 1945 by the Florida Legislature subject to a referendum, and the endorsement by Pinellas citizens in 1946, dependent and delinquent children of Pinellas were finally being provided for. All felt they could breathe a sigh of relief. Not yet! In fact—never! A law is a law. True. But just as JWB would need to continually evaluate their responsibilities, set new goals and priorities, and pioneer new approaches to old problems and needs; so would they have to continually interpret and re-evaluate their original mandate in a rapidly changing society. New philosophies, new truths would continue to surface, but the Juvenile Welfare Board would never lose sight of why it all happened. It was for the children. For children in
need, so that they could be helped directly by specially trained persons whose background and experience enabled them to set up workable and viable programs. Help for these children must never be endangered. The road between 1945 and today was not an easy one.

By the time newly formed Juvenile Welfare Board got into full swing in May 1947, the 1945 Act had already been amended. The 1947 amendment dealt mainly with budget. It required that the Board adopt an annual fiscal year, same as the County Commission, that fiscal affairs shall be audited by state auditors, and the Board must prepare and certify an annual budget to the Board of County Commissioners before July 1 of each year. But the real eye-opener was found in the section which included in the JWB budget "the salaries of the Juvenile Judge and Probation Officer and Assistant Probation Officer of Pinellas County and such other personnel as they are by law authorized to employ and compensate therefore." There seemed to be some confusion as to why these salaries were included. Whatever the reason, it took a large chunk out of the anticipated services to children.

The inclusion of Juvenile Court salaries in the budget added to another problem. The Board was trying to meet as many needs and support as many programs as their money would stretch to cover, yet in 1949 their millage by law would be reduced to one-fourth mill unless another amendment was drafted. A St. Petersburg Times Editorial on January 28, 1949 summed up the situation: "At present the budget of the Board is severely strained on the $75,000 income provided by this tax." The editorial offered two solution: transfer the one-third of the budget going to the operation of the Juvenile Court to the County Commission and cut the Board millage by one-third. Or, the one-half mill could be continued.

The latter was the solution the legislators provided. In the 1949 Amendment, the County Judge was replaced on the Board with one member of the County Commission, and all members were to be appointed by the Governor. The care and treatment of insane juveniles was removed from Board responsibility, and a ceiling of $75,000 was put on the mandatory one-half mill.

Around June, newspapers and correspondence indicated that the Board realized with alarm that the 1949 section of the Amendment which provided that all members of the Board be appointed by the Governor was in conflict with the State Constitution. The accepted legal opinion was that because the Governor could not appoint county officials to another county or state office, with the exception of the Superintendent of Public Instruction, the Juvenile Judge and the County Commission member could not also be appointed to the Juvenile Welfare Board. This was finally cleared up in a Special Act of 1949 by making the three county officials members of the Board by virtue of their office, for the term of their office. The four lay members would be appointed by the Governor. Other changes placed all tax monies over $75,000 in the general county fund, and allowed...
any two Board members to sign checks instead of any two of the Board’s county officials, requiring only the two signing checks to “give bond.”

Later other problems began to crop up. In a 1953 letter to Board Chairman Mrs. John Strickland, Dr. Williams related that he had just discovered that a proposed legislative bill authorized an increase from $4,200 to $7,000 in the Juvenile Judge’s salary and from $600 to $900 in his travel expenses. His concern was not whether the judge should have this increase, but that the bill was drawn so that JWB would pay the additional amount of $3,100. With the $75,000 ceiling on the Board’s budget, the additional amount would have to come out of any unused allocations from the previous year or cause a cut in necessary programs for children.

Telegrams went to the Pinellas delegation asking for a transfer of Juvenile Court support from JWB to the Board of County Commissioners. But this change didn’t come until the 1955 Legislature passed an amendment eliminating JWB’s financial support for the Juvenile Court. The millage was then reduced to one-third mill and the $75,000 ceiling was removed. Sections of the Act which related to providing and maintaining a detention home and caring for runaway juveniles were dropped. The 1955 Amendment also stated that the annual budget shall be subject to approval by the new Pinellas County Budget Commission, a short-lived commission that was abolished in 1961.

The millage was returned to one-half mill in 1961 to cover the increased expenses. New programs, made necessary by the continuing increase in population and service needs, mainly in the areas of foster care and support of the Child Guidance Clinic, were also sorely taxing the Board’s resources. The language finally agreed upon in the 1961 Amendment was arrived at after a rough struggle.

It all started innocently enough. The proposed amendment as drafted by JWB simply used the same language as Section 3 of the former (1955) Amendment, changing the one-third mill to one-half mill. The amendment draft was then sent to the Pinellas delegation and the County Commissioners, thus beginning a series of letters extending from February through May. The Board of County Commissioners
objected to the mandatory tax and felt the amendment should read that the annual assessment "may" be made rather than "shall" be made. The Juvenile Welfare Board objected. This mandatory feature was approved by the people in the 1946 referendum and every amendment since that time had provided for a mandatory levy of tax. "It was thought and it is still thought that the Board and the expert personnel employed by the Board can best determine what to do about the problems of children in this county without being subject to the authority of any other body. The Board felt that it was on the basis of the mandatory tax that they had functioned successfully for thirteen years."

Another thought for consideration was the fact that "an economy minded future County Commission might find enchantment in saving taxes at the expense of the children because of disagreement with the philosophy of those who are dedicated to helping of children."

On the other hand, freshman Senator Bill Young felt that the tax should be levied only in relation to need, and doubted the wisdom of a mandatory tax. He supported the increase to one-half mill but felt that the language should read "up to one half mill" at the "discretion" of the Board of County Commissioners. At that time, there was no home rule. Basically, the Board of County Commissioners, though elected, carried out the local laws as enacted by the State Legislature. Young did not believe that money should be spent just because it was available or that government had an unending source of revenue and supplies of money. He felt that if JWB's needs should be reduced that the County Commission should be permitted to reduce the millage. Mr. Nelson Poynter and Mr. Warren Pierce of the St. Petersburg Times finally contributed their efforts in working out an agreement between Senator Young and JWB. Based on the compromise, the amendment was rewritten with minor changes by JWB's legal counsel. However, the final draft was written by Senator Young's attorney.

The enacted 1961 amendment directed the County Commission to levy a tax to be used as an appropriation for Juvenile Welfare Board in "accordance with its needs." This need shall be determined by JWB submitting its budget from the preceding year and
certifying modifications made upon the budget for the ensuing year upon "basis of necessity." Up to one-half mill shall be levied, deposited in a separate account and monies withdrawn by check signed by two Board members. It also allowed for County Commissioners to provide additional funds if, in their judgment, they were needed.

The Board's business went on as usual until July 1964 when Attorney General James Kynes gave an opinion on questions raised by the Pinellas County Attorney regarding the Juvenile Welfare Board budget and the authority of the County Commission to delete items. The Attorney General cited Section 3, the one amended in 1961, and the definitions of the key words "need" and "necessity" which were used in this amended section. He stated that in his opinion "the Pinellas County Board of County Commissioners may require such changes as they deem necessary in the budget submitted by the Juvenile Welfare Board."

A second question dealt with the legality of the Juvenile Welfare Board contributing funds in a lump sum to certain private agencies which are engaged in juvenile welfare activities, and if not legal, could the Board of County Commissioners delete such sums from the budget. The opinion stated that JWB could not legally contribute public funds in a lump sum to private agencies and the County Commission could delete. Actually, this discussion was not necessary as JWB did not contribute funds in a lump sum to private agencies or to any agencies. They did "directly employ personnel who are working with other agencies and directly meet expenses for which other agencies indirectly have a part in."

In order to clarify the intent of the 1961 Amendment, the Juvenile Welfare Board prepared and sent an amendment to the 1965 Pinellas Delegation. The St. Petersburg Times, in an editorial, recommended that the Pinellas Delegation support the proposed amendment for three reasons:

1. This Board isn't like any other governmental body in Pinellas. Its entire history is a story of outstanding service to its charges. Its members, appointed by the Governor, for the most part have held their work above politics.

2. Child Welfare is a highly specialized field. We feel that members of the Board have demonstrated their ability to decide how welfare funds should be spent. Certainly they are more expert in this field than the County Commission.
3. The Board’s taxing powers are limited severely by law. It can levy only up to one-half mill, at present worth up to $650,000. This is not an excessive amount for Pinellas to spend on the broad program under the Board.

The Amendment that was passed and supported by the 1965 Pinellas Delegation very clearly stated that the budget of the Juvenile Welfare Board “shall not be subject to change or modification by the said Board of County Commissioners, or any other authority.” This amendment also set up a petty cash fund and required a quarterly financial report.

A 1970 Amendment added to the Board one lay member and the second Juvenile Judge, and stipulated the Vice-Chairman of the County Commission serve rather than any Commission member. The County Superintendent of Public Instruction, Vice-Chairman of County Commission and two Juvenile Judges shall be members by virtue of and for the term of their office; the five lay members shall be appointed by the Governor for a term of four years.

The years between 1965 and 1970 were not totally quiet ones. "On August 24, 1965 the Board of County Commissioners adopted a resolution creating the Governmental Study Commission." The Commission was composed of nineteen private citizens representing the county’s population. Their purpose was to develop "proposals to revise and improve local government structure and services in Pinellas County." One year’s work passed before the final report was sent to the County Commission. The release of their preliminary report was timed for January 1, 1967 in order to give the County Commission time to act on the recommendations and make suggestions for legislative action to the Pinellas Delegation.

One of their recommendations directly affected the Juvenile Welfare Board. It abolished it! The Governmental Study Commission believed that all agencies taxing Pinellas citizens should have to answer to elected County Commissioners. Several editorials appeared. One in the Clearwater Sun noted the danger in consolidation because of the concentration of too much power in the hands of too few people, tending to take government a little farther away from the people. The editorial questioned whether this really saved any money.

Only two of the Study Commission’s recommendations were considered by the Pinellas Delegation. One of them was that of consolidating the County Commission control over JWB, the Health Board, and the Mosquito Control Board. The only legislation recommended in Tallahassee, however, was the abolition of the Board of Health.

It seems that the key to continuing constructive, positive and beneficial aid to children is not necessarily having the same philosophy but in having complete and open communication between all those concerned with protecting the endangered child.
consolidation and evaluation
Chapter 9
consolidation and evaluation

"A child may be in trouble if his actions are in conflict with the laws of society. He may be in trouble if his welfare is endangered by circumstances beyond his control. The Juvenile Court has jurisdiction in both, and it is well recognized that neglect is often the forerunner of delinquency." A statement echoing Dr. Williams.

The Juvenile Welfare Board financed a survey in 1963 by the National Council on Crime and Delinquency. The survey dealt with the Court, Probation Department, law enforcement services for juveniles, related services and detention. One recommendation was the provision of a home-like detention building with non jail-like security features to accommodate a maximum of 34 children.

The Board at a 1964 meeting voiced their support for constructing and staffing a Juvenile Detention Home, provided the program was carried out as recommended by the National Council on Crime and Delinquency. The National Council survey specified an adequately trained staff with an understanding that no dependent or retarded children would be included.

Juvenile Judge William Patterson launched a study to find out the best methods of taking care of juvenile offenders. County representatives visited some
of the newest and best juvenile centers in the nation, studying their operation, physical layout and methods. They came back to Pinellas and sat down to develop a plan, taking the best of what they had seen and deciding if it could be applied locally. The plan that Judge Patterson took to the County Commissioners envisioned “a single facility featuring a detention capability, with emphasis on the rehabilitation of youth — a counseling service to attack problems of the individual young person before becoming a delinquent.”

In the meantime the 4th floor of the county jail in Clearwater was renovated for juveniles. They called it the Youth Study Center. Not ideal, but at least separate from the adult prisoners.

Finally on May 31, 1968 after nearly a year under construction, Pinellas County dedicated its new Juvenile Court and Juvenile Detention Center on 49th Street near the St. Petersburg-Clearwater International Airport. The $882,500 complex, covering nearly 66,000 square feet, contains living quarters for boys and girls, classrooms, library, a chapel, kitchen, dining room, gym, clinic, counseling offices and a courtroom. The facility was intended for holding purposes only.

Changes had also taken place in the Juvenile Court. The job of juvenile judge became full time beginning with the June 1955 term. In 1968 the legislature added a second juvenile judge and in 1973 the Juvenile Court became the Circuit Court, Juvenile Division, and began a rotational system, assigning judges to the Juvenile Division on a six-month basis. The Juvenile Welfare Board, keeping the best interests of children in the forefront, asked that at least one judge be assigned on a full-time basis. In 1977 a full time Administrative Judge was appointed for the Juvenile Division.
The Protective Services Unit was another outgrowth of the Crime and Delinquency Survey. It was established within the state agency with the help and financial support of JWB and began operation on January 5, 1965. The Unit is preventive, non-punitive, and geared toward rehabilitation of the home and treatment of the motivating factors which underlie child abuse and neglect. Abuse and neglect usually result when parents fail to meet the basic physical, medical or emotional needs of their children because they cannot cope with their own environmental and emotional problems.

The services are child centered, but focus on the family. The casework must be aggressive since the service is usually initiated on a “complaint” or referral from sources outside the family. When parents are unable or unwilling to use the help offered by the service, Protective Services can invoke the authority of the Juvenile Court to assure adequate protection, care, and treatment for the child.

The service was organized to protect children who are neglected, abused, exploited or abandoned, such as the small, cold and naked youngster who was left unattended in a dirty house. Or the little girl whose beaten face was swollen, black and blue, and the sickly frightened little boy who, in all his tragic life, had not heard one kind word. In one case, a six month old infant was abandoned in the waiting room of a welfare agency. Once the Protective Service caseworker found the confused mother, she learned that the baby’s father had been suddenly hospitalized with a serious illness. The mother was sure the baby had contracted the same dreadful disease and would die. With creditors hounding her, rent overdue, and bills piling up, she decided she could no longer provide for the baby. The caseworker arranged for the infant’s medical check-up, found the baby in sound health, and placed the child with relatives. This relieved the mother of child care so she was able to work. The caseworker showed her how to budget her wages and made arrangements with her creditors for easier payments. During this time, she was taken to visit her husband to reinforce the caseworker’s assurance that he was getting the best medical care.

The Protective Service Unit became a 24 hour, 7 day a week program in February, 1967. The full-time service often allows the caseworker to get to the family before a breakdown occurs, thus keeping the family intact. Since October 1, 1971 this Unit has been administered and funded by the State Department of Health and Rehabilitative Services (HRS), however, JWB continues to supplement their budget for additional staff.

In 1969, JWB also offered further help in the form of group homes for those pre-delinquent or dependent-delinquent youngsters who come before the Juvenile Court, many crying out for rescue from traumatic life situations. Initially, the Board provided funds for two group homes — one for girls and one for boys, designed for those children who need care and treatment away from their own homes. These homes were administered by the Juvenile Court.

In addition to JWB’s financial support for these homes, the Immaculate Conception Catholic Church took responsibility, with approval of the court, to select and provide the salary for foster parents in the home for boys and also provide funds for operation and maintenance. This JWB project was initiated on
a demonstration basis because JWB believed that the Juvenile Court judges should have a choice of plans for children and alternate modes of treatment facilities if there was to be constructive opportunities for rehabilitation. Here again was a project made possible through community help and cooperation. A third home, the second one for boys, was started in 1971. This home was supported jointly between JWB and the Immaculate Conception Catholic Church.

In 1972, Law Enforcement Assistance Administration (LEAA) approved a federal grant to provide four new group homes with the State's Division of Youth Service, through JWB, using the three existing group homes as the local matching element for these federal funds. Under the grant, a supervisor was hired to direct all seven homes.

When the legislature created a statewide juvenile court system in 1973, the Board hoped that eventually such rehabilitation facilities as these group homes would be provided for. Not yet.

Still actively searching for unmet needs and gaps in services, the Board employed William E. Neet in February 1968, as a marriage and family counselor, and assigned him the task of developing a social work program with three United Way day care centers. His counseling caseload encompassed the children, staff and parents of the day care centers; the counseling usually took place at the centers or in the home. In the summer of 1969, Neet was assigned, on a one-quarter time basis, to work with Project Playpen and assist the volunteers sponsoring this program in securing funds and setting up subsidized infant day care homes. As the project grew, the assignment grew from one-quarter to three-quarter time.

The group of volunteers — a committee of concerned citizens, License Board members, employment service, a newspaper reporter and a member of the First Baptist Church — had been working since 1968 to promote the idea of subsidized developmental day care for low income families not able to afford quality day care. They called their idea Project Playpen. The group had no money; theirs was purely a volunteer effort. A Sunday School group gave them a $58 boost, their first substantial contribution. Gradually they found resources to tap. The Pinellas Opportunity Council donated $5,000 and they were off to a good start by late summer of 1969.

The parents paid on a sliding scale basis with organizations making up the difference in the $10 per week
fee. The majority of the children were under 2; the youngest ever cared for was five days old. Playpen started with one home in which a grandmother began caring for her own grandchildren; the grandchildren were eligible for subsidy.

About the time Project Playpen was getting started, the Work Incentive Program (WIN), a program to train or employ low income persons, also started. WIN clients needed day care. Project Playpen needed a dependable source of money so they helped each other. About half of the primary group of clients came from WIN. The fee by that time was $12.50; WIN funds paid $12 and the additional $0.50 was scraped up throughout the community.

Project Playpen has evolved into a unique concept of flexible family day care which allows one mother to stay at home so others can go out to work or attend classes. The day care mother and home are from the same socio-economic background so the child has a continued experience of home life forming a natural transition to school.

Day care mothers provide transportation, meals, growth experience, discipline and love for four children five days a week. With only four children in one home, there can be individualized care which maximizes the child's growth experiences. The self-employed day care mother keeps in touch with the natural parents and contacts a social worker for any observed personal, financial, or material needs. Playpen funds insure her adequate compensation for her work. In addition, there is continuing supervision and training; volunteers visit regularly and give help wherever needed, another example of community involvement.

When setting up a Project Playpen day care home, a staff member visits the prospective day care mother as often as necessary to convey the program philosophy and determine her interest. It is important that the mother completely understand the program and support it. Her home must be licensed. Once each month, Project Playpen pays a substitute, of the mother's choosing, allowing the mother to attend the required small group training sessions. The six to eight mothers in each group share ideas and problems and receive information, covering child development and psychology, health, nutrition and safety, to upgrade their skills.

Maintaining proper funding keeps the staff on their toes. Title 4-A funds, addressed to the needs of children, became available when Florida completed its State Plan in 1970. The State Plan instituted a channeling capability for federal funds and enabled Florida to comply with requirements for Title 4-A funds. Project Playpen applied for, then received these funds on April 1, 1971.

The 1974 ceiling for available funds under Title 4-A (which preceded Title XX) was $31.65 per week per child. It is the same today. For custodial day care, this is reasonably good, but Project Playpen
Dr. Raymond L. Edwards (left) was appointed Assistant Director in 1969 having joined the JWB staff two years earlier as a marriage counselor. Dr. Robert E. Coleman, Jr., Chairman of the Board for 17 years, presided over the meeting making this appointment.

The focus of the program is the total family, not just child care. Even though the staff expends extra time and effort to close the gap between custodial day care and total family care, increased costs have caused the program to slide slightly from its original quality. The staff cannot exercise the degree of quality day care originally designed into the program.

But the success is still there. It’s quickly evident when observing any group of these delightful day care mothers. They have a remarkable ability to communicate with each other, offer a quality of mothering, and realize their fullest potential.

Other measures of success show in the continuity of care and delivery of social services to natural parents. Through this effort more low income families are becoming self-sustaining and self-supporting.

At one time, Project Playpen was housed in facilities separate from JWB, but because they work so closely with License Board, this was not a feasible arrangement. Today they are housed along with License Board at JWB and receive JWB financial support along with matching funds.

With the use of available federal funds, as in Playpen, JWB programs were becoming more complex; population increases made it more and more difficult to find and help all those who needed it. The staff was still quite small — a director, secretary, and the Marriage and Family counselors — in relation to the number of programs initiated. At a Juvenile Welfare Board Meeting on January 2, 1969, Dr. Finck raised the question of the possible need for an Assistant Director to serve in his absence and in the event of his retirement. The Board acted quickly on this idea and established the position at that same meeting.

They immediately followed this action with a motion to offer the position to Dr. Raymond L. Edwards. Dr. Edwards had joined the JWB staff as a Marriage and Family Counselor on January 5, 1967. From the time of his appointment as Assistant Director, Dr. Edwards attended all Board meetings with Dr. Finck. This experience would prove invaluable.

Pinellas County in 1971, was still growing and the large population continued to increase problems and overburden social service staffs; program expansion and new programs were needed desperately. The number of children under five increased from 11,598 in 1950 to 27,086 in 1970, which was a slight decrease from the 1960 total of 27,841. However, children and youth from 5 to 19 increased from 26,024 in 1950 to 70,642 in 1960 and 105,113 in 1970; the
total population had jumped from 159,269 in 1950 to 522,329 in 1970.

Despite the achievements of JWB, the Board faced its next quarter century with realization that it had not kept pace with the rapid population growth in the county.

The Board, Dr. Finck, and his staff felt a need to look at new ways to handle their responsibilities to dependent and delinquent children in Pinellas County. The State of Florida assumed financial responsibility for the foster care program on July 1, 1970 and Protective Services was transferred to the state on October 1, 1971. This relieved a considerable portion of the JWB budget for other programs.

With this in mind, Dr. Finck wrote a letter to the National Study Service on May 10, 1971 in which he indicated that "the Juvenile Welfare Board is interested in exploring the possibility of a study" being done by the service. "Since the State of Florida has assumed financial responsibility for foster care, there is the possibility of developing new, or of expanding current, programs. We would appreciate hearing from you concerning the possibility of a study aimed at improving the Board’s services to children, and also, general information about the way in which costs for a study are determined."

The Director of the National Study Service, John Moore, felt he needed to briefly visit Pinellas to explore the situation first hand. Dr. Ellen Winston, Chief Consultant, Research and Human Resources, and Mr. Moore made that visit to Pinellas on August 11 and 12. They said it appeared likely that Federal matching funds could be secured for the study as the "Florida State Plan (agreement with the Federal Government) was being revised to include this type of planning service."

The Study Service offered three plans: Plan I — $25,000 which would provide a general evaluation of those programs directly related to JWB and some evaluation of professional practices, but on a limited basis; Plan II — $60,000 — would offer a study in greater depth and would "make possible broader and sounder assessment of new areas of program need" as well as expansion of present program; Plan III — $100,000 would give, in addition to that included in I & II, a comprehensive assessment of the "welfare and directly related needs of children and youth in the county" and would examine practice in depth where appropriate. This would also involve some state and federal program staff in the study and stimulate their interest and help.

The Board learned at their October 21, 1971 meeting that federal funds would probably be available on a 3 to 1 matching basis. A representative of the Community Services Council expressed the interest of his group, in conjunction with the United Fund, to expand the JWB study to include all social services and stated that he would recommend his group allocate an amount equivalent to JWB. The Board promptly budgeted $25,000 contingent on availability of federal funds. JWB led the way in initiating their own study, but cooperated with community agencies on a total expanded study to include all social services within Pinellas County.

The Study gave praise where due and criticism where needed. Dr. Winston lauded the Board for their good working relationship with the State Legislature. The report gave an overall positive appraisal
of the Board, but recommended additional staff expansion to “grasp fully and vigorously the planning and action leadership role...”. The study team that administrative costs were too low and that a larger staff was needed to carry the Board's responsibilities. Mr. Moore noted that most services offered or contemplated could be partly financed with federal money, up to 75% of a program's cost under Title II of the Social Security Act. The Board approved the National Study Service report in November, 1972.

Dr. Finck retired on June 16, 1972. He told the St. Petersburg Times it was the logical time to retire as the results of the current study would form a guideline for his successor. During his last year as Director, Dr. Finck was elected Fellow in the American Association of Marriage and Family Counselors. He took the opportunity of his approaching retirement to write a letter to Leonard Cooperman, thanking him for his support, his advice, and for sharing his philosophy of life and law during the years since the Juvenile Welfare Board appointed Dr. Finck as its second director. Just prior to his retirement, Dr. Finck received the St. Francis Award for Distinguished Service to Youth. The Award citation lauded his contribution as director: “For nationally recognized work as head of the Pinellas County Juvenile Welfare Board to build a comprehensive program to provide needed help to all troubled young people in the county.”
building for the future
Chapter 10
building for the future

The search for the Juvenile Welfare Board's third director was on. And what a different job he would have from his two predecessors. If the Board followed the staff and program expansion recommendations of the National Study Survey, the new director would need not only a sound child welfare background, but would also need to be an adept administrator for a rapidly expanding organization. The Board's Personnel Committee started sifting through applications in August 1972. Advertisements in a national social workers magazine prompted nearly 50 applications, however, this number was greatly reduced by the requirement of a Ph.D. or a Master's Degree with equivalent experience. Early in the search, a prime question was “Will Assistant Director Ray Edwards apply for the job?” He certainly met the qualification requirements. And, yes, he did decide to apply.

By September, the search had been narrowed to Dr. Edwards and five out-of-towners; of the five, three had Ph.D.'s. Finally, in October, the choice diminished to two — Ray Edwards and Merle Springer from Illinois. The Board members seemed generally to favor Edwards who was praised for his “excellent performance,” his “coolness and calmness,” and “his ability to deal with people in the county.” But the
Board continued to weigh background, experience and potential of the two men. The decision was a difficult one. JWB was entering a new and different era.

In November 1972, the long search ended. Dr. Raymond L. Edwards was selected Executive Director of the Juvenile Welfare Board. Board members praised his knowledge of the local service organizations and the various functions of the Director. "It would take somebody else a year to learn what Dr. Edwards already knows" one Board member remarked.

Dr. Gus Sakkis, Superintendent of Public Instruction stated "I have been very impressed with Edwards. He handles problems well. He knows our programs and can administer them effectively. From what I've seen, he's the man for the job." Dr. Sakkis' opinion was supported by many.

Raymond L. Edwards received an undergraduate degree in psychology and sociology from Florida Southern College in Lakeland. He received his Master's Degree in Social Work from Florida State University and a Ph.D. in the Interdivisional Program of Marriage and Family Living from Florida State. In this doctoral program, Dr. Edwards specialized in marriage and family counseling. Prior to joining the Juvenile Welfare Board staff in January 1967, he worked for the Florida State Department of Public Welfare, a mental health clinic, a family service agency, and a university counseling clinic. From December 1951 to February 1956, Dr. Edwards served in the United States Air Force. He was a member of the National Association of Social Workers and is an Approved Supervisor in the American Association of Marriage and Family Counselors. In addition, he held membership in National Council on Family Relations and the American Orthopsychiatric Association, as well as other state and local organizations.

When the Clearwater Sun interviewed Dr. Edwards after he was named Director, he talked about the future of the Board. "We have our study," he said, and "the most important thing now is to reflect on its results." From the inception of the study idea, Ed-
wards had encouraged and supported its being done. Later in the interview, he specifically mentioned the Board’s “recent delving into the labyrinth of federal funding,” since such funds would be necessary to expand the Board’s services. The completed 1970 Florida State Plan would allow JWB to apply for federal funding in the future that had not been available previously. As one of his first efforts toward utilizing federal funds, he called together a task force of community representatives to develop a Comprehensive Homemaker-Home Health Aide program. The Board would try again to assure that this service would be available to families with children.

The National Study Service Survey recommendation to expand JWB in-house staff led Dr. Edwards to support the creation of a separate “Community Services Unit.” The first staff for this Unit, which was to account for significant expansion of JWB, began functioning by August, 1973. The functions of Community Services included:

- initiation and coordination of in-service training and staff development for child-serving agencies
- enhancement of information and communication between child serving agencies
- compilation of research data and evaluation of problems within the county
- facilitation of planning and funding program through all appropriate funding sources.

Four members made up the original Community Services team, each covering one of the above areas. Each member of this JWB action arm, with his special expertise, performed primarily as a team member—each supporting the other—with Dr. Edwards as team leader.

JWB began its staff expansion while still at its Central Plaza location—3455 1st Avenue, South. This expansion naturally increased salary allocations, so a great effort was made to direct all other possible monies to programs and services for children. The precedent for office furnishings and equipment had been set with Dr. Williams’ discarded school furniture. Bare minimums were still the order of the day in the early 70’s. Bare minimums to the extent of one hand-crank adding machine and one manual pencil sharpener—shared by all. When extra shelves or other repairs were needed, counselors and Director shared in the labor, digging into their worn cardboard box for...
tools. And when furniture needed moving, the same "crew" mustered up extra strength and energy and went to work. Things held together, which was all that the staff hoped for, and as always, they did whatever necessary to get the job done.

But with the staff expansion and the need for new and different approaches to deal with the complexities of a changing society, a modern image was called for. Developing that appropriate image was one of the first tasks for Public Affairs. The development began with a logo, an easily identifiable mark of the Juvenile Welfare Board. This creative symbol—a united standing straight and tall in brilliant orange—glows with warmth. A fitting symbol to signify the united caring, love and nurturing that has been the core and motivator of JWB from the beginning.

The accessibility to federal funds increased JWB's potential tremendously. With the Community Services team keeping abreast of available funding and using their ability and know-how to expedite the necessary procedures, JWB could not only expand programs and initiate new ones, but adopt more effective and efficient methods of operation. The additional federal funds allowed the use of local funds for operation improvements without financially handicapping any existing or potential program.

Over the years JWB has committed itself to progressive planning and cooperation with other agencies and communities throughout the county. Its focus has consistently been upon preventive services and this focus is apparent as JWB gives careful consideration to its future directions.

Prevention, JWB's goal from the beginning, is hard to sell. It's difficult to provide statistics showing the degrees of effectiveness because prevention tackles the problem before it happens. Evaluators have little way of knowing what problems might have developed had the program not existed. The state, on the other hand, is constantly operating on a crisis minimum care basis. They have no choice but to put all their effort into keeping their heads above water. JWB can supplement crisis care by operating on a prevention basis. To illustrate this, we could use the example of a fishing boat. JWB's boat, with preventive maintenance, remains in good condition. It is seaworthy and when it goes out, it functions well and returns safely to shore. The state's boat is used constantly with little time for maintenance. It quickly becomes unseaworthy. Then so much effort is spent in plugging the holes to keep the water from gushing in there is little time for accomplishing its real task. It continually has trouble getting back to shore.

Programs supported by JWB that are basically preventive in nature cover the areas of day care, retardation, marriage and family counseling and homemaker service. Licensed day care affords a safe environment for children whose mothers are entering the work force at an accelerating rate. A good program can stimulate the child to reach his full potential in later life. License Board for Children's Centers and Day Care homes screens and advises a well coordinated network of nurseries, kindergartens, and family day care homes, including Project Playpen, which has continued to expand its federal and state subsidized infant day care program.
Retarded children can be trained to lead productive and happy lives.

For children who are either physically or mentally retarded, a different type of developmental day care is required. JWB provides financial support to Pinellas Association for Retarded Children (PARC) and the Upper Pinellas Association for Retarded Children (UPARC) to further their work in this area as well as their pre-school programs.

Marriage and Family Counseling helps parents develop a healthy image of themselves so they are able to provide their children with healthy roots and a home where beneficial growth and development is possible. Totally supported by JWB, Marriage and Family Counseling offers family counseling, group counseling, parent-effectiveness training workshops and personality assessment classes.

The Homemaker Service offers short term assistance to families, such as providing relief in a home with a sick parent. This program is now under the auspices of the Family Counseling Center and receives funding from several sources, including JWB.

Other JWB supported programs are secondary preventive. A problem has already affected the child. The purpose here is to help prevent additional problems or alleviate present ones. These programs cover mental and emotional illness, children who must be removed from their homes, hard-to-place adoptions and those children adjudicated delinquent.

The Comprehensive Mental Health Services of Pinellas, Inc. (formerly Child Guidance Clinic) receives nearly half of their local support from JWB and is instrumental in the diagnostic treatment of mental and emotional problems affecting all children from every walk of life. The Center as of October, 1979 includes the Diagnostic Unit of the Pinellas County Detention Center which provided a diagnostic screening service for children and youth accused of breaking the law and awaiting a court hearing. This Diagnostic Unit was funded by LEAA with matching funds from JWB, and had cut the Detention Center stay for those awaiting testing by 19 days. "This project has been fantastic," said Judge Jack Page of the Circuit Court Juvenile Division. "It used to take three weeks to obtain a diagnosis on a child. Since we've had this program, I have sent children down the hall and the psychologist has given me his opinion in 20 minutes."

Then there are the group homes for dependent and neglected children. When children go astray or are
Abused, crippled children and those with birth defects look to tender hands to help them find their way. Preventive measures could have avoided many of these maladies.

Living in an inadequate home situation, provision for their care and healthy development becomes society's responsibility. JWB has subsidized the State Department of HRS by providing funds for facilities and personnel for eighteen group homes.

In the area of child abuse, the JWB Battered Child Workshop caused a committee of agency executives, under the leadership of JWB, to seek means for child abuse prevention. The Community Services team developed a grant proposal and submitted it to the federal government for funding. Of the 157 proposals submitted from throughout the U.S., 11 received grants, JWB among them. With the three-year grant in hand, project PACER (Parent and Child Effective Relations) came into being. The overall goal of PACER was to significantly reduce the incidence of child abuse among Pinellas County families and to achieve this by maintaining the child in his natural home whenever possible. During the three-year period the six member PACER staff initiated a child trauma team — a team serving a local hospital made up of a pediatrician, child psychiatrist, adult psychiatrist, social worker and team coordinator; Parents Anonymous — an attempt to relate to parents who have some self-concept of their potential for child abuse; and, New Parent Information Service — a service where trained volunteers make contact with parents of newborn babies, offering information on available community services and a good listening ear. Two other programs were started, and though successful, are not presently operating. The Legal Intern Program, which enabled law students to gain experience by working with the State Attorney's office on local
child abuse cases, will hopefully become part of the state's program. The Parent Aide program, using volunteers acting as 24-hour, on call friends to individual child abusers, is the other program needing sponsorship.

Adoption placement for older children and those with emotional or physical handicaps has been difficult and largely overlooked. JWB initiated an agreement with Family Counseling Center allowing the formulation of Project CAN (Children with Adoptive Needs). Through this program many children with physical or emotional problems have found permanent, secure and loving homes.

In cases where children cannot be returned to their homes, JWB funded three Attention Group Homes—Non-Secure Detention Homes. These homes are holding facilities and are now funded by the state and administered by the Juvenile Courts. JWB also supports 12 spaces for individual boys and girls residing in the Eckerd Foundation Wilderness Camps.

For those children and youth adjudicated delinquent, JWB supports the seven Pinellas Youth Homes discussed earlier. In order to help delinquents on an individual basis, a Volunteer Friend Program was established with the State Division of Youth Services. Since state funding for the Volunteer Coordinator did not materialize, JWB, feeling the program important, funded this position for several years. Today this program has been expanded and is now operated by the Juvenile Services Program, a private, non-profit agency originally started through a Department of Labor grant.

JWB is also involved in other cooperative community efforts, such as the Information and Referral System. Here they joined United Way and three municipalities to provide a service whereby Pinellas County residents may be accurately directed to the social agency best equipped to answer their questions and help solve their problems by dialing a central agency.

One of the most significant single accomplishments of the 1973-74 fiscal year was the development and adoption by the Board of a Statement of Policy, using the complete National Study Service Survey as the primary source. This Statement eventually became known as the State of the Child Plan. The development of this Plan was a major and complex effort carried on by the Community Services team in order to break down the Survey into a useful tool. It is now revised and updated annually. The Plan basically states a recommendation, then describes what has been done to satisfy that recommendation.

One of the Survey recommendations which was carried over to the State of the Child Plan was to increase citizen participation in JWB decision making, a concept as old as JWB itself. This recommendation brought about, after over a year of planning, the formation of the Youth Services System Advisory Council. The Council began with 37 members representing law enforcement, voluntary agencies, the school system, local governmental officials, Department of Health and Rehabilitative Services, business and industry groups, the academic community, civic organizations, minority interest groups, labor, youth and the religious community. Dr. Edwards serves as executive secretary. There are committees representing the areas of: Day Care and Early Childhood; Mental Health; Juvenile Justice; Child Abuse and
Neglect; Legislation; and Public Relations. Community Services staff members serve as liaison to each committee and provide staff support. In April, 1977, JWB received an LEAA grant to provide a coordinator and secretary to the Advisory Council.

Another recent and effective innovation is JWB's matching fund approach for potential community programs. This approach furthers the Board's intent to spin off programs when they are mature and can find a home elsewhere. The Board accomplishes this by suggesting to certain agencies that they assume 25% of the first year cost for a program with JWB picking up the remaining cost. The programs eventually become the total responsibility of the parent agency after a three-year demonstration period, with the agency assuming an additional 25% of the cost each year. The TIPS (Teenage Information Program for Students) program is an example of this type of funding.

It started in four high schools with funding from JWB and the School System. The program emphasis is on family living and parenting, with the objective of eventually integrating family life or parent education into the overall school curriculum. In the Spring of 1977, TIPS counselors began developing teams of faculty and administrative personnel to take over their work so they could expand the service to other schools, and develop other teams. In 1979 the School Board accepted full financial responsibility for TIPS.

Members of the Board have always strongly emphasized training as an ongoing necessity in maintaining quality services. This training has been offered to numerous agencies in varying degrees. Workshops and institutes have also been planned and presented with nationally qualified leaders officiating. Each have caused community action, some the initiation of new programs. Often programs are discovered through surveys. Barbara Finck of the License Board conducted one such survey on the "Latchkey Child" — the child of working parents who needs before and after school care. The survey indicated that nearly 6,000 Pinellas children remain unsupervised each school day. Following the Latchkey survey, a workshop presented by JWB in St. Petersburg, opened up the question of needed facilities and services. The School System became concerned and involved and several task forces were
Children of working parents need before and after school care. After two JWB workshops a Latchkey Task Force was formed and Latchkey Centers are now spreading throughout the County.

designated to seek solutions. A similar workshop in Clearwater brought both groups together in a coordinated and concentrated effort. In Summer 1976, two "Latchkey" programs were offered through two elementary schools. Some operate only during the school year. Out of seventy-two county elementary programs, eleven now have Latchkey programs.

Building meant something different during 1975-76. It meant erecting a building as headquarters for outreach to children and youth. The dream continued on in the form of a feasible and permanent home, a contemporary structure flexible enough to meet all of JWB's needs now and in the future.

Board and Staff at the groundbreaking ceremonies for the new JWB building.
The year of planning and building added a heavy load to busy Director Ray Edwards. Along with ministering to the Board and overseeing all the staff responsibilities, the Executive Director remained intimately involved with the construction of the JWB building. His diligence, and that of his Administrative Officer, paid off with a sense of joy and accomplishment on moving day — September 15, 1976.

Located on three and one half acres, the 24,000 square foot building includes offices, conference rooms and a child welfare library. The modern concept of “interior landscaping” affords flexible interior arrangements, perfect for an organization that must adapt constantly to changing needs.

The Dedication and Open House for the new building took place on November 5, 1976, the 30th Anniversary of the referendum. Board Chairman Robert E. Coleman, Jr. and Mrs. Coleman along with Executive Director Raymond L. Edwards and Mrs. Edwards graciously welcomed the continuous flow of invited guests. Mrs. Lincoln Bogue presided over the Guest Book. Mr. Leonard Cooperman was honored as was former Juvenile Judge Lincoln Bogue, posthumously, with a conference room named in their honor. The Holland Child Welfare Library honored Mrs. Mailande Holland, the first chairman and only continuous Board member. “As the original dream became a reality, so too has a permanent home for the Juvenile Welfare Board. As on that day, thirty years ago, when Pinellans dedicated themselves to their children, we follow in their footsteps and dedicate the JWB Building to our children and those of future generations.”
The Juvenile Welfare Board of Pinellas County cordially invites you and your guests to an Open House dedicating our new building to the Children of Pinellas County.

Dedication - 5:30 p.m.

Friday, November 5, 1976
4:30 to 7:00

4140 49th Street N.
St. Petersburg
Florida
The JWB staff today is large and because of this they must be always conscious of that original purpose — the children. And they must be aware of the pitfalls of a large and growing organization. An excerpt from a JWB authored article published in *Children Today* relates to these pitfalls. “An agency that is responsible to a community must guard against developing into a self-serving bureaucracy. One way such a bureaucracy develops is through lack of consumer-taxpayer representation, which may result in ‘professional elitism’ with too much money going into salaries and hardware. Another is through ‘Madison Avenue’ public relations, designed to lull the public by overrating the job that is being done. There may be a temptation to play politics by soft-pedaling controversial issues. There is always the possibility of being accused of playing favorites in funding projects. And there is danger of ‘executives talking only to executives’ and ‘research for the sake of research,’ with quantity masking the quality of service.”

“How can an agency guard against such dangers? Fundamental safeguards lie in selecting competent staff, assuring representation on the Board of diverse community groups and allowing sufficient opportunity for candid exchange of information. Equally important is the creation within the agency of a climate where concern for children is the major consideration.”

The job for today’s children is enormous. The Board is able, through Director Ray Edwards and his staff, to keep its finger on the pulse of children’s needs. With this input, the Board must then provide the Director with the decisions necessary for action. With funding grants being made to child serving agencies, budgeting and accounting has become increasingly complex.

Dr. Edwards must be constantly attune, not to just local county affairs, but to federal and state planning. Such knowledge affords the county’s programs for children additional resources often passed over in other areas of the state. During the 1977-78 year, JWB funded 41 programs in 27 agencies.

“Children cannot vote. They are represented in no direct manner in our political processes. Therefore special efforts need be made to assure that a fair share of community resources are made available to children in need. Children and youth need special advocates.” JWB is that advocate!

“Though born in anger, we’ve nurtured with love,” says Dr. Edwards.
notes and sources

CHAPTER 1
ANGER AND THE DREAM

Sources for this chapter included interviews, JWB minutes, Community Welfare Council minutes, JWB annual reports, JWB files, and Pinellas County Commission minutes for 1944 and 1945.

The opening two paragraphs and dialogue are supposition based on fact. From research, interviews, impressions and data analysis, the writer believes that, in all probability, the feelings and frustrations of those involved were expressed in this manner. The remainder of the information is based on above listed sources.

Judge Bogue served as Juvenile Judge from June, 1943 to June, 1947. His was an elective office.

Dr. Paul W. Penningroth was part-time psychologist-director for the Child Guidance Clinic. He was also professor of psychology at St. Petersburg Junior College.

The Pinellas County Commissioners serving in 1945 were:

Pinellas legislative delegation, 1945:
SENATE
Henry S. Baynard (D)

HOUSE
S. Henry Harris (D)
Mary Lou Baker (D)
Archie Clement (D)

A copy of the original act can be found in the APPENDIX.

CHAPTER 2
PINELLAS AND THE SOCIAL SERVICES

In addition to the following printed resources, other information in this chapter was obtained through interviews with Mrs. Nenabelle Dame, Mrs. Mailande Holland, Mr. Myron Koch.


Historical Background of Pinellas County, prepared by the Pinellas County Department of Planning, p. 35-40.


Information regarding the organization of the Community Welfare Council was found in Community Welfare Council minutes. The Council became the Community Services Council sometime around 1964-65, and in 1970 the Services Council became the Planning Division of United Way. Our thanks to Ken Williams, retired Planning Director of United Way, for the above information. Our thanks and appreciation to Curtis West, United Way Executive Vice-President for locating and loaning JWB the old Community Welfare Council minutes!

CHAPTER 3
JWB AND ITS BEGINNINGS

Much of the information concerning JWB's beginnings was obtained through interviews with Marguerite Bartlett, Mrs. Lincoln Bogue, John Chesnut, Sr., Leonard Cooperman, Mrs. Nenabelle Dame, Mrs. Mailande Holland, Mrs. Ethel Inso, Myron Koch, Alfred Marshall, and Al Rogero.

Other sources included JWB annual reports, Community Welfare Council minutes, JWB minutes, JWB files, original JWB Act.

The special meeting of the Community Welfare Council Board of Directors at which Judge Lincoln Bogue was invited
to speak was held Saturday, October 14, at 11 A.M. in Room 524, Florida Power Building. Those present were:

Mrs. H.C. Bumpous  Clarence S. Hinds
Mrs. Wyatt Dame  Mrs. Winfield Lott
Pierce Gahan  Paul Penningroth
Mrs. E. W. Harris  Mrs. Martha Stetson
Mrs. William Treffeisen

The newly formed Advisory Council to the Juvenile Judge held its first informal organizational meeting at four o’clock in the afternoon of December 21. Dr. Paul Penningroth presided. Those present were:

Bob Barton  Howard Richards
Harold P. Bennett  Leonard Cooperman
Judge Lincoln Bogue  Jack Cordray
J.C. Bowman  Clarence S. Hinds
Robert R. Walden  Mrs. Winfield Lott
Mrs. H.C. Bumpous  Raymond F. McCammas
Mrs. Ruth Deal  Dr. Paul Penningroth

The minutes also included a separate list of Advisory Council members, as follows:

Robert M. Barton  Mrs. Ruth Deal
Harold P. Bennett  Mrs. Frank Harris
J.C. Bowman  Judge T. Frank Hobson
Judge Lincoln C. Bogue  Ed Patrick
Leonard Cooperman  Dr. Paul W. Penningroth
W.G. Coxhead  Howard B. Richards
Jack Cordray  Judge Byron T. Sauls

“who was in the vanguard . . .” — from interview with Mr. Leonard Cooperman as he talked about the reactions of the Advisory Council regarding the drafted bill that was presented to them for approval.

Information about the Grand Jury proceedings appeared in the May 9, 1945 Clearwater Sun; reference to final presentment of Grand Jury was mentioned in May, 1947 St. Petersburg Times article.

Information about the Buddy Cowell Home came from Independent article of Monday, October 13, 1947; JWB files and minutes.

“was set up to be a self autonomous body . . .” — quote from March 1, 1961 letter to Dr. George H. Finck from Mr. Leonard Cooperman.

In an interview with Mrs. George Bartlett, she recalled the phone call and her conversation with Judge Bogue when he contacted her about being a member of the first Juvenile Welfare Board. At the ceremony honoring Mrs. Bartlett when she resigned from the Board, Judge Bogue, who was out of town and unable to attend, wrote her a letter. In the letter he recalled that phone call:

“I well remember, Marge, that I called you on the phone to ask if I might come to your house to talk to you. I felt that I had better sell you this idea by word of mouth, and not by telephone. But I should have known better — you came right to the point as usual — you said, “Lincoln, what do you want?” So I had to ask you on the phone, to serve as a member of the Juvenile Welfare Board. You said that you didn’t know anything about it. I agreed — and said that you’d sure learn! You have learned. Marge, you have served — well, courageously, unselfishly and in that honest straight-forward way that is typically yours.”

The first meeting of the Juvenile Welfare Board was held in the Juvenile Court Chambers in the Courthouse in Clearwater on Wednesday, May 14, 1947 at 8:00 p.m. The meeting was called to order by Judge Bogue as Acting Chairman.

“to finance and conduct a survey . . .” — JWB minutes.

“judge of any juvenile court should . . .” This was quoted from a report of the Citizen’s Advisory Committee on Juvenile Welfare and Delinquency which was carried in the Clearwater Sun in 1954. The committee, in trying to set down some basis for measuring what should be expected of a juvenile judge, included this quote in its report as a statement by an eminent juvenile authority (unnamed).

“long chance” — quoted comment by Judge Marshall in a newspaper article in the Spring of 1948 (name of newspaper and exact date not noted on clipping) as he talked about conditions pending the completion of the new county jail. The Juvenile Welfare Board members were holding a series of conferences with Sheriff Todd Tucker in order to make certain that special accommodations (separate from hardened criminals) were provided in the new county jail.

Al Rogero served under three juvenile judges — Charles Ware, Lincoln Bogue and Alfred Marshall, before he resigned effective February 1, 1949.

Ed Patrick, on his retirement, was recognized at a joint meeting of JWB and Board of County Commissioners on December 22, 1953. The following poem from Mrs. Bartlett’s scrapbook was written in his honor; author unknown:
THE MAN CALLED “PAT”

There lived a man in our town
Everybody called him Pat
He loved children and children loved him
And for those in trouble he went to bat.
He was their friend in good times and bad
He took them fishing, loved them and made them glad
He gave them advice and it was good;
And he made them do what they knew they should.
He helped them get jobs again and again
And helped them to see what might have been
He tided them over when out of work
And made them feel that it was bad to shirk.
Sometimes he had to call them down
But this he could do without a frown
And when he was through condemning their acts
The boys all knew he was still at their backs.
This man called “Pat” was generous and fine
He trusted people and few boys gave him a “Line”
Night or day was the same to him
He was always getting some child off a limb.
For a quarter of a century he worked right on
And he left a heritage in the memories of boys now grown
He has stopped work because now he must
His present poor health won’t continue we trust.
His influence goes on in the hearts of his boys
And this we are sure will add to his joys
As he sits by the fire or catches his fish
From his boys and us all come every good wish.

CHAPTER 4
THE NURTURING BEGINS

Interviews continue to be an important source of information and add the human aspect not available in cold, hard facts. Information from interviews with Mrs. Nenabelle Dame, Mrs. Mailande Holland and Leonard Cooperman is included in this chapter.

Other sources included the Crowe Report, JWB Annual Reports, JWB files, and JWB minutes.

Articulation of Services for Children and Youth In Pinellas County, Florida (referred to as the Crowe Report) was written by J. Gordon Crowe, Education Director, New York State Youth Commission and dated October, 1947.

“analyze existing services . . .” p. 3 Crowe Report, from section entitled Purposes and Limitations of Study.
“are necessarily based in large part . . .” p. 3-4, Crowe Report, section entitled Purposes and Limitations of Study.
“opportunity for a broad . . .” p. 2, Crowe Report, section entitled Background.
“50¢ for aspirin.” Mrs. Holland recalls Mr. Crowe’s sense of humor.
“that juvenile court cases are the fruit . . .” p. 2, Crowe Report, section entitled Background.
“he should be conversant . . .” p. 9, Crowe Report, section entitled Survey Findings and Recommendations.

Information on Dr. Williams’ background was taken from First Annual Report, JWB files and two St. Petersburg Times articles dated 2-5-48 and 6-19-50.

George Bartlett, now deceased, was the husband of Board member, Marguerite Blocker Bartlett.

“he mentioned specifically . . .” from February 12, 1948 JWB minutes.

Our thanks to Mrs. Marguerite Bartlett and Mrs. Nenabelle Dame for helping us identify the building housing the first JWB offices and its exact location; our thanks to Mrs. Bartlett for loaning us a picture of the building from her May, 1811 copy of the Palmetto and the Pine, a monthly publication by the Pupils of St. Petersburg Normal, Industrial and High School.

“down and out”, “When its everyone’s . . .” Mrs. Holland quickly describes and sums up the situation and the confusion among existing agencies at that time.

“To consult with other agencies . . .” JWB Act.

The cost per child in 1947 and 1948 was $90 to $100. With the Child Welfare Unit, that cost was reduced to $50 and $60.

The letter from the Court staff to Dr. Grace Whitford Parr, Chairman of District Welfare Board, was dated January 16, 1950. The Court staff consisted of Ed Patrick, Chief Probation Officer; Leonard Summers, Assistant Probation Officer; Margaret Lovely, Assistant Probation Officer; and Nenabelle Dame, Court Social Worker.
CHAPTER 5
NURTURING CONTINUES

Material contributed through interviews with Mrs. Marguerite Bartlett, Mrs. Nenabelle Dame, Mrs. Barbara Finck, Mrs. Mailande Holland, and Miss Ruth Jefferson.

Other sources included JWB minutes, JWB annual reports—2nd through 21st, JWB files.

"logical place to discover the..."—3rd Annual Report.

"It is the objective of the school"—3rd Annual Report.

"Through being available to..." Florida State University Master's Thesis, "A Historical Account of the In-School Counseling Project" by Nenabelle G. Dame, August, 1952.

Dr. Robert E. Rothermel was Director of the Pinellas County Health Department from 1950-55.

"their interest in the needs of children..."—1957 License Board Act.

Dr. George Finck joined JWB in November, 1955 as a Marriage and Family Counselor. Dr. Finck became JWB Director in July, 1958. Chapter 7 deals with this change in command and Dr. Finck's term.

"If a child lives with criticism, I..."—12th Annual Report

"I'm coming to you to learn to pick a good husband..." Dr. Williams' article "How to Pick A Mate," January, 1955.

"I can't remember a time in my life..." "Every individual..." "Frequent causes..." Dr. Williams' article "Marital Problems Have Their Roots in Childhood," January, 1955.

"The complaint most marriage counselors..." Dr. Williams' article "How Does A Marriage Counselor Work to Reduce Conflict?," January, 1955.

Dr. George Finck gives a good summary of the preschool counseling program in an article he wrote for the Family Life Coordinator, April, 1962, entitled "Marriage Counseling - A Service in Behalf of Children."

"Having labored for nearly 30 years..." Letter of February 29, 1952 from Judge Criswell to Dr. Williams.

CHAPTER 6
A FEATHER IN OUR CAP

Mrs. Holland gave us the title for this chapter when she mentioned that JWB's national recognition was "quite a feather in our cap!"

The main source of information for this chapter was the published booklet: Hearings Before The Subcommittee to Investigate Juvenile Delinquency of the Committee on the Judiciary, U.S. Senate, August 10, 11, and 12, 1955. Senator Estes Kefauver was chairman of that subcommittee.

The reference to the Subcommittee Interim Report was made in a statement by Dr. Williams dated December 7, 1955.

Senator William Langer of North Dakota conducted the hearings with Senator Kefauver. In Senator Kefauver's opening remarks he said of Senator Langer: "When Senator Langer became chairman of the Senate Judiciary Committee; no subcommittees existed to deal with organized crime, with refugees, with patents, with business and industrial monopolies, nor with juvenile delinquency. Under his chairmanship, subcommittees were established which have dealt effectively with these areas of national legislative concern."

"The subject we are studying today—juvenile delinquency—had been neglected as a national problem for too many years. It remained for Senator Langer to provide the impetus, as chairman of the parent Senate Judiciary Committee, which led to the establishment of this subcommittee."

Senator Kefauver's letter to Dr. Williams was dated August 20, 1955. Exhibits referred to in the Subcommittee Report as being presented during Dr. Williams' testimony included charts and tables concerning juvenile delinquency statistics, sample interagency agreements, annual reports, composite of Juvenile Welfare Board Act, abstract of yearly JWB activities and In-School Counseling Project Report.

CHAPTER 7
CHANGING OF THE GUARD

Interviews relating to this chapter were with Leonard Cooperman, Mrs. Nenabelle Dame, Mrs. Barbara Finck, Miss Kay Jones, Mrs. Bea Reiner. Bea Reiner worked during Dr. Finck's term as a Marriage and Family Counselor; Kay Jones was his secretary until January, 1970.

Other sources included JWB minutes and JWB files.

"The Grandest Guy We Know" When Dr. Williams retired, he was presented with a large framed cartoon by J. Ivey of the St. Petersburg Times. Ivey titled his rendering "The Grandest Guy We Know". Our thanks to Mrs. James R. Williams, Dr. Williams' sister-in-law, for graciously returning the framed cartoon to JWB. It will be placed in the Holland Library.
Information on Dr. Finck’s background was obtained from Barbara Finck and a St. Petersburg Times article dated October 24, 1955.

“with his eventually taking . . .” St. Petersburg Times, Thursday, April 17, 1958.


In 1977 the Jack and Ruth Eckerd Foundation announced that the Eckerd Wilderness Educational System Camping Program was accredited by and granted membership in the Southern Association of Colleges and Schools on December 13, 1977.

CHAPTER 8
LAW, POLITICS AND THE ENDANGERED CHILD

Sources of information for this chapter included the original 1945 JWB Act and its amendments in 1947, 1949, 1955, 1961, 1965, 1970, Leonard Cooperman, the JWB files, and JWB minutes. All letters referred to in this chapter were obtained from the JWB files.

“the salaries of the Juvenile Judge and . . .” — 1947 Amendment.


Letter to Dr. George Finck from County Attorney J.S. Rodriguez, dated February 24, 1961, dealt with modifying the proposed 1961 amendment to provide that the annual assessment “may” be made, rather than “shall” be made. A copy of this letter was sent to Mr. Leonard Cooperman.

“It was thought and it is still thought . . .” Taken from letter to Dr. George Finck from Mr. Leonard Cooperman regarding the Rodriguez letter of February 24, 1961.

Letter to Dr. George Finck from Senator Bill Young, dated March 10, 1961, dealt with Senator Young’s feeling that “a levy of any amount up to 50c for each $1,000 of assessed valuation, at the discretion of the Board of County Commissioners, should be acceptable to all concerned.”

In a letter to Mr. Nelson Poynter dated April 6, 1961, Dr. Finck thanked Mr. Poynter, then publisher of the St. Petersburg Times, and Mr. Warren Pierce for their “Invaluable help in working out the agreement between Senator Young and the Juvenile Welfare Board.”

An original and four copies of the revised 1961 amendment were sent along with a letter dated April 10, 1961, to Dr. Finck from Mr. Cooperman.

On April 12, 1961 Dr. Finck sent the original and four copies to Senator Young, as well as one copy of the revised amendment to Mr. Warren Pierce at the St. Petersburg Times.

A letter dated May 4, 1961 from Dr. Finck to Senator Young requested information on the progress of the JWB amendment.

On May 9, 1961, Senator Young wrote that the bill would be introduced that day.

Mr. Charles R. Holley, Representative, Pinellas County, wrote Dr. Finck on May 16, 1961 informing him that Mr. Kenneth Montgomery, attorney for Senator Young, had redrafted the proposed amendment and that he understood that the bill would be introduced and passed that week. Mr. Holley requested Mr. Montgomery to send Dr. Finck a copy of the bill as presented.

The letter from Attorney General James W. Kynes to Pinellas County Attorney Page S. Jackson was dated July 24, 1964.

In a letter to Dr. Finck dated August 27, 1964, Mr. Cooperman reviewed the opinion of the Attorney General. “. . . directly employ personnel . . .” from this letter.


An article in the Independent August 27, 1966, reported the planned time release of preliminary draft of final GSC report.

An article in St. Petersburg Times December 29, 1966, reported one of the major provisions of GSC Report — that of abolishing independent Health and Juvenile Welfare Boards.

Clearwater Sun Editorial dated August 7, 1966.

A Times Editorial, dated February 5, 1967, stated that only two of GSC’s suggestions covered at local hearing on proposed legislative bills.

St. Petersburg Times article of July 5, 1967 reported that the proposed consolidation of health and welfare boards under the County Commission was only met in part. JWB left autonomous.
CHAPTER 9
CONSOLIDATION AND EVALUATION

Much of the information for Chapters 9 and 10 was obtained from JWB annual reports, files and minutes. An equal amount was obtained from present JWB staff. The input of Director Ray Edwards for these two chapters was also helpful. Interviews with Bill Neet and Ethel Inesco also added information. Ms. Inesco is secretary to the Juvenile Division and has been secretary to every Juvenile Judge since Bogue.

"A child may be in trouble . . ." From p. 1, Services to Children In Trouble (Pinellas County Florida), A Survey by the National Council on Crime and Delinquency, 1963.

The Board voiced their support of a Juvenile Detention Home at their November 5, 1964 meeting.

The Clearwater Sun article of Friday, May 31, 1968, entitled “County’s Juvenile Center Dedicated” included County Commission Chairman John Bonsey’s remarks. In these remarks Bonsey told the background story leading up to the final completion of the Center, which began with Judge Patterson’s study of the best methods to take care of juvenile offenders. “a single facility featuring . . .” — from that article.

The Youth Study Center occupied the fourth floor of the pinellas County Jail and was under the control of the sheriff. The Center had facilities for forty children and its program included education, recreation, manual arts, crafts and spiritual guidance. The only other detention facilities available in the early sixties were the St. Petersburg Jail and the Clearwater City Jail. In the St. Petersburg Jail children were detained in separate cells but in the same cell block as adults. In the Clearwater Jail the cells were separated from the main cell block by a distance of approximately 30 feet and a door. This information was taken from the Crime and Delinquency Survey, pp. 48-49.

Other information on Project Playpen was obtained from the Project Playpen brochure currently available through the Project Playpen office.

The first Baptist Church member who was instrumental in getting the Project Playpen off the ground is present License Board worker, Barbara Knowles. Barbara received her sociology degree from University of South Florida in 1974, then becoming a full-time employee of License Board. She is one of several volunteer workers who have returned to college, turning volunteer interests into a career.

The letter from Dr. Finck to Mr. Cooperman on the event of his retirement was dated June 6, 1972.

CHAPTER 10
BUILDING FOR THE FUTURE

Sources for this chapter included JWB annual reports, State of the Child plan, JWB files and minutes.

All local newspapers reported on JWB’s search for a new director. Information and quotes included here came from St. Petersburg Times articles dated September 9, 1972 and October 6, 1972. The appointment of Dr. Edwards was carried in all local papers, as well as the Tampa newspapers.

The comments of Dr. Gus Sakkis, then Acting Superintendent of Public Instruction, about Dr. Edwards were carried in a St. Petersburg article dated Friday, November 3, 1972.

Clearwater Sun interview with Dr. Edwards dated November 3, 1972.

The JWB symbol was created by Ted Hale of JWB Community Services.

The original members of the Community Services team were: Carl E. Meisner, Planning and Funding; Muriel E. Mccord, Training; Edward W. Hale, Public Affairs; William M. Michaels, Research and Evaluation.

The boat analogy was used by Ted Hale to explain the difference between the state programs and the programs of JWB.

“This project has been fantastic,” Judge Page was quoted in an Independent article, April 6, 1973.

JWB Administrative Officer is Bill Markman.

Dr. Robert E. Coleman, JWB Chairman, officiated at the dedication ceremonies. Dr. Coleman first served as chairman in 1957 and has served in this position off and on for 23 years. He has been a member of the Board since 1956, the second longest serving member. Mrs. Holland is the longest serving member.

“As the original dream . . .” From the JWB Open House Invitation.

Children Today is published by the Children’s Bureau, Office of Child Development, Office of Human Development, Washington, D.C. The issue quoted from here was January
February, 1976. The article was written by Raymond L. Edwards, Beatrice S. Reiner, Muriel E. McCord, and Edward W. Hale.

BOARD MEMBERS
JUVENILE WELFARE BOARD
1947-1980

MRS. H.W. HOLLAND

MRS. GEORGE W. BARTLETT
Secretary 1947-1948, 1948-1949

MR. W.H. BELCHER

MR. G.V. FUGUITT
Member 1947-1948

JUDGE ALFRED P. MARSHALL

MISS ORA PHILLIPS
Member 1947-1948, 1948-1949

JUDGE JACK F. WHITE
Member 1947-1948, 1948-1949

MR. FLOYD T. CHRISTIAN
1964-1965

MRS. JOHN R. STRICKLAND
Member 1949-1950, 1951-1954
1956-1959, 1959-1960
Chairman 1952-1953

MRS. ROB ROY MEADOR
Secretary 1949-1950
Member 1950-1951, 1951-1952

WILLIAM G. GARDINER

R. HOSEY WICK

SIDNEY S. PARRY
Member 1951-1952, 1952-1953
Secretary 1953-1954

MRS. ELIZABETH SKINNER JACKSON
Chairman 1955-1956

MRS. BAYA HARRISON

MRS. GEORGE W. BARTLETT

MRS. ROY M. SPEER
MRS. WILLIAM C.M. BISSELL
Vice-Chairman 1971-1972

COMMISSIONER CHARLES E. RAINEY

JUDGE JACK A. PAGE

MRS. MARILYN ROBINSON
Secretary 1971-1972

JUDGE WILLIAM L. WALKER

NICHOLAS G. MANGIN

GEORGE R. BRUMFIELD

W.E. TAYLOR
Member 1971-1972, 1972-1973, (1st six weeks)

VIRGINIA H. ECKERT

DR. GUS SAKKIS
Vice-Chairman 1979-1980

WILLIAM D. DOCKERTY
Member 1973-1974, 1974-1975 (1st quarter)

G. PATRICK ILEY
Member 1975-1976, 1976-1977 (1st six weeks)

DON JONES
Member 1976-1977, 1977-1978 (1st quarter)

JOSEPH WORNICI
Member 1977-1978, 1978-1979 (1st quarter)

JOHN CHESNUT, JR.
Member 1978-1979, 1979-1980

MARGARET P. MULLINS
Member 1973-1974

JUDGE ROBERT F. MICHAEL

MOSES STITH

JUDGE CHARLES W. BURKE
Member 1974-1975 (one quarter)
An Act creating a board of juvenile welfare for Pinellas County, consisting of the juvenile judge, county judge and superintendent of public instruction of said county and four other members to be appointed by a majority of said county officers; providing for the tenure in office and powers and duties of said board, including the power among others, to provide and maintain receiving or detention homes for juveniles, child guidance clinics, the power to provide for the care of dependent, runaway or insane juveniles and the power to lease or buy property or construct buildings and employ personnel; providing for funds for the board to be raised by the levy on all property in the county which is subject to county taxes of an additional tax of fifty cents per each one thousand dollars of assessed valuation for the years 1947 and 1948, and thereafter at the rate of twenty-five cents per each one thousand dollars of assessed valuation and providing for the collection of said tax; providing that the money collected by reason of such special tax shall be deposited in a separate bank account and withdrawn only by checks signed by at least two of the county officer members of the board, and providing for the ratification or rejection of this act by the electorate of Pinellas County at the next general election to be held in said county.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF FLORIDA:

Section 1.

That there is hereby created for Pinellas County a Board of Juvenile Welfare which shall consist of seven members as follows: the County Superintendent of Public Instruction, the Juvenile Judge and the County Judge of said County, and four other members who shall be appointed by a majority of said three county officers. Each of the members of said board shall serve without additional compensation. The county officers shall serve during their tenure in office. The members appointed by the county officers shall serve for such terms as are prescribed by their appointments, which may provide for an indefinite term to be ended at the will of the county officers.

Section 2.

The Board hereby created shall have the following powers and duties:

(a) To provide and maintain in the County receiving or detention homes for juveniles who are charged with or convicted of the commission of crimes or other offenses.
COMPOSITE

JUVENILE WELFARE BOARD ACT

Chapter 23, 483, Special Acts of 1945

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF FLORIDA:

Section 1.

That there is hereby created for Pinellas County, Florida, a Board of Juvenile Welfare, which shall consist of nine (9) members. Four (4) of said members shall be the County Superintendent of Public Instruction, both Judges of the Juvenile Court, and the Vice-Chairman of the Board of County Commissioners of Pinellas County, Florida, who each shall hold office on the said board during his term of office in his official capacity stated. The other five (5) members shall be appointed by the Governor of the State of Florida. All appointments of members of the said Board required to be made by the governor shall be for the term of four (4) years each. If any of the members of said Board required to be appointed by the governor under the provisions of this act shall resign, die or be removed from office, the vacancy thereby created shall, as soon as practicable, be filled by appointment by the governor, and such appointment to fill a vacancy shall be for the unexpired term of the person who resigns, dies or is removed from office.

Section 2.

The Board hereby created shall have the following powers and duties:

(a) To provide and maintain in the County such child guidance, psychological or psychiatric clinics for juveniles as the Board determines are needed for the general welfare of the County.

(b) To provide for the care of dependent juveniles and to provide such other services for all juveniles as the Board determines are needed for the general welfare of the County.

(c) To allocate and provide funds for other agencies in the County which are operated for the benefit of juveniles, provided they are not under the exclusive jurisdiction of the public school system.

(d) To collect information and statistical data which will be helpful to the Board in deciding the needs of juveniles in the County. To consult with other agencies dedicated to the welfare of juveniles to the end that the overlapping of services will be prevented.

(e) To lease or buy such real estate, equipment and personal property and to construct such buildings as are needed to execute the foregoing powers and duties, provided that no such purchases shall be made or building done except for cash with funds on hand; to employ and pay on a part- or full-time basis personnel needed to execute the foregoing powers and duties.

(f) Books of account shall be kept by the Board or its clerical assistants, and the fiscal affairs of such Board shall be exclusively audited by such of the State auditors as are assigned from time to time to audit the affairs of the County Officials of Pinellas County.

Section 3.

(a) After this Act becomes a law the Board of Juvenile Welfare for Pinellas County shall adopt an annual fiscal year which shall be the same as that of the Board of County Commissioners of Pinellas County.

On or before July 1st of each year hereafter the Board of Juvenile Welfare shall prepare and adopt an annual written budget of its expected income and expenditures, including a contingency fund. The said written budget shall be certified and delivered to the Board of County Commissioners of Pinellas County on or before the first day of July each year. Included in each certified budget shall be an estimate of the millage rate necessary to be applied to raise the funds budgeted for expenditures, which millage rate shall not exceed a maximum of 50 cents for each $1,000.00 of assessed valuation of all properties within Pinellas County which are subject to County taxes.

The Board of County Commissioners shall direct the levy of said additional tax at the millage rate so certified by the Juvenile Welfare Board, up to a maximum of 50 cents for each $1,000.00 of the assessed valuation of all property in the County which is subject to County tax.

The additional tax above provided shall be assessed, levied and collected in the same manner and at the same times, as is provided by law for the levy, collection and enforcement of collection of other County taxes. All tax money collected under the terms of this Act, as soon after the collection thereof as is reasonably practical, shall be paid directly to the Board of Juvenile Welfare for the Tax Collector of the County or the Clerk of the Circuit Court if he collects delinquent taxes. The monies so received by the Juvenile Welfare Board shall be deposited in a special bank account and shall be withdrawn only by checks signed by the Chairman of said Board, and countersigned by one other member of the Juvenile Welfare Board who shall be so authorized by the Board.

The Chairman and the other member of the Board who signs its checks should each give a surety bond in the sum of One Thousand Dollars ($1,000.00), which bond shall be conditioned that each will faithfully discharge the duties of his office. No other member of the Board shall be required to give bond or other security.

No funds of the Juvenile Welfare Board shall be expended except by check as aforesaid, except expenditures from a petty cash account which shall not at any time exceed Twenty-Five Dollars ($25.00). All expenditures from petty cash shall be recorded on the books and records of the Juvenile Welfare Board.
No funds of the Juvenile Welfare Board excepting expenditures from petty cash shall be expended without prior approval of the Board, in addition to the budgeting thereof.

(c) Within ten (10) days after the expiration of each quarter annual period the Juvenile Welfare Board shall cause to be prepared and filed with the Board of County Commissioners of Pinellas County a financial report which shall include the following:

A. The total expenditures of the Board for said quarter annual period.
B. The total receipts of the Board during said quarter annual period.
C. A statement of the funds the Board has on hand or in banks at the end of said quarter annual period.

Section 4.

If in the judgment of the Board of County Commissioners of Pinellas County the Juvenile Welfare Board, during the year 1965 or any subsequent year, needs additional funds to further its purposes and its work, then said Board of County Commissioners is hereby authorized to furnish such additional funds to the Juvenile Welfare Board from its contingency or other reserves.

Section 5.

All laws or parts of laws in conflict herewith are hereby repealed.

Section 6.

This Act shall become a law immediately upon its passage and approval by the Governor, or upon its becoming a law without such approval.

The principle of setting children as a priority is really what this book is all about. Woven into the fabric of this story is the humanness and caring that offers children an opportunity to share in the best of American life. It's the story of the Juvenile Welfare Board of Pinellas County, Florida.