JACKSON COUNTY HOME FOR THE AGED
A PROSPECTUS; ITS HISTORY AND FUTURE

AN HONORS THESIS
IN FULFILLMENT OF THE REQUIREMENTS
OF THE COURSE
ID 499

by
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I recommend this thesis for acceptance by the Honors Program of Ball State University for graduation with honors.

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FORWARD

The following report is in no way concerned with any new or unusual problem to Jackson County or any other county. Local governments everywhere are facing similar problems. The only difference being that some have stepped forward to meet the problems head-on, while others have done little or nothing about them.

One of these problems is care of the aged. This author believes that it is the responsibility of local government to meet this challenge of caring for their aged in the best way possible. In some instances this involves building a new home, while in others it involves subsidizing private ones, but in no case does it involve completely disregarding the situation at hand.

The statements and statistics included herein are factual as far as can be ascertained. The research methods used were varied, ranging from page by page examination of ancient county records, some dating back as far as 1850, to personal interviews with county home personnel and other people in related areas.

The following report is the most comprehensive study conducted to date on the home. The last written history was compiled during the 1850's and published about 1860 in a county history, Jackson County. The statistics were copied from the actual county records scattered throughout the various county offices in the courthouse. The only other critical examination done in this area has been the annual Grand Jury reports, copies of which are included in this report.
In addition to the history and criticisms, I have attempted to present some of the possible solutions that might be considered in meeting this challenge.
HISTORY

As early as 1840, perhaps before then, the necessity of a county poor farm was discussed. Nothing was done, however, until early 1847, when county officials began to negotiate the purchase of the present farm near Brownstown. In December of that year it was decided that Robert Holmes would be Superintendent. He was to have the rent of the farm and $200.00 a year. On March 4, 1848, the Commissioners of Jackson County entered into contract in Clark County, Indiana with Alexander and Sarah Marrs to purchase approximately 307 acres in Jackson County to use as the county farm. The Commissioners paid eighteen hundred dollars for this land.

In 1849 Holmes was succeeded by Fred Miller who served until March 1, 1850, when John Perry Miller became the third Superintendent. According to his contract, John Miller's term was to expire March 1, 1853, but it was extended several years beyond that date. The Commissioners agreed, however, that $200 a year was too much to pay and reduced Miller's salary to $145 per year plus the rent of the farm.

Shortly after Miller took office, the Commissioners ordered him to build a long house, sixteen feet wide and twenty-five feet long, for housing the poor. In December of 1851 he was ordered to erect a stable for the county farm. On June 10, 1852, Miller was again ordered to build. This time it was an addition to his first building. The Commissioners wanted a one-story log house with one door and two windows fifteen feet wide and twenty feet long. This too was to be used for housing the poor.
Although originally purchased as a farm for the indigent poor of Jackson County, the farm also became an asylum for the insane. A March 6, 1854, entry in the County Commissioners' records shows a $31.25 allotment "for building a dungeon on the county asylum for the more secure confinement of desperate or insane paupers."

On March 8, 1860, John P. Miller was re-selected by the County Commissioners from among several applicants for Superintendent of the County Asylum and Farm. According to the terms of his contract, he was to serve as Superintendent for three years, as long as he fulfilled the terms of his contract satisfactorily. Miller was to receive two dollars per pauper per week at the asylum and an additional $300 per year for managing the farming operations. The two dollars a week was designated by the Commissioners to be spent on the paupers.

The contract also stated that Miller was to put twenty acres in timothy meadow, the seed being furnished by the Commissioners. A plank fence was to be erected from the graveyard to the asylum's "fairgrounds," the materials again furnished by the Commissioners. He was to prepare twelve acres of "slash deadening" for cultivation. Miller was responsible for digging a ditch for drainage of the grounds. The final stipulation of Miller's contract stated that he was to be responsible for the funeral expenses of any pauper who might die while in residence at the asylum. He was allocated, by the Commissioners, ten dollars for each funeral.

About June of 1863 Miller gave up his post at the farm and asylum to Aaron Stryker. Because of a lack of information, very little is known about the Stryker administration. The only available information about this period is the expenditures for building a new county asylum.

In March of 1864 $5,000 was appropriated for building a county
asylum. About this time the erection of a portion of the present brick buildings on the poor farm was begun and during the following year was completed. The expenditures for this alone were reported in June, 1864 to be $9,981.35; in 1865, $12,870.72; and in 1866, $3,194.56. It is probable that the original cost of all the buildings comprising the county home by 1866 was $30,000.¹

On March 1, 1869, Ewel S. Ford was appointed as the new Superintendent of the County Asylum and Farm. Ford and his family were to live in the asylum "in a space not to exceed three rooms." Ford received five hundred per year in quarterly installments for his services.

In March of 1873 the infamous Insane House was completed by Ford at a cost of $451.83. In September of 1874 Ford was ordered by the Commissioners to build an addition to the Insane House. It may be found in the county records as follows:

Ordered by the Board that E. S. Ford is directed to build a brick addition to the north end of the small brick (insane) house, thirty-two feet long and twenty feet wide with four rooms and the same height as the other building suitable for insane paupers.²

The addition was completed in December of the same year at a cost of $507.65.

About this time also part of the land belonging to the county farm was sold to A. L. May and Fred Stinkel to help pay part of the operating costs of the asylum.

On August 3, 1886, Ford's contract as Superintendent of the County Asylum was extended on the original terms until December 1, 1888. Ford did not serve the full term of this contract, but resigned in September of 1888.

James M. Henderson became the new Superintendent on September 6, 1888. In his contract he was offered six hundred dollars per year if he
would serve a year or more with a five-year option after the first year. Henderson's administration saw a new roof put on the asylum in March of 1890.

On September 2, 1890, Charles Edinger became superintendent of the "Insane Asylum" as it was then known. He served in that capacity for about 24 years, or until about 1914.3

During these years several new facilities were added. An addition was made to the "Big House" as the inmates called it. According to all available information, the inside of the house is basically the same today as it was at this time. The iron fence, which can still be seen around the front yard, was put up and a wash house and hose house were erected. The inmates did their own washing and ironing in the wash house. All the asylum's fire fighting equipment, i.e., buckets and a few hoses, was kept in the new hose house.

At this period in the history of the home it was located on Brickbat Road. Brickbat Road, better known as Jackson Street, was so named because of the street repair methods used in maintaining it. The road was dirt (mud in the spring) and always seemed to have four or five chuckholes that needed filling. These were filled with brickbats, thus the name Brickbat Road.

Throughout the Eddinger administration there were usually thirty to thirty-six inmates. These, along with the hired help and Eddinger, tended a garden on the north side of the Big House. They also did their own butchering at Thanksgiving and again in February. The gardening and the butchering have both been discontinued.

The home was called the insane asylum because of the Insane House where the mental patients were housed. Two other infamous buildings were
the White House and the Pest House. The White House was a whitewashed building behind the Big House, where the "second class" people stayed. Each person in the White House lived in a cell and was fed from a large tub of food carried from the Big House kitchen. Patients with any disease, usually smallpox, were isolated in the Pest House. The Pest House was located some distance from the other buildings, in what is the present day fairgrounds. Needless to say, living conditions in both these houses were extremely poor.

In March of 1914 James B. Cross became the new Superintendent. About this time the present porches were added to the main building. An addition to the barn and a new silo completed the home as it stands today. Cross continued the butchering and farming traditions at the home. It was decided that more farmland was needed to supply the needs of the farm, and eighty acres were rented for this purpose. The Cross family and a hired hand did the farming and chores around the farm. The butchering was still done outside at this time, usually in the garden north of the Big House.

Children were still kept at the home a week or so until a foster home could be found. The White House was then called the Crazy House. Another practice still around at this time was that of pumping water from a cistern in the basement to a large tank on the third floor of the Big House. When the tank was full the Big House had running water. During the Cross administration, the small fair the inmates had been holding on a portion of the farm was discontinued. The present fairgrounds were used for rabbit hunting at this time.

On March 1, 1930, Ziba McMahan was first appointed Superintendent of the County Home. As had been the custom in the past, he was also in charge of farming operations at the home. "Uncle Ziba" as he was affectionately known to his many friends in the county and across the state, was not
only to serve as Superintendent for the next 29 years, but also was to be
credited, along with the late Henry Lucas, with developing the Jackson
County Fairgrounds in 1937. McMahan was to receive $900 for his services.5
Ziba McMahan became Superintendent of the home at the age of 57 and in
the middle of a depression, but neither of these factors seemed to be of
any real concern to him. The next 29 years would see many changes in the
home, and would also be the beginning of an era for the home. Until Febru­
ary 28, 1970, the Jackson County Home would remain under the supervision
of the McMahan family, first under Ziba, then under the supervision of
his daughter, Doris McMahan.

Ziba McMahan came to the county home with a varied background, having
carried mail in Salt Creek Township during the 1920's, worked in a livery
stable in Ewing, Indiana, and having been a farmer. The Crazy House,
White House and Pest House were still being used at this time, but with
the coming of Ziba McMahan their days were numbered. Although official
records aren't very exact, it seems that the Pest House was the first to
go. It was burned in the early 1930's.

During 1934 Ziba McMahan made the first of many additions to the
facilities at the home. Outside the kitchen door of the Big House (main
house) he built a Warm House. The Warm House was a fruit cellar where
canned goods from the farm were stored. Although not used for storage of
canned goods today, the Warm House still stands outside the Big House
kitchen as a silent reminder of days gone by.

With the Pest House gone, the next building to meet its doom, as
far as human habitation is concerned, was the White House. When McMahan
became Superintendent, the White House was used mainly for storage pur­
poses. Shortly after McMahan's arrival at the home, a man and his wife
came to the farm. The depression seems to have been their reason for coming to the farm. Once again the White House was fixed up, and the man and his wife lived there for some time. One afternoon the wife had brought her husband to the kitchen door of the Big House in his wheelchair for supper. This was the usual procedure. The husband had evidently come to the home in the wheelchair. They came to the Big House for meals and someone helped the wife get her husband inside. This particular afternoon, however, the man died quietly in his wheelchair waiting to go inside for supper. It is not certain what happened to the wife, but with the passing of this family, the White House was returned to storage, and has been used for that purpose ever since. Although used for storage purposes today, one can still see the relics of the past—curtains partially hanging at a window, an old stove used to heat the room, and some dusty old furniture which might have been used by this family during the depression.

Built in 1873 and 1874, the Crazy House was the next to be relegated after approximately 65 years. Before being condemned as a fire hazard in the late 1930's or very early 1940's, the Crazy House housed the mentally retarded patients that came to the home. This brick building had bars on the windows and could house twelve people in stall-like rooms. Ziba McMahan continued to use this building because of the overcrowded conditions at the State Mental Hospital at Madison, Indiana. Although not the best of facilities for this purpose, it was evidently better than nothing, which is what these people would have had otherwise. There are stories about some of these people being so wild they had to be tied to keep them from hurting themselves and others.

The 1940's brought more changes to the home. Previously the
butchering operations of the farm had been carried on in the garden north of the Big House. Early in the decade, Ziba McMahan built a butchering shed to replace the garden. The latter half of the decade brought a couple of much needed additions to the Big House. The old water system in the Big House was replaced. A completely new system of running water replaced the tank on the third floor. With running water, came three new bathrooms (inside type!) and two new kitchen sinks. The next and last change the County Home saw under the McMahan administration came in 1956 when the home was connected to the city sewage system.

The McMahan administration saw one other change in life at the farm. This last change was a hobby of Ziba McMahan's which he took up in his late seventies or early eighties. The "Colonel," as he became known because of this new hobby, took up horseback riding. McMahan didn't just ride any horse, though, he started riding Tennessee-Walkers in horse shows around the state. "Colonel" and his hobby were instrumental in starting the horse shows at the Jackson County Fair. Although he only rode for the fun of riding, McMahan won several trophies and many ribbons.

The summer of 1958 was Ziba McMahan's last summer in the farm's fields. After the harvest McMahan became ill, and on April 6, 1959, he passed away. With his passing, Miss Doris McMahan, the Colonel's daughter, was appointed to the superintendency, a position she would hold for the next eleven years.

Doris McMahan had served in official capacities at the home since 1952. In 1952 she was named nurse for the home, and when her mother died in 1954, Doris was named Matron, replacing her. She continued as Matron until her father's death.

When asked about improvements her administration had seen, Miss
McMahan stated that the installation of the home's own heating plant in 1960 was probably the greatest. Before this, the home, the county jail and the courthouse were all heated by a central heating system. This central system was not too good and the new one, which still serves the home, was a great improvement.

One of the old traditions that passed with Ziba McMahan was that of the Superintendent of the home also running the farming operations. In 1959 Mr. Henry Terkhorn was hired as Farm Manager and served in that position until his death in 1967. After this, the land and outbuildings at the farm were rented out to private individuals.

Most of the other changes the home saw during the second McMahan administration was in the coming of modern conveniences to the home, such as, automatic washers and dryers, television, radio, books and magazines have helped make the home more enjoyable for those who lived there. The home's freezer has made meat storage much simpler than during her father's administration.

The people in the home now are very different than those who have previously lived there when the McMahan family first came. Mainly, they are more independent because of social security, according to Miss McMahan.

Another significant change has been in the community outlook and response to the needs of the home. Many local churches, clubs, organizations and individuals have for some time now taken it upon themselves to see to it that the people at the home have as enjoyable a Thanksgiving and Christmas as possible.

All this started in 1931 when Miss McMahan came home from nurses' training for Christmas vacation. She decided that it wasn't right for her family to enjoy the holidays and not the other people at the home. With this in mind, she contacted the Seymour Business and Professional Women's
Club about doing something for the people in the home for Christmas. The idea appealed to other clubs and organizations in the area, and as time went on each holiday season saw greater and greater participation. Miss McMahan stated that the 1969 Christmas season saw every church in the area involved in the program in one form or another. Presently, the people at the home make out a Christmas list in November, and the local industries and organizations try to see to it that every request is filled. At the present time, only one Christmas request is known to have not been filled. One of the men at the home decided he would like to have a wife for a holiday present. This proved to be a request a little too formidable even for Santa Claus and Jackson County combined.

At the time of Miss McMahan's retirement, there were six mental patients at the home. Most of them have been returned from the state mental hospital. One of the mental patients is a lady approximately sixty-five years old who has never made a decision in her life. Another man is an alcoholic. As far as is known, the only person he has ever called by name since his arrival at the home a number of years ago is Doris McMahan. One year this man asked for and received a teddy bear for Christmas which he named Doris. Another man has been retarded since childhood. At the age of fifty, while in the county home, he learned his first Christmas poem with Miss McMahan's help.6

On February 28, 1970, the forty-year tenure of the McMahan family at the Jackson County Home came to a close. By the resignation of one woman, the County Home lost its nurse, Matron, and Superintendent. Three positions filled by one woman for $2,100 a year.
PHYSICAL CONDITIONS

As is evident from its history, the Jackson County Home for the Aged once served a purpose very adequately, but whether or not this is still the case is one of the topics presented for consideration in this report.

The first thing anyone would notice about the home is its physical appearance. The exterior has been basically the same since James Cross added the present porches about 1918. A new roof added in March of 1890 seems to have been the last major repair. Only minor work has been done to the outside since, and then only when absolutely necessary. The interior appearance of the "Big House" has remained relatively unchanged since the turn of the century. Since 1900, there have been only four significant changes at the home. The home was wired for electricity in 1936 and put on the city water system in the late 40's. It was connected to the city sewage system in April of 1956, and had its own heating unit installed in September of 1960. As can be seen from the grand jury reports, included herein, these changes, significant as they are, aren't the only ones that need to be made.

Another noteworthy fact in regard to repairs of the existing facility is that in the past six years only once has the home been granted the entire amount requested for repairs. Prior to the 1968 budget request the County Council had only seen fit to grant an average of 54% of the initial request of the home. One might argue that the home's requests had been too high, but if this were the case, why then did the council grant the
full request of $2300 in the 67-68 budget? This request was $1,000 higher than that of 1967 and the amount allotted was $1,650 more than that of the same year. It would seem that by denying 46% of the requests in each fiscal year, that by the same mathematics, 46% of the repairs were left undone. With overall budget requests being cut only an average of 8.6%, it would seem strange indeed that repairs should be the area to suffer from lack of money, or interest, or whatever reason might have been given for those drastic reductions. Keeping these reductions in the county home's budget in mind, there seems to be some discrepancy between the home's budget and the budgets of various other county agencies. A random sample of the budgets of five other essential offices revealed the following: Circuit Court budget reduced 1%, the Jail's budget raised 4%, the county highway budget was raised 4%, the budget for the county hospital was raised 29%. The fifth and maybe most important office was that of the County Commissioners. With the reduction of the budget for the county home, they saw fit to raise their own budget by 14%.

According to Miss Doris McMahan, superintendent, twenty-four is the maximum operating capacity of the present two-story structure. The actual operating may fluctuate greatly, depending upon one very important factor; i.e., the patients themselves. Officially stated, the patients must be "ambulatory," meaning able to walk under their own power. In other words, they may not be bedfast. How does this affect the operation of the home and the patients?

In the center of the home is a huge stairway to the room on the second floor. At the present time only two or three of the twelve patients are able to climb these stairs. Even at best, this situation is a precarious and uncertain one. Next week none of these may be
capable of climbing these stairs. If this situation should occur, these
patients would have to be moved down to the already crowded first floor.

Even reaching the main floor requires climbing six or seven wooden
steps. Combine several of the factors, i.e. age of the structure, type
of materials used in its construction, age and mobility of the patients,
two possible flights of hazardous wooden steps, no man for lifting, and
a well-placed fire, and Jackson County could easily have a major disaster
in the offing.

Another area to be examined in consideration of a new home is that
of facilities offered by the present home. The present facility is of
such an inferior quality that Jackson County cannot get a Residential
Care Facility License for the home. Some of the requirements may be
seen in the following page. These are only the obvious problems listed.

According to the Indiana Health Facilities Council, which estab-
lished the rules and regulations for such facilities, and the Indiana
State Board of Health, the building is to be maintained in good repair,
both within and without, and as is evident from the grand jury reports,
whether or not this has been done is rather questionable.

As of January, 1970, the entire staff at the home consisted of
four women and a part-time janitor. The home's superintendent and her
sister lived at the home. The sister was at the home part-time because
she had another job. The remainder of the staff also worked part-time.
The janitor, the only man on the staff, came to the home only when called
to repair something, which according to him amounted to about an hour a
week excluding cutting the grass.

As a general rule, there were seldom more than three people,
usually all women, at the home at any given time. It would seem almost
impossible for three or four women to adequately care for and supervise the daily activities of the twelve people between 60 and 82 years old presently at the home.
EXCERPTS FROM JACKSON GRAND JURY REPORTS

June, 1965 - The Grand Jury proceeded to the Jackson County Poor Farm to make a tour of those facilities. It is the consensus of the Grand Jury that the physical state of repair of the building is very poor, only the bare necessities in the way of repairs are being provided and list the following recommendations that are in urgent need of repair:

1. The wooden steps on the north side of the building are badly in need of repair.

2. Screens are needed on windows.

Further things noted that are desperately needed are fire escapes if the building is to continue to be used as a home.

It is recommended to the County Board of Commissioners that they appoint a committee to investigate the possibilities of building a new one-story building on the present site and the most economical means of operating same with a view to the fact that the elderly population is continually increasing in the County. The state of cleanliness of the Home was good considering its age, and the Director is to be commended for the work she is presently doing with the residents.

October, 1966 - The Grand Jury next went to the Jackson County Poor Farm. The Grand Jury was taken on a tour of the facilities of the home. It is the opinion of the Grand Jury that the state of repair of the building is very poor and recommends that a new one-story building should be erected on the present site. Fire escapes are badly needed.
on the present building, but it is not recommended that such a large amount of money be spent on the present building. The cleanliness of the Home was very good considering its age, and the Director is to be commended for the work she is doing with the residents.

It is the feeling of the Grand Jury that very little has been done about the recommendations of the Grand Jury which made such a tour on June 7, 1965, and that it is a disgrace for the Courthouse and Poor Farm to be in such poor condition. The Grand Jury recommends that the Judge, County Commissioners and County Council members take a tour such as the Grand Jury has taken today in order that they will know the condition of the county facilities. It is useless for the Grand Jury to be called in for such a tour and their recommendations be ignored.

October, 1967 - COUNTY FARM. The cleanliness of the home is very good and the Director and help are to be commended for the work they do.

We suggest that a modern laundry be installed.

The Grand Jury hopes that plans can be made and completed in the near future for a new home for Jackson County.

We leave a challenge to the 1968 Grand Jury to push forward our recommendations for a new County Home.
INDIANA HEALTH FACILITIES LAW
CHAPTER 239, ACTS OF 1963

Sec. 14. "It shall be unlawful for any person as defined in this act, acting alone or with any other person: (a) To conduct, maintain or operate, or permit to be maintained or operated... a health facility in this state, as the same is defined in this act, except upon license first had and obtained in accordance with the terms and conditions of this act and rules and regulations promulgated pursuant hereto."

JACKSON COUNTY IS IN VIOLATION OF THIS SECTION.

HHF 8-1 HOUSING

1. "Walls and ceilings are in good repair, easily cleaned...."

THE CEILINGS OF THE JACKSON COUNTY HOME ARE 12½-15' HIGH, WHICH WOULD NOT LEND THEMSELVES TO EASY CLEANING.

3. "The building is maintained in good repair, both within and without."

SEE ENCLOSED GRAND JURY REPORTS.

HHF 15-23 FIRE SAFETY MEASURES

Satisfactory Compliance:

1. "This plan includes the following items:
   a. Persons (and phone numbers) to notify. THIS WOULD PROBABLY BE ON FILE SOMEWHERE.
   b. Alarm signals.
   c. Fire extinguisher locations.
   d. Procedures for evacuation of residents.
   e. Personnel assignments for specific duties and responsibilities.
   f. Records are kept of fire drills held."
HAVING VISITED THE HOME SEVERAL TIMES, THE AUTHOR KNOWS OF NONE OF THE
ABOVE. THERE MAY BE (UNDoubtedly ARE) FIRE EXTINGUISHERS IN THE HOME
BUT EVEN SO HOW EFFECTIVE ARE THEY GOING TO BE IN A 90 YEAR OLD FRAME
HOUSE? THE AUTHOR ALSO KNOWS THAT THE HOME DOES NOT HAVE A STATE FIRE
MARSHALL'S INSPECTION CERTIFICATE. WHY? BECAUSE THE PROPER AUTHORITIES
HAVE SEEN FIT TO CLOSE BOTH EYES TO THE SITUATION AT THE HOME. ACCORDING
TO VARIOUS SOURCES THE HOME WOULD HAVE TO BE CLOSED IF THE FIRE MARSHALL
WERE TO INSPECT IT.
ALTERNATIVES

Keeping in mind the present condition of the county home, physical and otherwise, and its long history, one might ask, "So what can be done about it?"

The first and probably most commonly thought of solution is a plain and simple "Nothing."

Why nothing? Many people will admit that the present facility is better than no home at all, and are of the opinion that since it has served the county fairly sufficiently since the late 1800's in its present condition that we should not do anything until it is absolutely necessary. Simply stated, these people seem to be saying that we should continue with our present policy. Others will say that, financially, we cannot afford to do anything.

The next logical alternative to our problem would be completely opposite the previous one; i.e., replace the present home with a new one. This might be accomplished in several ways.

The first possibility would be to use federal funds as provided in the Hill-Burton Act. For our purposes, it would be impractical to consider using this source of funds because of the standards to be met.

Following this line of thought, the next source of funds would seem to be the state government. At the present time this, too, is not possible for the very simple reason that such state funds are non-existent.

With the possibilities of federal or state funds exhausted, the next logical source of funds would seem to be the county. The county's
first immediate source of funds would be from the sale of "excess land" presently owned by the county. "Excess land" means the 71.29 acres presently used by the home and farm on the north side of Hough Creek. Only enough land for the new facility would need to be retained by the county. As far as the home itself is concerned, only about one acre is actually needed, leaving a surplus of 70.29 acres.

This land belonging to the home has an approximate assessed value of $1200 per acre. This value was determined by consulting the 1968 Jackson County Master Plan Report, as compiled by Schellie Associates of Indianapolis, Indiana. This report was used to ascertain the "best possible use" of the land in this area, which was residential use. This means that the county has about $82,000 in excess land. This, as will be evident later in this report, would be a considerable amount if invested in the construction of a new Jackson County Home for the Aged. According to present figures, $82,000 would put a new home well on its way to becoming a reality.

If this home were to become a reality, one of the first problems to arise would probably be that of administration. Would the supervision of the new facility follow the present policy of hiring a resident of the county to run the home or would the administration be turned over to someone with training in this area?

The management of the home should definitely not be in the hands of the run-of-the-mill county resident. Most local residents have had absolutely no training in this area, and the few that have are not going to undertake such a task for $2,100 per year under any circumstances, especially the present ones.

Years ago, all that was needed to run the county home was a big
heart and a "little" political patronage from the county commissioners if the job were available. Once appointed, you were almost assured of keeping the job until you went to "the great county home in the sky." With today's complex business operations, etc., political pull and a big heart doth not a good superintendent make.

The new home would be financed by the county, then the administration would be turned over, by contract, to private individuals or a private corporation with some competency in this field. These individuals would be solely and directly responsible to the county commissioners for the efficient operation of the home. This would relieve the county of all administrative details and would assure some degree of competency at the home. The individuals would have complete control over the staffing and operation of the home, while the county would retain all financial control.

In order to prevent this from becoming just another political plum, the administration at the home could only be removed for misfeasance in fulfilling the terms of the contract, the charges to be presented at a public hearing presided over by the board of commissioners and two interested private citizens, neither of whom would be of the same political party.

Training in this as well as several other areas of local government, should be given foremost consideration in making the appointment, but unfortunately this is presently not possible. Acquiring this type of specialized personnel for such a task on the county level is almost impossible because local governments do not pay enough. Until this basic change is brought about, any meaningful degree of competency in operating the home may prove to be somewhat less than a dream.

If this new home became a reality, one of the next problems to
arise would probably be that of eligibility for admission. In considering admission requirements it should again be stressed that this home is in no way intended to provide any type of comprehensive nursing facilities. It is intended solely as a residential care facility for ambulatory indigents.

For the convenience of this report, the new facility presently being considered is one of sufficient size to accommodate twenty-five patients. The present home now has twelve patients; if this were all Jackson County could provide in the new facility, the remaining space would be offered to surrounding counties on a contractual basis. These counties would naturally pay more for these services than would the Jackson County Department of Public Welfare.

The construction of such a multi-county facility would, for purposes of administrative efficiency and in an attempt to avoid certain other inherent problems, be financed solely by Jackson County. This would insure Jackson County residents first choice in admittance and, again, avoid any problems encountered in multi-county administration.

There are those who feel that a county cannot adequately care for its aged and therefore should not even attempt such an undertaking. These people feel that the competency of county officials in this area more often than not leaves something to be desired. One of their basic arguments is that when a county enters the field of care for the aged that its attempts are not an inexpensive repetition of services and facilities, which seems to be an inherent fallacy of our governmental system today. They also claim that this is an attempt to stifle private enterprise.

To avoid this competition and repetition, these people argue
that the county homes should be abolished in favor of privately owned facilities. Their argument seems to be, why should a county bother with such an operation when it could be done more efficiently and with fewer problems to the county by private individuals?

However logical this argument may sound, it seems most illogical, given present welfare rates, to completely ignore the 72% saving to the county in welfare rates and even greater saving over private rates because the county operates its own home rather than subsidizing the private concerns. [See Addendum].
CONCLUSION

Having examined the visible alternatives to an ever increasing problem in our county, there seems to be only one possible solution. Only one, that is, unless we are going to turn our backs on those who are looking to us to provide for our aged as they have provided for theirs.

With an ever increasing percentage of persons in our society over sixty-five, can the county afford not to take care of these people? Without the services provided by the county home, what is to be done with the indigent population of Jackson County? Without these services these people would not receive the medical and other personal services required by every other person in society whether aged or otherwise. If, without a county home, the aged of Jackson County cannot obtain even the basic requirements for subsistence, how can they ever dream of obtaining special help, should the need arise? Fortunately, however, most people will agree to the basic need for the services provided the aged in the county home. The primary disagreement arises from a variation in degrees, which will bring us to our solution.

In today's society we have few other alternatives than to provide in the best and most economical fashion we possibly can. For our purposes the best way seems to be to provide a new home for the aged of our county.

The most efficient and economically feasible solution is a one-story, fireproof home. These two initial requirements are extremely
important in order that the county might provide maximum safety for the patients of the home. As mentioned earlier, the maximum capacity should be about twenty-five. This would be an adequate size to serve Jackson County for several years without being initially too costly to build or staff.

In order to provide adequate living and working space in such a facility, it is estimated that between 7,000 and 8,000 square feet of floor space would be required, depending upon certain variable factors. With present day construction costs running between $16 and $22 per square foot, the projected construction cost would be in the $150,000 to $200,000 price range.

The next drawback would be that of financing such an undertaking. At some appropriate time in the future, this might be accomplished by the formation of a building authority or by levying a bond issue. This appropriate time in the future appears to be two to three years away, because the county is presently bonded to its constitutional limit of 2% of its assessed evaluation.
ADDENDUM

Solely for the purpose of a model, let us briefly examine the Bartholomew County Home for the Aged located in Columbus, Indiana. The reason for consideration of this particular example is its similarity to the purposed Jackson County Home.

The events prior to the erection of the Bartholomew County Home in 1959-1960 were strikingly similar to the present situation in Jackson County. The home at Columbus was an old brick building built about 1880. Lack of interest, rising repair cost, and several other factors precipitated neglect to the condition of the home. The physical conditions became so poor that the home's license was revoked by the State Board of Health and the Health Facilities Council. Finally in 1958, the ceilings started falling and the home was closed—a rather rude and abrupt awakening for the people of Bartholomew County. At this point the people stepped forward and met the challenge, an $80,000 bond issue was levied and construction began. Bartholomew County now has a home that provides excellent facilities for their aged with an operating cost of $30,525 per year, only twice that of the present Jackson County Home.
<table>
<thead>
<tr>
<th></th>
<th>Bartholomew Co.</th>
<th>Jackson Co. (Proposed)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Capacity:</strong></td>
<td>28</td>
<td>25</td>
</tr>
<tr>
<td><strong>Type of Patients:</strong></td>
<td>Ambulatory</td>
<td>Ambulatory</td>
</tr>
<tr>
<td><strong>Age of Patients:</strong></td>
<td>60-65+</td>
<td>60-65+</td>
</tr>
<tr>
<td><strong>Type of Unit:</strong></td>
<td>1 level, fireproof</td>
<td>Same</td>
</tr>
<tr>
<td><strong>Lot Size:</strong></td>
<td>1 acre</td>
<td>Same</td>
</tr>
<tr>
<td><strong>Construction Material:</strong></td>
<td>Brick, Wood, Concrete Block</td>
<td>Same</td>
</tr>
<tr>
<td><strong>Construction Costs</strong></td>
<td>$104,000</td>
<td>$150,000-$200,000</td>
</tr>
<tr>
<td><strong>Source of Funds:</strong></td>
<td>$80,000 Bond Issue at 3 3/4%</td>
<td>$82,000 from sale of excess land and a bond issue to cover the remaining cost.</td>
</tr>
</tbody>
</table>
QUESTIONNAIRE

I. Name of home - Jackson County Home
   Location - Brownstown, Indiana

II. Structure and Facilities
   A. Number of living levels - 2
   B. Recommended max. capacity - 24
   C. Present (actual) operating load - 11
   D. Are your current facilities sufficient? - No
   E. Nurses - 0
   F. Doctors - 0
   G. Other - 4

III. Patient Information
   A. Range of ages - 58-82
   B. Any patients confined to bed? - No
   C. Any patients blind? - No
   D. Have you ever had a B or C? - No

IV. Finances
   A. Rates for patients
   B. Approx. operating expenses for one year - $18,000 (1968)

V. General Comments
   A. We need a new county home
### JACKSON COUNTY

#### Dept. of Public Welfare

<table>
<thead>
<tr>
<th></th>
<th>7/1/67</th>
<th>7/1/68</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rate for Private Nursing Home</td>
<td>$195/mo.</td>
<td>$220/mo.</td>
</tr>
<tr>
<td>No. of Patients</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Cost to D.P.W. for P.N.H. -67</td>
<td>$6,240/mo.</td>
<td>$7,040</td>
</tr>
<tr>
<td><em>Yearly</em> Rate for P.N.H.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. of Patients in P.N.H.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Cost to D.P.W./mo. for P.N.H. -67</td>
<td>$74,880</td>
<td>$84,480</td>
</tr>
</tbody>
</table>

#### County Home

- **Total 1967 Expenditures (all inclusive)**: $15,121.81
  - " Income from Inmates: $3,898.14
  - "" "" "" Townships: $4,255.46
  - "" "" "" for Home (2-3): $8,153.60
- **Difference (1-4) to be met by County**: $6,968.21
- **No. Cost to Co. for 11 patients in P.N.H. at 67 rates**: $2,145.00
- **"" "" "" "" Co. H. at 67 rates**: $560.68
- **Difference**: $1,564.32

% of Difference vs. Cost for Co. H. 73% savings to County
### P.N.H. vs. Co. H. (Welfare Rates)

<table>
<thead>
<tr>
<th></th>
<th>1967</th>
<th>1968</th>
</tr>
</thead>
<tbody>
<tr>
<td>P.N.H./mo. Rates</td>
<td>$195</td>
<td>$220</td>
</tr>
<tr>
<td>P.N.H./yr. Rates</td>
<td>$2,340</td>
<td>$2,640</td>
</tr>
<tr>
<td>Co. H./mo. Rates</td>
<td>$52.79</td>
<td>$60.79</td>
</tr>
<tr>
<td>Co. H./yr. Rates</td>
<td>$633.48</td>
<td>$729.43</td>
</tr>
<tr>
<td>% Saving to Co. at 67 Rates</td>
<td>1967</td>
<td>1967</td>
</tr>
</tbody>
</table>

### P.N.H. vs. Co. H./Day

<table>
<thead>
<tr>
<th></th>
<th>1968 Rates (Private Rates)</th>
</tr>
</thead>
<tbody>
<tr>
<td>County Home</td>
<td>$2.03</td>
</tr>
<tr>
<td>Lutheran Home</td>
<td></td>
</tr>
<tr>
<td>Jackson Park</td>
<td>$16.00</td>
</tr>
<tr>
<td>Kaley's</td>
<td>$7.33</td>
</tr>
<tr>
<td>Westside</td>
<td></td>
</tr>
<tr>
<td>Bartholomew Co. Home</td>
<td>$2.37</td>
</tr>
</tbody>
</table>
QUESTIONNAIRE

I. Name of home - Bartholomew County Home
Location - Columbus, Indiana

II. Structure and Facilities
A. Number of living levels - 1 concrete block, brick, wood
B. Recommended max. capacity - 2/room, 28 total
C. Present (actual) operating load - 23 (16 men & 7 women)
D. Are your current facilities sufficient? - Yes
E. Nurses - 1 county nurse
F. Doctors - 1 salaried county doctor, ($150/yr.)
G. Other - 6, Superintendent, Matron, 2 cooks

III. Patient Information
A. Range of ages - 65-
B. Any patients confined to bed? - No
C. Any patients blind? - No
D. Have you ever had a B or C? - No, ambulatory only

IV. Finances
A. Rates for patients - $40.00/mo.
B. Approx. operating expenses for one year - $38,000 expenditures, $10,000 income

V. General Comments
A. 1 voluntary beauty parlor
B. 1/mo. barber shop for men ($1.00 charge)
C. $104,000 construction costs
### BARTHOLOMEW COUNTY

#### Dept. of Public Welfare

<table>
<thead>
<tr>
<th>Rate for Private Nursing Home</th>
<th>5/1/67</th>
<th>$225/mo.</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of Patients</td>
<td>5/1/67</td>
<td>44</td>
</tr>
<tr>
<td>Total Cost to D.P.W. for P.N.H.</td>
<td>5/1/67</td>
<td>$9,900/mo.</td>
</tr>
<tr>
<td>Yearly</td>
<td>5/1/67</td>
<td>$118,800</td>
</tr>
<tr>
<td>Rate for P.N.H.</td>
<td>5/1/68</td>
<td>$255/mo.</td>
</tr>
<tr>
<td>No. of Patients in P.N.H.</td>
<td>5/1/68</td>
<td>41</td>
</tr>
<tr>
<td>Total Cost to D.P.W./mo. for P.N.H.</td>
<td>5/1/68</td>
<td>$10,355</td>
</tr>
<tr>
<td>Yearly</td>
<td>5/1/68</td>
<td>$124,260</td>
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</tbody>
</table>

#### County Home

<table>
<thead>
<tr>
<th>Total 1967 Expenditures (all inclusive)</th>
<th>$30,525.00</th>
</tr>
</thead>
<tbody>
<tr>
<td>&quot; Income from Inmates</td>
<td>8,499.78</td>
</tr>
<tr>
<td>&quot; Townships</td>
<td>1,440.00</td>
</tr>
<tr>
<td>Farm</td>
<td>910.20</td>
</tr>
<tr>
<td>for Home (2-3-4)</td>
<td>$10,849.98</td>
</tr>
<tr>
<td>Difference (1-5) to be met by County</td>
<td>$19,675.02</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Mo. Cost to Co. for 23 patients in P.N.H. at 68 rates</th>
<th>$5,865.00</th>
</tr>
</thead>
<tbody>
<tr>
<td>&quot; Co. at 68 rates</td>
<td>1,637.92</td>
</tr>
<tr>
<td>Difference</td>
<td>$3,227.08</td>
</tr>
<tr>
<td>% of Difference vs. Cost for Co. H. 72% savings to County</td>
<td></td>
</tr>
</tbody>
</table>
### P.N.H. vs. Co. H. (Welfare Rates)

<table>
<thead>
<tr>
<th>Description</th>
<th>Year</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>P.N.H./mo. Rates</td>
<td>1968</td>
<td>$255</td>
</tr>
<tr>
<td>P.N.H./yr. Rates</td>
<td>1968</td>
<td>$3,060</td>
</tr>
<tr>
<td>Co. H./mo. Rates</td>
<td>1968</td>
<td>$71.21</td>
</tr>
<tr>
<td>Co. H./yr. Rates</td>
<td>1968</td>
<td>$854.52</td>
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<tr>
<td>% Savings to County</td>
<td></td>
<td>72%</td>
</tr>
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</table>

### P.N.H. vs. Co. H./Day (Private Rates)

Bartholomew Co. Home

<table>
<thead>
<tr>
<th>Description</th>
<th>Year</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1968</td>
<td>$2.37</td>
</tr>
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</table>
## Budget Comparisons

<table>
<thead>
<tr>
<th></th>
<th>1966</th>
<th></th>
<th>1968</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>B</td>
<td>J</td>
<td>B</td>
<td>J</td>
</tr>
<tr>
<td><strong>Salaries</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Supt.</td>
<td>$4,800</td>
<td>$2,100</td>
<td>$6,000</td>
<td>$2,100</td>
</tr>
<tr>
<td>Matron</td>
<td>3,000</td>
<td>3,300</td>
<td>3,000</td>
<td>3,300</td>
</tr>
<tr>
<td>Cleaning lady</td>
<td>1,920</td>
<td>2,040</td>
<td>2,860</td>
<td>3,100</td>
</tr>
<tr>
<td>Male (Janitor)</td>
<td>2,770</td>
<td>2,860</td>
<td>2,860</td>
<td>3,100</td>
</tr>
<tr>
<td>Cook</td>
<td>3,000</td>
<td>3,300</td>
<td>3,000</td>
<td>3,300</td>
</tr>
<tr>
<td>2 attendants</td>
<td></td>
<td>2,000</td>
<td></td>
<td>2,200</td>
</tr>
<tr>
<td><strong>Other</strong></td>
<td></td>
<td>1,500</td>
<td>1,300</td>
<td>1,500</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>$15,490</td>
<td>$5,800</td>
<td>$17,800</td>
<td>$5,800</td>
</tr>
<tr>
<td><strong>Heat, Water, etc.</strong></td>
<td>$2,100</td>
<td>$3,500</td>
<td>$2,100</td>
<td>$3,500</td>
</tr>
<tr>
<td><strong>Repairs</strong></td>
<td>$2,365</td>
<td>$650</td>
<td>$760</td>
<td>$2,300</td>
</tr>
<tr>
<td><strong>License Fee</strong></td>
<td>$75</td>
<td></td>
<td>$75</td>
<td></td>
</tr>
<tr>
<td><strong>Total Budget</strong></td>
<td>$30,020.00</td>
<td>$14,386.20</td>
<td>$30,525.00</td>
<td>$17,753.20</td>
</tr>
</tbody>
</table>
FOOTNOTES


2 *Jackson County Commissioners' Records*, Jackson County Courthouse, Brownstown, Ind., Book 3, p. 153.


6 Interview with Doris McMahan, February 26, 1970, Brownstown, Ind.


BIBLIOGRAPHY


