NPS Form 10-900
United States Department of the Interior
National Park Service

OMB No. 1024-0018

National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form.* If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. **Place additional certification comments, entries, and narrative items on continuation sheets if needed (NPS Form 10-900a).**

1. Name of Property

Historic name Spofford Home for Children

Other names/site number W.E.B. DuBois Learning Center

Name of related Multiple Property Listing N/A

2. Location

Street & number 5501 Cleveland Avenue | N/A | not for publication

City or town Kansas City | N/A | vicinity

State Missouri Code MO County Jackson Code 095 Zip code 64130

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,

I hereby certify that this _x_ nomination ___ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

In my opinion, the property _x_ meets ___ does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

___ national ___ statewide _x_ local

Applicable National Register Criteria: _x_ A ___ B ___ C ___ D

Toni M. Prawl 06/28/16

Signature of certifying official/Title Toni M. Prawl, Ph.D., Deputy SHPO Date

Missouri Department of Natural Resources

State or Federal agency/bureau or Tribal Government

In my opinion, the property ___ meets ___ does not meet the National Register criteria.

Signature of commenting official Date

Title State or Federal agency/bureau or Tribal Government

4. National Park Service Certification

I hereby certify that this property is:

_____ entered in the National Register

_____ determined eligible for the National Register

_____ determined not eligible for the National Register

_____ removed from the National Register

_____ other (explain:) _____

Signature of the Keeper Date of Action

5. Classification

Ownership of Property
(Check as many boxes as apply.)

x	private
	public - Local
	public - State
	public - Federal

Category of Property
(Check only **one** box.)

x	building(s)
	district
	site
	structure
	object

Number of Resources within Property
(Do not include previously listed resources in the count.)

Contributing	Noncontributing	
1	0	buildings
0	0	sites
1	1	structures
0	0	objects
2	1	**Total**

Number of contributing resources previously listed in the National Register

N/A

6. Function or Use

Historic Functions
(Enter categories from instructions.)

DOMESTIC/INSTITUTIONAL HOUSING

Current Functions
(Enter categories from instructions.)

WORK IN PROGRESS

7. Description

Architectural Classification
(Enter categories from instructions.)

LATE 19TH AND 20TH CENTURY REVIVALS

COLONIAL REVIVAL

Materials
(Enter categories from instructions.)

foundation: BRICK/STONE

walls: BRICK

STUCCO

roof: COMPOSITE

other:

x **NARRATIVE DESCRIPTION ON CONTINUTATION PAGES**

8. Statement of Significance

Applicable National Register Criteria

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

[x] A Property is associated with events that have made a significant contribution to the broad patterns of our history.

[ ] B Property is associated with the lives of persons significant in our past.

[ ] C Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.

[ ] D Property has yielded, or is likely to yield, information important in prehistory or history.

Criteria Considerations

(Mark "x" in all the boxes that apply.)

Property is:

[ ] A Owned by a religious institution or used for religious purposes.

[ ] B removed from its original location.

[ ] C a birthplace or grave.

[ ] D a cemetery.

[ ] E a reconstructed building, object, or structure.

[ ] F a commemorative property.

[ ] G less than 50 years old or achieving significance within the past 50 years.

Areas of Significance

SOCIAL HISTORY

Period of Significance

1934 to 1966

Significant Dates

1934

Significant Person

(Complete only if Criterion B is marked above.)

N/A

Cultural Affiliation

N/A

Architect/Builder

Almon, Harry Foster (1934)

Addition unknown

[x] **STATEMENT OF SIGNIFICANCE ON CONTINUTATION PAGES**

9. Major Bibliographical References

Bibliography (Cite the books, articles, and other sources used in preparing this form.)

Previous documentation on file (NPS):

- [x] preliminary determination of individual listing (36 CFR 67 has been requested)
- [ ] previously listed in the National Register
- [ ] previously determined eligible by the National Register
- [ ] designated a National Historic Landmark
- [ ] recorded by Historic American Buildings Survey #_____
- [ ] recorded by Historic American Engineering Record # _____
- [ ] recorded by Historic American Landscape Survey # _____

Primary location of additional data:

- [x] State Historic Preservation Office
- [ ] Other State agency
- [ ] Federal agency
- [x] Local government
- [ ] University
- [x] Other

Name of repository: **Missouri Valley Special Collections**
Spofford Home Archives

Historic Resources Survey Number (if assigned): _____

10. Geographical Data

Acreage of Property 1.8

Latitude/Longitude Coordinates
Datum if other than WGS84:_____
(enter coordinates to 6 decimal places)

	Latitude:	Longitude:		Latitude:	Longitude:
1	39.025543	-94.540794	3		
2			4		

UTM References
(Place additional UTM references on a continuation sheet.)
_____ NAD 1927 or _____ NAD 1983

	Zone	Easting	Northing		Zone	Easting	Northing
1				3			
2				4			

Verbal Boundary Description (On continuation sheet)

Boundary Justification (On continuation sheet)

11. Form Prepared By

name/title Cynthia Ammerman, Preservation & Urban Planning Consultant
organization STRATA Architecture Inc. date March 26, 2016
street & number 1701 Oak Street, Suite 100 telephone 816.474.0900
city or town Kansas City state MO zip code 64108
e-mail cynthia.ammerman@gmail.com

Additional Documentation

Submit the following items with the completed form:

- **Maps:**
  - A **USGS map** (7.5 or 15 minute series) indicating the property's location.
  - A **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.
- **Continuation Sheets**
- **Photographs**
- **Owner Name and Contact Information**
- **Additional items:** (Check with the SHPO or FPO for any additional items.)

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.).
Estimated Burden Statement: Public reporting burden for this form is estimated to average 18 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Office of Planning and Performance Management. U.S. Dept. of the Interior, 1849 C. Street, NW, Washington, DC.

Photographs

Submit clear and descriptive photographs. The size of each image must be 1600x1200 pixels (minimum), 3000x2000 preferred, at 300 ppi (pixels per inch) or larger. Key all photographs to the sketch map. Each photograph must be numbered and that number must correspond to the photograph number on the photo log. For simplicity, the name of the photographer, photo date, etc. may be listed once on the photograph log and doesn't need to be labeled on every photograph.

Photo Log:

Name of Property: Spofford Home for Children

City or Vicinity: Kansas City

County: Jackson State: MO

Photographer: Brad Finch, F-Stop Photography; Cynthia Ammerman, STRATA Architecture Inc.

Date Photographed: August 24, 2015; March 25, 2016

Description of Photograph(s) and number, include description of view indicating direction of camera:

1 of 16: West elevation looking Northeast, Primary Elevation, Original Wing, Cynthia Ammerman
2 of 16: West elevation looking Southeast, Primary Elevation, Original Wing, Cynthia Ammerman
3 of 16: North elevation looking South, Brad Finch
4 of 16: North elevation looking Southwest, Brad Finch
5 of 16: East elevation looking West, Brad Finch
6 of 16: South elevation looking Northwest, Brad Finch
7 of 16: Interior, "Family"/Living Room looking North, Cynthia Ammerman
8 of 16: Interior, Education Room #1 looking East, Cynthia Ammerman
9 of 16: Interior, Education Room #2 looking Southeast, Cynthia Ammerman
10 of 16: Interior, Foyer looking South, Cynthia Ammerman
11 of 16: Interior, Children's Dining Room looking Southwest, Cynthia Ammerman
12 of 16: Interior, Children's Dining Room looking North, Cynthia Ammerman
13 of 16: Interior, Second Level landing looking East, Cynthia Ammerman
14 of 16: Interior, Girl's Wing Dormitory Living Room looking Southeast, Cynthia Ammerman
15 of 16: Interior, Therapy Room looking East, Cynthia Ammerman
16 of 16: Interior, Basement Administration and Auxiliary Social Function space looking West, Brad Finch

Figure Log:

Include figures on continuation pages at the end of the nomination.

Figure 1:
Image of Thomas M. Spofford, undated.
Source: Image capture from Seehorn, Thomas J. *Political History of Jackson County: Biographical Sketches of Men Who Have Helped to Make It.* Marshall & Morrison. 1902 Pg. 222.

Figure 2:
2454 Paseo Kansas City, MO Original Spofford Home ca. 1920s, non-extant.
Source: Bridwell, Mabel. History of the Thomas M. Spofford Receiving Home for Children 1916-1945. June 1947. Pg. 25.

Figure 3:
First (non-extant) location and second location of Spofford Home in relation to Parks and Boulevards System.
Board of Park Commissioners, Map Showing the Park and Boulevard System of Kansas City, Missouri,
Source: Missouri Valley Special Collections Kansas City Public Library. 1906.

Figure 4:
Spofford Home Brochure, c. 1960.
Source: Spofford Home Archives, Kansas City, Missouri.

Figure 5:
5501 Cleveland Avenue, Kansas City, MO
Sanborn Fire Insurance Map of Kansas City, Vol. 6, 1917-1945.
Source: Missouri Valley Special Collections, Kansas City Public Library. http://kchistory.org/u?/Sanborn,490. Modified by Cynthia Ammerman.

Figure 6:
Historic photograph, Spofford Home 5501 Cleveland Avenue, c. 1950s, west (primary) elevation.
Source: Spofford Home Archives, Kansas City, Missouri

Figure 7:
Historic photograph, Spofford Home, south and west (primary) elevations, 1940.
Source: Kansas City 1940 Tax Assessment Photographs, Missouri Valley Special Collections, Kansas City Public Library, Kansas City, Missouri.

Figure 8:
Historic photo of Spofford Home dining room looking toward southwest, c. 1940s.
Source: Bridwell, Mabel. History of the Thomas M. Spofford Receiving Home for Children 1916-1945. June 1947. Pg. 49.

Figure Log Continued

Figure 9:
Historic photo of Spofford Home dining room, c. 1950s, view of room looking northeast.
Source: Spofford Home Archives, Kansas City, Missouri.

Figure 10:
Construction sequence and contributing/non-contributing map.
Source: Adapted form City of Kansas City, Missouri GIS Parcel Viewer, 2016. Cynthia Ammerman.

Figure 11:
Photo map, first floor, with room descriptions from period of significance.
Source: Eric Piper, Piper-Wind Architects, Kansas City, Missouri, 2015. Modified by Cynthia Ammerman

Figure 12:
Photo map, second floor, with room descriptions from period of significance.
Source: Eric Piper, Piper-Wind Architects, Kansas City, Missouri, 2015. Modified by Cynthia Ammerman

Figure 13:
Photo map, basement, with room descriptions from period of significance.
Source: Eric Piper, Piper-Wind Architects, Kansas City, Missouri, 2015. Modified by Cynthia Ammerman

Summary

The Thomas M. Spofford Receiving Home for Children ("Spofford Home") located at 5501 Cleveland Avenue in Kansas City, Jackson County, Missouri, is a two-story, asymmetrical 'I'-plan Colonial Revival building. The primary façade faces west toward Cleveland Avenue and has a side-gable roof and centered porch. The exterior of the original (1934) north-south running portion of the building (the "West Wing") is red brick and the exterior of the original (1934) east-west running portion of the building exterior (the "Center Wing") is clad in white stucco. The foundation of the original (1934) portion is partially exposed stone and brick, while the addition (1956) foundation is comprised of stone. Windows are original and are in need of repair. The gabled roofs are covered in asphalt shingles. The majority of the existing floor plan reflects the building's original function as a residential facility. The interior of the building still exhibits the original room layout and details such as the trim, metal radiators and plaster walls. In 1965 a poured, in-ground swimming pool (contributing structure) was installed to provide on-site recreation for the children. To the south of the building, there is a large parking lot that was expanded after the period of significance and is considered a non-contributing structure. The building, which is in fair condition and is currently unoccupied, retains historic integrity.

Setting

The Spofford Home is within the Swope Parkway-Elmwood Neighborhood and is located at the southeast intersection of 55th Street and Cleveland Avenue. At the southern boundary of the property, Cleveland Avenue merges into Swope Parkway, an early connecting parkway of the Kansas City Parks and Boulevard System. The entire parcel is 1.8 acres. The building has a deep set back from Cleveland Avenue. The front yard has a slight grade with the primary driveway located at the southwest portion of the property. This western driveway leads to a large deteriorated asphalt parking lot which covers a considerable amount of the southern portion of the parcel. A wide alley, which is not within the property boundary, connects the south side of the parking lot to East 56th Street. An early driveway flanked by stone retaining walls is located on the north side of the building. Landscape elements include mature trees that are located along the northwest corner of the property and shrubbery along the west elevation. Green space primarily surrounds the building on the north, east and west elevations. The eastern adjoining parcel has a sloped terrain and communications transmittal tower. Immediately to the south of the Spofford property is a row of single-family, bungalow houses that retain their original character and setting in relation to Swope Parkway. Neither the green space to the east nor the bungalow houses are within the property boundary.

General Appearance

Spofford Home retains the original design character of Twentieth Century Colonial Revival architecture and has been minimally altered (Photo 1 & Figure 6). The west and center portions of the building were constructed in 1934 [79'-0" x 81'-0"]; the east addition was constructed in 1956 [27'-0" x 39'-0"]. The exterior is red brick with the exception of the Center Wing, which is clad in white stucco. Brick quoins appear on most corners of the brick façades. The foundation of the original portion is partially exposed stone and brick, while the foundation of the addition is comprised of stone. The side-gabled roof has composite shingles, wood sided gables, metal flashing and wood trim. Gutters, where they still exist, are installed along the non-pitched

portions of the eave line. The roof appears to be in fair to poor condition with visible indications of severe deterioration. All above grade windows have brick sills. Historic photos, c. 1940s and 1950s indicate the window and trim was painted white and currently the 1934 portion is painted taupe. The pool located on the north side of the building, was installed in 1965.

West (Primary) Elevation

The primary façade (1934) (Photos 1 & 2) faces west with projecting wings at the north and south ends. Each wing has a flat roof upon with a secondary sloped roof has subsequently been built. A communication antenna is located on the south wing roof. Historic photos from c. 1940 show wood railings that outlined the flat roofs which have since been removed. Window placement is symmetrical among the nine bays, with the main entry located at the center of the façade. Three arched, Georgian, wood 8/12 windows with cast stone keystones are placed on either side of the entrance. Pairs of Georgian wood, 6/9 windows are located on both the north and south wings. Second story wood windows are 6/6. A small one-story concrete porch projects from the front façade with a pedimented roof, four wood square columns and two engaged square columns at the building. A replacement double-entry wood door is accented by the original elliptical fanlight. A pendant light hangs from the portico. The partially exposed foundation is brick. Currently, window wells are covered with a variety of Plexiglas covers.

North elevation

The north elevation (Photo 3 & 4) consists of the brick West Wing and the stucco Center Wing (1934), and the brick East Wing addition (1956). This elevation varies slightly from the south elevation in that the first story has wood double-hung windows and metal replacement windows instead of metal steel casement windows. Additionally, a brick chimney is located on the north elevation of the West Wing.

The Center Wing has a minor projecting portion. Landscape elements along the north elevation include a poured, in-ground swimming pool that is enclosed by chain link fence. A basement-level garage entrance is located under the West Wing of the original portion of the building. The drive is lined by a stone retaining wall that delineates the recessed asphalt driveway from the west and east yards.

East elevation (Addition)

The East Wing (1956) is the “back” of the building and is brick (Photo 5). Fenestration is wood double-hung windows and it consistent with the other elevations of the building. Service elements such as electrical panels, electrical and cable lines and utility boxes are placed along the center of the façade.

South elevation

The south elevation (Photo 6) varies slightly from the north elevation in that the first story of the Center Wing has large steel casement windows. This elevation is accessed from the south parking lot and provides three entry points into the original residential and classroom facilities and one entry point into the East Wing addition. Second story windows are a mix of Georgian style wood double-hung windows in the brick portion and replacement metal windows with

storms in the central wing. An exterior steel egress stair extends from grade to the second story. First floor fenestration appears to be original with the exception of one window. Styles for both the first and second story are a variety of divided double-hung wood windows and industrial steel divided light casement windows. A dilapidated painted contemporary wooden fence conceals the HVAC equipment housed along this elevation (since stolen).

Interiors

The interiors have retained a high level of integrity in design and function. A majority of the original room layouts and interior details remain (Photos 7-12). Interior alterations have been moderate and those that detract from the historic character appear to be reversible. Exposed ductwork that has been installed is braced from the ceiling and is primarily placed in the hallways. First level alterations to the floor plan have been minor and appear to be superficial. These include a wall enclosure leading from the dining room to living room as well as a wall that separates the former library and conference room. The alterations do not diminish the overall configuration of the space. Additionally, ventilation returns have replaced panes of glass on interior French Doors. Arched openings, trim, doors, chalkboards, French Doors and radiators appear to be original throughout the 1934 portion of first floor. Where classrooms were located on the first level, the original elements such as built-in bookshelves and chalkboards remain. Second level interiors were designed as dormitory quarters. The configuration appears to be predominantly the same as originally constructed. Ceilings are visibly in need of repair. Plaster walls are predominantly original throughout the building and are visibly in disrepair and moldy. The basement level appears to be in fair condition with exposed masonry walls and concrete floor. During the period of significance, the basement was utilized for garage access, social gatherings, storage, utilities, and laundry facilities. Additionally, it provided living quarters for the staff maintenance person.

Technology elements such as Ethernet and communication lines have been visibly installed through the building by a subsequent owner to accommodate the functional use by that owner. Elements, which are exposed, appear to be easily removable and do not detract from the historic integrity of building.

Floorplan

The first floor of the original 1934 portion has a centrally located foyer that is enclosed by a former administrative room, individual offices and meeting rooms (Photo 10). From the foyer, a central corridor that runs north and south divides the rooms at the north end of the building. At the south end of the building are the former common spaces such as the children's dining room, staff dining room and kitchen (Figure 8 – 9 & Photo 11 – 12). These rooms are not divided by a central corridor, but are arranged more openly. At the south end of the kitchen, there is a stairwell that leads to the basement and an entry door. These door is a secondary entrance from the parking lot. To the north of the foyer, there is a living room and staff offices. The center portion of the first floor consists of a centrally located stairwell that leads to the second story, as well as a second basement access point. On the south wall is an entry door that serves as the primary access into the building from the parking lot. This entrance is less formal and more 'institutional' in that the common space leads to a former classroom as well as separate

restrooms for boys and girls. A single doorway located in the classroom leads to the 1956 addition.

The second story is primarily accessed by a central stairwell located where the East Wing and Center Wing intersect (Photo 13). This was originally the single access point to the second floor. The West Wing portion of the building is arranged primarily by a north and south running corridor with the stairwell serving as the division between the north and south dormitory rooms. The division was intended to separate the boys' and girls' quarters. The layout of the dormitory rooms is identical for both the north and south ends, with five rooms that are connected by doors that lead from one room to another (Photo 15). Communal bathroom facilities are located in each of the girls' and boys' dormitories next to the center stairwell. The Center Wing of the second floor is arranged with an east and west hallway that connects the original 1934 building and 1956 addition. Former living quarters for the dormitory supervisors, superintendent and nurse, in addition to infirmary and therapy rooms were located on the second floor.

1956 Addition

The first floor of the addition is accessed from the original primary classroom (Photo 8) where there is a corridor or vestibule that leads to additional education rooms (Photo 9) that are accessed by a single door, but divided by an east/west running wall and additional boy's and girl's restrooms. At the south end of the corridor, is a stairwell that leads to the second floor and basement with an additional entry door from the parking lot. Second story access is located from the primary hallway and leads to four former offices that are arranged around a small landing by the stairwell.

Pool

The in-ground pool was installed in 1965 to the north of the building for on-site recreation and is 45'-0"x25'-0". Currently, a chain link fence encloses the pool area. Although the pool has been neglected for many years, it was intended as an asset for the children and was constructed during the period of significance and is therefore considered to be a contributing structure to the property.

Parking lot

A large contemporary parking lot (Photo 6) is located south of the building in the southeast corner of the property. It is currently constructed with asphalt that is significantly deteriorated and in poor condition. Numerous potholes and sinkholes are scattered throughout the lot. According to historic aerial photographs taken in the 1960s, 1970s and 1980s, the once-gravel parking lot has at least doubled in size since 1967. For this reason, this greatly-altered structure is considered to be non-contributing to the property.

Integrity

Spofford Home retains historic integrity as seen in the character defining elements, which include: original windows, doors, trim details, and archways. The building still reflects the size, scale, massing and floor plan as originally constructed to meet the institutional functions of a

children's treatment and residential facility. Interior modifications have been very few and include: recent installation of exposed mechanical heat pumps and ductwork throughout the building, a few original door openings have been in-filled, and a second floor partition was removed to create a larger classroom. The in-ground pool, while in poor overall condition, is considered to be a contributing structure. The south parking lot, which has undergone significant changes, is a non-contributing structure. Despite the changes in ownership, the building has remained virtually unaltered to serve as an educational resource center for students in the urban core. The Spofford Home continues to exemplify the context of development during and beyond the period of significance from 1934 to 1966 as an institutional building serving the needs of Kansas City children within a neighborhood setting.

Summary

The property at 5501 Cleveland Avenue located in Kansas City, Missouri was the second location for the Thomas M. Spofford Children's Receiving Home ("Spofford Home," Spofford'" or "Home"). The organization was founded in 1916, the result of an agreement between Jackson County, Missouri and the Institutional Methodist-Episcopal Church. Following national movements in child welfare, the Spofford Home is locally significant under Criteria A for SOCIAL HISTORY as being recognized as one of the earliest specialized study and treatment homes in Kansas City for emotionally disturbed children. Spofford Home was a leader in its approach and evolution of contemporary welfare practices and treatment of children, as witnessed by their dedication to build an intentionally designed children's residential treatment facility. The building and site offered increased programming and services, as noted by the construction of the addition and added amenities. The Spofford Home was established in the latter part of the Progressive Era, a period when religious, women's organizations and immigrant groups organized to develop programs for the social and charitable needs of the community. The original mission of the Home, beginning in 1916, was to take in white children who had been neglected or had been orphaned after a death of a parent. By 1928, the Spofford Home had begun studying the behavioral problems and psychiatric care of children, which continued to evolve into the 1930s and 1940s, when it began focusing on individualized treatment and care. The period of significance of the Spofford Home begins in 1934, with the date of construction and occupancy of the existing building and ends in 1966 with the fifty year cut off as determined by the National Park Service. Significant mission-related activities continued at the building until 1978 when the organization relocated to its present location in south Kansas City, Missouri.

Social Services: Child Welfare & Mental Health Overview

National concern for child welfare took form during the Progressive Era from the 1890s to the 1920s. Significantly influenced by Jane Addams and the Hull House movement in Chicago, the establishment of the first state juvenile court system in Illinois and the Juvenile Psychopathic Institute changed how childhood delinquency and mental health issues were addressed in the decades to follow.[1] By 1925, it is estimated that approximately 1,400 institutions existed nationally to provide for the welfare of dependent and neglected children.[2] The development of social organizations in Kansas City followed this national patterns.

In the period between 1900 and 1920, the child welfare movement was shaped not only by the activism of religious institutions and philanthropy but also by advancements in research and methodology in academia. What became known as the Mental Hygiene Movement was a collaboration of the public and private institutions as "the relationship between psychiatry, psychology, and social work became much closer than during any previous era."[3] Ellen Key, Swedish Sociologist stated in 1900, "that the twentieth century would be 'the century of the child,'"[4] a fortuitous declaration that was manifested in social welfare policy. In 1909, the National Committee for Mental Hygiene founded by psychiatrist Adolph Meyer and philosopher and psychologist William James. Both men were influenced by Freud and other contemporaries

[1] Children's Bureau (CB) Timeline https://cb100.acf.hhs.gov/childrens-bureau-timeline.
[2] Bridwell, Pg. 8 referencing R.R. Reader, *Our Orphaned Asylums,* Survey Mid-Monthly, Vol. 54, June 1925, pg. 283.
[3] Zietz, Dorothy. *Child welfare: Principles and methods*. Wiley, 1959. Pg. 109.
[4] Kauffman, James M. *Characteristics of children's behavior disorders*. CE Merrill Publishing Company, 1977. Pg. 56.

who studied children's behavior and mental health treatment.[5] The term *emotionally disturbed* refers to a child whose "behavior interferes with his own social acceptance, maturation, and well-being when it adversely affects the behavior and well-being of other children…In contrast to the well child, the emotionally disturbed child finds himself submerged in tension and frustration produced by his internal and external environments."[6]

After 1908, more social workers began working in 'psychiatric settings' in hospitals. This lead to two important changes: (1) an evolution of the role nurses played in caring for mental health patients where the 'psychiatric social worker' and (2) social service departments were established in hospitals to address emotional needs of patients upon discharge.[7] The important role that social workers played within public welfare across the nation prompted The Conference on the Care of Dependent Children was held in 1909 in Washington, D.C. Officially known as, The First White House Conference, it was the first symposium that addressed child welfare in a national context. The consensus of the conference was that the State [Federal Government] "should inspect the work of all agencies which care for dependent children, whether by institutional or by home-funding methods, and whether supported by public or private funds."[8] Three years after The First White House Conference, The United States Children's Bureau was created to serve as an advocate for children's social issues and "to investigate and report upon all matters pertaining to the welfare of children and child life among all classes of our people."[9] Initially, the Bureau developed policies for infant mortality and child labor laws, later introducing a regulation process for adoptions and increased state supervision and juvenile delinquency matters.[10]

The Second White House Conference, held in 1919, focused on developing 'minimum standards' for children's employment, protection of the health of children and mothers' and for the protection of children in need of special care, and emphasized the importance of scientific method and data in social work.[11] The Mental Hygiene Movement impacted proceedings of the conference by emphasizing the importance of a home setting in the social development of children, whether that meant a child was in the custody of their parents, foster care or residential institution. The Third White House Conference, held in 1930, sought to expand debate and policy discussion to include children who were disabled and/or mentally handicapped, particularly those who were members of minority groups.[12]

Advancements in social welfare merged with psychiatry in the 1930s, as academics and practitioners began to see the benefit of individualized treatment for children who were considered emotionally disturbed. The proven behavioral benefits of individualized therapy to treat mental and emotional health, effectively changed the practice of medicine and influenced public policy significantly in the 1930s. Organization like the Child Guidance Clinics, an organization that worked with residential facilities, encouraged the facilities to treat all children in

[5] Ibid., 57.
[6] Zeitz, 249-250.
[7] Ibid., 81-92.
[8] Ibid., 97 citing "Proceedings of the Conference on the Care of Dependent Children pg. 9-10).
[9] Kauffman, 56.
[10] Zeitz, 98.
[11] Ibid., 117.
[12] Zeitz, 146.

need using "interdisciplinary collaboration" to treat the child and they emphasized the role of "interpersonal relationships and adult attitudes on child behavior."[13]

After the passage of the Social Security Act of 1935 (SSA),[14] there was a national pattern of state welfare offices consolidating for efficiency and economic benefit. Increased legislation at the Federal and State levels impacted the structure and oversight of state and county agencies.[15] Appropriations were program specific and were not left to the discretion of state administrators. In Missouri, the State Social Security Act of 1937, created the Division of Child Welfare which had five departments: Division of Child Welfare Services, the Department of Foster Care, the State Receiving Home, the Department to License and Inspect Child Caring Agencies and Institutions, and the Department to Give Advisory Service to Juvenile Courts.[16] In 1940 the fourth White House Conference assembled with the theme of 'Children in a Democracy.' Where previous conferences centered on the underprivileged, the Fourth Conference discussed the status of all American children. However, the successive measures organized at the state levels lost momentum as the country entered into the World War II.[17]

After World War II, the nation began to view mental health as a matter of public concern. Due to the increased need of improved mental health services, the National Mental Health Act was passed in 1946.[18] The Act established precedence in funding, training and research in the field of psychiatry and established the National Institute of Mental Health (NIMH). The increased need for care was not only for veterans returning home from war, but for a rapidly increasing Baby Boomer population and Post World War II immigration influx.[19] The NIMH advocated heavily for the interests of children to further research and practices to better understand how emotional and physical traumas impacted the mental health of the developing child. Studies included the assessment of how in-patient treatment programs benefited emotionally disturbed children.[20]

In 1946, there was a significant structural change at the national level that effected child welfare programs. The Children's Bureau was transferred from the Department of Labor to the Federal Security Agency in the Social Security Administration. This federal change affected how state funding was dispersed to the local institutions, which in effect, impacted the services that were implemented.[21]

The concept of a 'study home' evolved during the early 1930s and 1940s. A *Study Home* was a broad term used by professionals who worked in children's welfare, which would have applied to facilities that provide the following services: an institution that cared for children in an 'emergency' capacity, one that provided stable housing, and one that provided staff who were

[13] Kauffman, 57 citing Kanner, Leo. "Emotionally disturbed children: A historical review." Child Development (1962).
[14] Pub.L.74-27, 49 Stat. 620. [42 U.S.C. ch. 7].
[15] Ibid., 163,167.
[16] Abrams, 139.
[17] Department of Health, Education and Welfare, Social and Rehabilitation Service, *The Story of the White House Conferences on Children and Youth,* Document, Children's Bureau (DHEW). (Washington, D.C.), 12-15. Accessed online: http://files.eric.ed.gov/fulltext/ED078896.pdf.
[18] Pub.L.79-487, 60 Stat. 421.
[19] Zeitz, 190 citing Federal Security Agency, Public Health Service, The National Mental Health Program, Mental Health Series, No. 4 (Washington, D.C.: Government Printing Office, June 1948), p. 3.
[20] Zeitz, 191.
[21] CB Timeline.

able to observe and treat disturbed behaviors.[22] By 1946, the practices of a study home were to *observe* a child's emotional, psychiatric and psychological behavior patterns by a professional who was specialized in child therapy. This professional would then diagnose and develop a tailored treatment plan based on specific observations. This treatment was still practiced by a limited number of institutions in 1946. To *study* a child implied that the institution treated children within defined parameters that required devoted time, analysis and consideration of each child. It was a conscientious *observation* that took place within a 'study home' institution.[23] Progressing into the 1950s and 1960s, institutions moved toward emphasizing the importance of what practices were implemented to provide children with successful, long-term emotional heath; the term 'treatment home or center' became accepted.[24]

Federal legislation continued to lay the groundwork for social services that would ultimately impact child welfare and the juvenile justice system in the 1950s and 1960s. In 1950, President Truman hosted the Midcentury White House Conference on Children and Youth. The purpose of the conference was to "focus on the emotional well-being of children," while addressing the question: "How can we [the country] develop in children the mental, emotional, and spiritual qualities essential to individual happiness and responsible citizenship?"[25] That same year [1950] Missouri reorganized its social welfare division, transferring Child Welfare to the Bureau of Local Welfare Services.[26] In 1952, the Federal Children's Bureau instituted funding to state social workers in an increasing effort to educate and train child welfare workers. In 1953, the Children's Bureau was joined with the Department of Health, Education and Welfare and published the findings of *A Research Program for the Children's Bureau*. The report called for increased use of case studies and the effectiveness of the programs serving children stating:

> "Present day thinking on welfare matters, however, is much more skeptical than that of twenty, twenty-five years ago. There is growing concern that a closer connection between causes and remedies be established in the social welfare field and that more attention be paid to the social and emotional aspects of physical health matters. The intricate inter-relatedness of numerous factors in the creation of any situation or condition unfavorable (or favorable) to a child's development--from the hazards of birth to delinquency--is increasingly recognized, and the difficulty of drawing the implications and applying the findings of science to practical situations is increasingly appreciated."[27]

[22] Bridwell, 12. Bridwell cites a personal communication dated March 22, 1946 from James Brown who was Director of Research for the Chicago Community Trust. Mr. Brown had published the results of a study that evaluated the various institutions that specialized in the treatment of emotionally disturbed children. The study was in partnership under the leadership of Howard W. Hopkirk who was a consultant for the Child Welfare League of America at the time Bridwell was completed the thesis on the history of the Spofford Home. See also: The Social Welfare History Project www.socialwelfarehistory.com.
[23] Bridwell, 12.
[24] Kauffman, 60.
[25] CB Timeline.
[26] Abrams, Douglas E. "A very special place in life: The history of juvenile justice in Missouri." *Law publications (MU)* (2003). https://mospace.umsystem.edu/xmlui/handle/10355/9895.
[27] Whitmer, Helen. A Research Program for the Children's Bureau A Proposal. "U.S. Department of Health, Education, and Welfare, Social Security Administration Children's Bureau. 1953 pg. 15

Changes in child welfare during the 1950s were driven by the momentum of social welfare reform, urban renewal and civil rights issues across the country. At the national level, amendments to the Social Security Act of 1958 included the establishment of the Advisory Council on Child Welfare Services, whose objective that was to gather information and review the state of public welfare agencies at the national, state and local levels. The determinations of the Advisory Council included "authorization of research and demonstration grants in child welfare."[28] At the state level, in Missouri, the 1959 General Assembly gave authority to juvenile courts to "terminate parental rights to a child for gross abuse or gross neglect."[29] This legislation was passed and granted the state the right to terminate the parental rights on a case-by-case basis if the courts and caseworkers found evidence those children in alternative custody situations would benefit emotionally and behaviorally. The Spofford Home served as a transitional placement home for some of these cases.

Increased scrutiny and restructuring of social agencies across the nation during the 1950s led to the Public Welfare Amendments Act of 1962.[30] The 1962 amendments also authorized the Children's Bureau to make grants to institutions of higher learning for child welfare training projects. These grants were first awarded in 1963."[31] Other initiatives that impacted child welfare in the 1960s were the passage of the Social Security Amendments of 1965,[32] and President Lyndon Johnson's "War on Poverty," both of which increased grants for the "Health Study of Resources Related to Children's Emotional Illness."

Children's Residential Homes in Kansas City

Beginning in the 1870s, Jackson County and Kansas City, Missouri experienced an increase in the establishment of charitable organizations that were a response to the needs of the immigrant and indigent residents as the Kansas City area developed. Benevolent societies were formed by enclaves and religious organizations to address issues such has hunger, hygiene and family support.[33] Private, philanthropic institutions filled the need to assist the underserved when the public sector could not do so. Eventually,

> "Churches and civic organizations offered wholesome recreation for youth and programs of moral instruction where these [government programs] failed and a child turned to crime, the community provided a surrogate family through the juvenile justice system and juvenile homes."[34]

Examples of such institutions established in Kansas City during this period included Gillis Orphan's Home (1870) [2119 Tracy Ave. (extant), moved to 8150 Wornall Rd. (extant)],[35]

[28] CB Timeline.
[29] Abrams, 149.
[30] Pub.L. 87-543.
[31] CB Timeline.
[32] USC Public Law 89-97 Sec. 231.
[33] Schirmer & Mckenzie, 70-74.
[34] Ibid., 138.
[35] Ibid., 207.

Hebrew Ladies Relief Society (1871) [address unknown],[36] Kansas City Provident Association (1880) [1119 Charlotte St. (non-extant)],[37] the Colored People's Charity Association (1896) [2446 Michigan Ave. (non-extant)],[38] and The Florence Crittenton Mission and Home (1896) [228 Campbell (non-extant), moved to 10918 Elm Ave. (extant)].[39] Among these mission driven institutions, religious hospitals were established to respond to indigent care.[40] As the needs for services increased during the 1900s, organizations such as the Women's Christian Temperance Union (who ran the Protestant Home for Aged and Homeless Women and Girls) were bequeathed residences that provided additional space to fulfill their mission. It was common practice to honor the deceased by establishing these facilities in their honor, such as with the George H. Nettleton Home at 626 Pennsylvania (non-extant).[41] Further expansion of the Nettleton Home led to the eventual relocation to 5125 Swope Parkway in 1917, (extant) which is less than half a mile from the 5501 Cleveland address of the Spofford Home.

Various religious denominations and immigrant groups formed organizations to provide child welfare services. Cooperating with the placement homes and social service organizations were child placement agencies whose role was to match children to homes and providers based on the child's religious affiliation, ethnic/immigrant background and social need. Examples of such institutions agencies who worked with Spofford Home included the Child Guidance Clinic and Children's Service Association. The 'segregation' of services was not strictly the division between religious affiliations or the types of services provided but also, if not especially, racial segregation of the city. Such was the case in Kansas City, Missouri as seen with the establishment of the Colored Old Folks and Orphans Home in 1904 [1308 Vine Street, (non-extant)], and what eventually became the Niles Home for Colored Orphans [1911 East 23rd St., (non-extant)].[42]

Most religious denominations established programs to address the needs of neglected and juvenile delinquent children. Examples of similar residential homes in Jackson County include:[43]

- *Boys Hotel* [1601 Admiral Boulevard, (non-extant)]: Residential home for homeless, orphaned boys who were transient' and jobless. The home closed in 1934.
- Andrew Drumm Institute [3210 Lee's Summit Road, Independence, MO, (extant)]: Orphanage and working, farm for boys that was founded in 1929. The organization operates as Drumm Farm Center for Children to date in 2016.
- Gillis Home [2119 Tracy Avenue, (extant)]: Originally an orphanage that opened in 1870, the residential facility served boys and girls and was operated by the Women's Christian Association. In 1929 Gillis moved to 8150 Wornall (extant) where it operates to date as

[36] Whitney, Carrie Westlake. *Kansas City, Missouri: Its History and Its People 1808-1908, Vol. 1*. The S.J. Clarke Publishing Co. 1908. 457
[37] Schirmer & McKenizie, 135.
[38] Whitney, Carrie Westlake. *Kansas City, Missouri: Its History and Its People 1808-1908, Vol. 1*. The S.J. Clarke Publishing Co. 1908. 457.
[39] Schirmer & McKenzie, Ibid., 451.
[40] Ibid., 203-204.
[41] Millstein, Cydney. *George H. Nettleton Home National Register Nomination.* 1999. Sec. 8 Pg. 13-14.
[42] Conrads, David. 2009. Biography of Samuel Eason (D.1920), Founder of Niles Home for Children. Kansas City Public Library. http://www.kchistory.org/u?/Biographies,306.
[43] Schirmer, and McKinzie; 203-215. See also; Orphanages Cared for Homeless Children: http://catholickey.org/2012/01/19/orphanages-cared-for-homeless-children/; See also http://www.kclibrary.org/blog/week-kansas-city-history/her-inspiration-certainly-came-heaven

of 2016. During the 1960s Gillis reorganized their program offerings establishing itself as a long-term residential facility to incorporate services that included treatment of the emotional needs of children.

- McCune Home [21001 East 24 Highway, Independence MO, (extant)]: Residential home for 'juvenile delinquent' boys that was located in Independence, MO. Founded by Jackson County Judge H.L. McCune in 1908. The home operated until 2012.
- Mattie Rhodes Center [1734 Jefferson Street, (extant)]: Provided assistance, shelter, daycare and eventually mental health programs to women, families and elderly residents. Founded in 1894, the organization operates to date in 2016 at 915 West 17th Street.
- St. Joseph's Orphan Girls Home [31st and Jefferson Street, (non-extant)]: Founded by the Catholic Diocese of Kansas City, the orphanage opened in 1880, initially taking in boys and girls until another home was established for boys in 1890. The home closed in 1958.
- Niles Home for Children [1911 East 23rd Street, (historic building non-extant)]: Took in homeless African American children becoming a residential treatment center that addressed the emotional needs of children in the 1960s. The home was officially incorporated in 1896 and still operates to date as of 2016.
- Florence Crittenton Home/Florence Home for Colored Girls [2228 Campbell Avenue, (historic building non-extant), moved to 10918 Elm Ave.]: Established as a home for single African American mothers and provided care during and after pregnancy. In the 1930s the home began providing additional services such as counseling and education. The organization still operates to date as of 2016.

HISTORY

Thomas M. Spofford (Figure 1) was the son of a Louisiana State Senator. He was raised and educated in New Orleans before moving to New York City where he studied law at Columbia College. Upon his mother's death in 1894, he was bequeathed a significant inheritance.[44] Thomas Spofford moved to Kansas City, Missouri in 1896, where he invested his money in local real estate. As he became known in the business community at large, Mr. Spofford decided to run for election to the Missouri State legislature in 1896, becoming committee chair of the House Appropriations in 1897.[45] In 1900, he was voted to the Common Council of Kansas City and president of the board of public works. In 1898, he married Bebe Wood, the daughter of a prominent business owner.[46] In 1901, Mr. Spofford resigned from work and 'public life' after being declared mentally "insane."[47] In 1915, Thomas Spofford died, leaving his estate, which included a thirty room home at 2454 Paseo (Figure 2), to his wife.[48] The building at 2454 Paseo is non-extant. Within a year of Mr. Spofford's death, Mrs. Spofford had conversations with leaders of the Institutional Methodist-Episcopal Church regarding the need to establish a children's home and utilizing the Paseo house as the residence facility. The Institutional Church had been caring for children at the church facilities, which allowed them to utilize only three

[44] Bridwell, Mabel Mae. *History of the Thomas M. Spofford Receiving Home for Children 1916-1945.* June 1947. 26.
[45] Missouri State Legislators 1820-2000 http://s1.sos.mo.gov/archives/history/historicallistings/molegs.
[46] Seehorn, Thomas J. *Political History of Jackson County: Biographical Sketches of Men Who Have Helped to Make It.* Marshall & Morrison. 1902.
[47] Bridwell, 26. See also *and President of the Upper House, Resigns.* Kansas City Times. October 15, 1901. Page 1.
[48] *Thomas W. Spofford Dead.* Kansas City Times. February 25, 1915.

rooms. As intakes increased, the Home became overcrowded. Once Ms. Spofford agreed to the arrangement, the Church moved the children to 2454 Paseo in 1916. At this point, the property was still in Mrs. Spofford's name. On May 15, 1917, the house was officially donated to the Institutional Church by deed of conveyance.[49]

The initial Board of Directors for the Spofford Home was comprised of five men and included prominent Kansas City figures William Thornton Kemper and Rev. Charles W. Scarritt.[50] The board drafted the constitution and formally established the mission of an organization whose main purpose was to "maintain [a] charitable and suitable home for the adequate care and education of minor white children."[51] While the Board of Directors served as the leadership for business matters related to facility maintenance and financial stability, it was the volunteers from the Women's Board of City Missions (all members of the Methodist church) who sought to the "management and control of the internal affairs."[52] Out of the total of 237 women who volunteered, 34 of them served consistently on the Board of Managers, the leadership and oversight community for the home, between 1917 and 1947.

In 1922, the Spofford Home became a licensed childcare agency by the state of Missouri.[53] It was also during this period that formal oversight of social service agencies by third parties developed. A 1922-1923 study conducted by the Kansas City Council of Social Agencies reported that the Paseo facilities were sufficient to service the needs of the community. However, just two years later, a 1925-1926 report indicated a decline in the conditions of the home, citing overcrowding as a reason to consider relocation.[54]

During the period of significance (1934-1966), the leadership structure of Spofford Home remained under the umbrella of the Women's Division of Christian Service and the Board of Missions of the Methodist Church. Spofford's funding came from a partnership between the United Funds Campaign of Kansas City, Missouri, the Women's Division of Service of the Methodist Church and the Spofford Auxiliary.

Relocating to 5501 Cleveland Avenue and Race Relations in Kansas City

Described "as a ribbon of white in an otherwise black village"[55] the original Spofford Home at 2454 Paseo (non-extant) was located in the southeast boundary of the Vine Corridor, the designated 'negro section' of Kansas City (Figure 3). The Parks and Boulevards System, that followed the principles of the City Beautiful Movement which sought function and beautification of the built environment, created divisions between neighborhoods. In addition, the neighborhoods were segregated by the use of racial restrictive covenants by land developers and a segregated school system.[56] The 'ribbon' of white residents on Paseo who felt threatened over "the continued expansion of the black eastside corridor" resulted in "general apprehension

[49] Bridwell, 29-30.
[50] Ibid., 59. See also: Creel, George and Slavens, John. *Men Making Kansas City. A Biographical Directory.* Hudson-Kimberly Publishing Co. Kansas City, MO. 1902.
[51] Ibid., 31.
[52] Ibid., 68.
[53] Spofford Home timeline http://spoffordhome.org/history.html.
[54] Bridwell, 39-40.
[55] Schirmer, 107.
[56] Wilson, William Henry. "City beautiful Movement in Kansas City." (1990).

over property values and land usage in the 1920s."[57] It appears the Spofford leadership was not immune to these apprehensions, thus engendering motivations to sell 2454 Paseo.

Organizations such as the Southeast Home Protective Association and the Linwood Improvement Association (LIA) sought to protect property values by preventing African Americans from purchasing in their neighborhoods by implementing restrictive covenants.[58] In 1926, the LIA began a campaign to promote the use of racial restrictive covenants in the neighborhoods located directly south of the 27th Street boundary by garnering the support of churches and landlords to enact restrictive covenants within the district.[59] Spatially, the use of parks, greenways and boulevards as a physical boundary that segregated neighborhoods and "undesirable land use[s]"[60] is of importance to the location of the first Spofford Home. 'Undesirable land uses' not only referred to transient homes, but also African American residences and businesses. Having a Paseo address was initially a sign of prominence for white residents, but eventually became a symbol of neighborhood decline in the blocks including and adjacent to the Spofford Home as the increase of African American residents deemed the area 'undesirable.' The LIA saw an opportunity to formally prevent African Americans from 'moving into their district' when the organization appeared before the Board of Park Commissioners in May 1926 to formally request that the green space of Troost Park (Paseo and East 31st Street) and Spring Valley Park (East 27th and Woodland Avenue) (Figure 3) condemn additional land located at the northern boundary of the LIA district in order to convert more park land to create a larger buffer zone to prevent those "schemers helping Negroes…[to] cross over the park."[61] The 2454 Paseo Spofford Home was located only two blocks away from Troost Park and within five blocks of both park locations. During the summer and fall of 1926, proponents and opponents of the parkland expansion appeared before Park Commissioners multiple times. Support of the expansion was great, but those opposed deplored its race rationale. The Park Board denied the LIA request in November of 1926.[62]

Conversations regarding site relocation of the Spofford Home from 2454 Paseo were first documented on July 6, 1926, just two months after the LIA appeared before the Board of Park Commissioners to condemn land to create a segregation boundary or buffer. The record shows that the leadership of the Spofford Home was concerned about the impact of continuing to operate in an African American neighborhood. Concerns included the increased population of African American 'neighbors' and if Spofford continued to operate at 2454 Paseo how that would hinder the children's social and education opportunities, as well as property values.[63]

The "distance from the public school the children attended and its proximity to property of Negroes" was a prime reasons for the organization to pursue a new site.[64] An undated document cites the "Negro Community" as the number one reason for moving the Spofford

[57] Schirmer, 107.
[58] Ibid., 110.
[59] The Linwood Improvement Association was led by realtor John Bowman's collective of businesses that promoted segregation of housing and business operations in the interest of protecting property values through restrictive covenants. The LIA represented white neighborhoods located south of 27th Street.
[60] Schirmer, 112.
[61] Schirmer, 112.
[62] Ibid., 114.
[63] Bridwell, 41.
[64] Bridwell, 40.

Home; this was due to the fears that property values decline and the difficulty of reselling once black residents purchase houses.[65] When the Board began discussions on developing a rationale to relocate the home, the organization sent a letter to the area churches stating:

> "In addition to our dilapidated condition, the city zoning laws have admitted the Negro population to our neighborhood…This is not good for them or us. They [African Americans] should have this building for their work and we should be in another location. While we are in perfect sympathy with the lofty ideals and purposes of our inter-racial commissions and want the very best for our Negro population as well as for our children, we feel the ultimate good of both groups can be attained by moving our children out where they may have more ground and a building adapted to their needs."[66]

On October 3, 1927, the Board of Directors voted to move forward developing a plan to sell the Paseo home and locate a new site.[67] The Building Committee began raising funds in 1930 to finance a new site. Funds were obtained through private and individual contributions, as well as $25,000.00 from the Board of Missions national office.[68] The site selection process was not easy for the organization. By the time the 55th and Cleveland site was decided upon in 1933, the Spofford Home had considered other parcels[69] but faced opposition from residents who felt the function of the home was not compatible to the restrictions established in their neighborhoods.[70] City permit data indicates that once 5501 Cleveland Avenue was purchased the site had to be rezoned before construction could occur.[71] On May 19, 1934, the cornerstone was laid, with children and staff occupying the building on September 3, 1934 and formal dedication October 7, 1934.[72]

The move to 5501 Cleveland Avenue put Spofford Home in close proximity to Swope Park and just off Swope Parkway, the southern and easternmost boundaries of the Kansas City Park and Boulevard System. The neighborhood consisted of smaller single-family households, churches and 'white' schools.[73] During the first twenty years that Spofford was at 5501 Cleveland, the Kansas City Missouri School District (KCMSD) imposed measures (influenced by housing policies) that perpetuated segregated schools.[74] Even after the *Brown v. Board of Education* in 1954, when the Supreme Court ruled racially segregated schools unconstitutional, the KCMSD,

[65] Ibid., 41.
[66] Ibid., 43-44 Undated.
[67] Ibid., 43.
[68] Bridwell, 46.
[69] This information is substantiated in the Kansas City Star clippings listings for Spofford Receiving- *New Children's Building 1934; 1933 Denied site at 59th & Swope Parkway; 1933 Rezoning permit refused for Location at 59th & Swope Parkway.* These listings are located at the Missouri Valley Special Collections of the Kansas City Public Library.
[70] Bridwell, 45.
[71] City of Kansas City, Missouri Building Permit No. 15737.
[72] Bridwell, 48.
[73] MVSC-Segregated school boundaries via Kansas City, Missouri, School Districts ca. 1951 http://kchistory.org/u?/Maps.958.
[74] Gotham, Kevin Fox. "Missed opportunities, enduring legacies: School segregation and desegregation in Kansas City, Missouri." *American Studies*43, no. 2 (2002): 13.

creatively altered their *'racial'* attendance zones as *'neighborhood'* attendance zones. This was allowed because they State of Missouri passed legislation that school desegregation "was a matter of local discretion, choice and control."[75] The KCMSD reorganized the neighborhood attendance zones multiple times to reflect the broader demographic population changes in the city as the 'east' neighborhoods shifted from majority white to black dramatically from 1950 to 1970.[76] Chick Elementary (4101 E. 53rd Street, non-extant), which was the closest elementary school to Spofford Home remained predominately a white school, until 1965/66 when 51 percent of its students are recorded as being black.[77] Citywide, in business operating policies, desegregation of public parks, golf courses, hotels restaurants and higher education institutions occurred between 1960 and 1964.

As noted in two reports, Spofford Home through the defined period of significance, employed "colored" staff but did not admit black children for treatment. In the 1965, the Child Welfare League of America reported that Spofford was encouraged to review intake procedures and to "expedite a plan for integration of services in the health care facility, irrespective of race or national origin."[78] An undated brochure c. 1960s states that "Race or creed has no bearing on acceptance for treatment" (Figure 4).

Transition from Residential to Study Home

When Spofford Home opened in 1916 the mission of the organization was to take in children who did not have a complete family at home as the result of "death, desertion and neglect."[79] These children, who were primarily white, lived within Kansas City, Missouri proper, but at times came from broader Jackson County. Upon opening in 1916, the original facility (non-extant) had fifty beds and cared for children of all ages, including newborns, but that changed in 1918 when the ages ranged from eighteen months to fourteen years old. From 1936 to 1965, the majority of child residents were seven to twelve years old. Children treated at Spofford experienced a variety of emotional disturbances that included depression, severe tantrums, school phobias, truancy and near mental/borderline illnesses.[80] Spofford did not admit children with "permanent physical defects of serious nature, nor those with subnormal mentality…[nor] did they accept children already classified as delinquents although many were pre-delinquent" during the period of significance.[81]

The principal structural change that impacted the admittance process prior to 1934 was the formation of the Case Committee. The Case Committee met with the Institution's staff in an advisory capacity to discuss each child's case individually and also brought in personnel from other social agencies [primarily social workers] for mutual exchange of information and ideas.

[75] Ibid., 14.
[76] Ibid., 16 citing U.S. Census Data.
[77] Ibid., 17 citing XK2. "Kansas City, Missouri (KCMO) School Districts, Total Enrollment, High School Enrollment, Junior College Enrollment, Elementary School Enrollment, 1954-1983." Box 213. KC 250. Arthur A. Benson, II. Legal Papers. WHMC-KC.
[78] CWLA 1965, 21.
[79] Bridwell, 165.
[80] Spofford Brochure, c. 1950s.
[81] Ibid,167.

The committee interpreted the community to the institution and vice versa.[82] This was necessary to adapt to the programmatic changes of the organization as it transitioned into a study home that focused on unique psychiatric therapy approaches, earlier than the comparable homes in the Kansas City area. As mentioned in the previous section *Children's Residential Homes in Kansas City* the Gillis and Niles Homes eventually became organizations that specialized in caring for the emotional needs of children in the 1960s but neither was promoted as a study home as Spofford was.

Children admitted at Spofford were referred by official referring agencies, such as the Child Guidance Clinic, Children's Service Association and Council of Social Agencies, in addition to churches, relatives of the child and Jackson County Juvenile Court.[83] In 1927, approximately one year after it was decided the Home should relocate, Spofford staff also began considering alternative treatment programs that would provide psychological and therapeutic programs.[84] These changes in programing stemmed from the result of a broader restructuring of child welfare services within Kansas City and large institutional assessments that were conducted by Spofford leadership and from outside consultants. In 1928, at the behest of the Council of Social Agencies, Spofford began the transition toward serving children with "serious personality or behavior difficulties."[85] From 1928 to 1939 Spofford simultaneously functioned as a residential behavioral facility and foster care placement home, until 1940 when programming evolved and foster care placement was referred to other homes. Program changes in 1940, again at the recommendation of the Council of Social Agencies, included:

> "1. Broader intake policies to meet the needs of all agencies,
> 2. A program of short-time intensive study and treatment which opens the way to the serving of more children per year;
> 3. A complete reorganization of staff and of case recording, which gives more skilled work with less personnel."[86]

During the early years as a psychiatric study home, Spofford went through extensive leadership changes in order to secure a well-trained and experienced staff that could handle the complexities of administrative duties and individualized treatment planning.[87] Elizabeth Lingenfelter, Executive Secretary of the Kansas City Mental Hygiene Society was hired as a consultant to build relationships with referring social agencies and the Child Guidance Clinic while the board sought to hire a qualified director. Ms. Lingenfelter served in this capacity from January 1942 to 1945 guiding the Spofford Home through its transition and assisting in the hiring of staff with experience in the field of psychiatry, which included trained psychiatrists as well as psychiatric social workers who were specialized in behavioral disorders.[88] In February

[82] Ibid., 89-90. Note: Originally formed in 1929 as the Children's Committee it functioned until 1940 when Spofford became a psychiatric treatment and study home.
[83] Ibid., 167.
[84] History of Spofford: http://spoffordhome.org/history.html. Accessed September 18, 2015.
[85] Lingenfelter, E. Brief of the Report filed with the Family and Child Welfare Division of the Kansas City Council of Social Agencies, August 1, 1942. Subject: SPOFFORD STUDY HOME, 5501 Cleveland. September 23, 1942.
[86] Ibid.
[87] Ibid., 122.
[88] Ibid., 119,121.

1945, Hester Mary (née Otto) Sheneman was hired as the Executive Director. Mrs. Sheneman was selected for her local experience with the Child Guidance Clinic as well as her education background in psychiatric social work (See pg. 19).[89]

Programming and Daily Life at Spofford

When the organization moved to 5501 Cleveland in September of 1934, there were twenty-four beds, twelve each for boys and girls. Ten years later (in 1944), after programmatic reorganization into a study home, the number of children who were admitted was reduced to sixteen to allow for increased time and attention to each individual child.[90] During the period of significance the age range of children treated at Spofford was primarily between six and twelve years old. Total staff during the period of significance ranged from twenty-five to thirty in number and included full and part-time employees. Non-professional staff included clerical administration, cook, house parents, maintenance, a housekeeper and laundress. Living quarters were provided for the house parents and maintenance employee. Professional staff who did not live in the home included multiple psychiatrists, social worker, group session worker, speech therapist and teachers provided by the Kansas City Board of Education.[91]

By 1940, as a study home, programming at Spofford included individualized psychiatric treatment and observation for each child. Upon arrival children were welcomed with "kindness and understanding"[92] in order to foster trust between the child and staff, while at the same time helping the child to become confident in themselves. Part of the emphasis of individualized care in a residential setting was to honor each child's timeframe as they began to feel a sense of belonging in the Home. Once the child was observed to have sense of trust of the staff and other children, he/she would be integrated into the full routine of Spofford residential life, which included weekly psychiatric sessions, full medical care and a highly structured daily routine. When available, parents also participated in the therapy program by meeting with social workers and psychiatrists in order to better understand the behavior and treatment of the child. Treatment included teaching the children how to address their frustrations and insecurities through dialogue as well as using affirmation to help them understand their behavior.

Programming of the Spofford 'family' setting included confidence building by assigning weekly chores, music lessons, and craft and workshop courses. Residents also were actively engaged in Boy Scouts, community summer camps and neighborhood church groups. Many of the children at Spofford attended public school and participated in the school extracurricular activities.[93]

The individually tailored therapy methodology made the Spofford Home unique as Kansas City's earliest residential study home for emotionally disturbed children that implemented psychiatric treatments.[94] Since treatment for children was individualized, metrics for successful rehabilitation and dismissal from the Home varied. Dismissal could mean that a child was reunited into their 'normal' home setting, attending a mainstream school classroom, foster home

[89] Ibid.,122.
[90] Bridwell, 170.
[91] *Spofford Home Brochure*, Undated. Spofford Home Archives.
[92] Ibid.
[93] *Spofford Home Brochure*, Undated. Spofford Home Archives.
[94] Lingenfelter, Pg. 1.

placement, adoption or referral to another institution. Due to the private and confidential operations of Spofford Home, limited information exists on the specifics of individual psychiatric and emotional treatment plans.

The interior arrangement the Spofford facility aided in behavior therapy by providing a sense of normalcy and in a 'home-like' setting. The residential portion of the building consisted of the same rooms as a single-family dwelling; thus providing a similar context of spatial socialization a child might experience when living with a nuclear family. For instance, the 'family room' at Spofford was used for group activities, birthday parties and relaxation just as a family, or living room may be utilized. The practice of the children and residential staff engaging in 'family' activities was a key component to create a trusting, relaxed environment conducive to emotional and behavioral therapy in a study home atmosphere. By having the gathering spaces delineated from therapy and education facilities (Figures 11 & 12), Spofford offered a balance between 'home' life and the structure of institutional care.

Spofford's Unique Role in Kansas City

From its founding, the Spofford Home played an integral role as "part of the whole social work scene of Kansas City"[95] as an endorsed member of the Kansas City Board of Public Welfare from 1917 to 1926. During the period of significance, Spofford continued to mature as a community organization as seen in its community partnerships, the implemented study home changes in 1940 and eventual membership with the Child Welfare League of America in 1966.[96]

Over time, the staff that progressed professionally went on to work in leadership and director roles for state agencies and social service organizations. The National Training School for Christian Workers and local nursing programs lauded the Spofford Home. Additionally, the Kansas City Branch of George Warren Brown School of Social Work of Washington University formed a fieldwork partnership with Spofford in 1945-1946 for graduate students.[97] A 1944 survey of county institutions reported:

> "The Spofford Home is an unusual and most valuable resource for the diagnosis and treatment of unadjusted children in Kansas City. This home received children for observation and treatment over periods of a few weeks or months by competent psychiatrists and psychiatric social worker. The Probation Department at all times has a few children in this Home. It would be valuable training for the Probation Officers to attend the case conferences at this highly specialized institution."[98]

As a study home, the 'observation' of the children was not only the responsibility of the professionally trained social workers and psychiatrists; but also the responsibility of the Spofford

[95] Bridwell, 225.
[96] Report of the Study of the Spofford Home Kansas City, Missouri for Provisional Membership in the CHILD WELFARE LEAGUE OF AMERICA March 29-April, 1965. New York, New York. (CWLA-1965).
[97] Ibid., 225-29. Note: The author inquired with Washington University regarding other field work partnerships but at the time of the nomination submission did not have a response to verify.
[98] Ibid., 231 quoting: Miller, Francis and Miller, Charles R., *Survey of The Juvenile Court and County Institutions, Kansas City. Missouri, 1944.*

'family' who cooked, maintained the building who, could provide consistent support of a twenty-four hour residential environment.

As of 1965, Spofford retained relationships with Greater Kansas City Mental Health Foundation, Department of Child Psychiatry; University of Missouri and the Department of Child Psychiatry of University of Kansas Medical Center. From these organizations a rotation of eight psychiatrists provided approximately "thirty hours of psychotherapy to children and parents on a selective basis at Spofford" as well as offered scheduled group therapy for parents.[99] Spofford Home was "one of nine voluntary and three publicly operated institutions for children in Kansas City"[100] that "serve[d] a cross section of society with many from the underprivileged population"[101] and was praised for "the great amount of integration of all aspects of group living. All levels of staff from the seamstresses to the social worker and psychiatrists met together for the purpose of integrating the several phases of group living."[102]

During the majority of the defined period of significance (1934-1966), the Spofford Home retained the same Executive Director. Hester Sheneman was director from 1944 until her death on November 16, 1969. She was educated at the Northwest Missouri State Teachers College (Maryville, Missouri), and completed graduate studies in social work at the University of Chicago, an academic program that emphasized the importance of applying the findings of social research within the professional field and its impact on public policy. Prior to her employment at the Spofford Home, Mrs. Sheneman was employed as a caseworker for the Jackson County Relief from 1933 to 1938, an executive supervisor for the Association of Children's Agencies, and lastly the Child Guidance Clinic from 1939 to 1944. Her leadership in the Kansas City community and representation of the Spofford Home was recognized throughout the Methodist Board of Missions network as well as the social services in the Kansas City region, often presenting at luncheons and conferences on behalf of the Spofford Home. Outside of her leadership role at Spofford, Mrs. Sheneman was involved with the Altrusa Club, an organization comprised of women business leaders in the community. During the months before her death, Mrs. Sheneman was the chair for the Altrusa vocational services committee, met with the chief field officer of the Department of Labor and president of the National Education Association. The purpose of the meeting, according to Mrs. Sheneman, was "to form a counseling service for women who have not worked for a number of years and want to go back; for those who married young, reared their families and never had any career experience, and for those who need to be involved for their own self-fulfillment."[103]

Chain of Ownership Since 1966

The building at 5501 Cleveland Avenue served as the Spofford Home for Children until 1978 when the Home relocated to a new location in south Kansas City, Missouri and the property was

[99] Report of the Study of the Spofford Home Kansas City, Missouri for Provisional Membership in the CHILD WELFARE LEAGUE OF AMERICA March 29-April, 1965. New York, New York. Pg. 12 (CWLA-1965).
[100] Ibid., 15.
[101] Ibid. Note: the other organizations were not listed in the provided documentation.
[102] Ibid., 14.
[103] Kansas City Star, March 20, 1969.

sold to an individual. In 1980, the property went into foreclosure and was purchased by another individual who donated the Building Parcel at 5501 Cleveland to the Leon M. Jordan Scholarship and Monument Fund in January 1983. [104] In November of 1983, the building was purchased by the W.E.B. DuBois Learning Center (the "DLC"), which served the needs of at-risk students living in the urban core by offering specialized tutoring and academic assistance. For 26 years, from the time the DLC acquired the property in 1983 until 2009, the building was its sole facility. In 2009, the DLC moved its tutoring and academic assistance programs to a former Kansas City School District building located within the urban core. The current owner purchased the property in August of 2015 and is currently finalizing its plans for a mixed-use facility.

Conclusion

The Spofford Home at 5501 Cleveland Avenue is eligible for listing in the National Register of Historic Places under *Criteria A* for *SOCIAL HISTORY.* The building is locally significant for its association with the Spofford Home for Children, which is recognized as one of the earliest specialized study and treatment homes in Kansas City for emotionally disturbed children.

Within the national context of Institutional Care for Children, the Spofford Home exemplifies the evolution of child welfare in Kansas City. As a study home, Spofford was at the forefront of the national reforms in psychiatric therapy for emotionally disturbed children. Spofford Home had applied the principles of individual care integrating the importance of a child's environment and living conditions as part of a treatment program for emotional disorders beginning in 1928 and officially as a study home in 1940. This occurred six years before national legislation on mental health was passed and thirteen years prior to *A Research Program for the Children's Bureau* was published, which addressed the research and study of behavioral treatment specific to children. The home was regarded for its practices in the Kansas City area and as a model agency known throughout the broader network of the Women's Division of Christian Service and the Board of Missions of the Methodist Church.

The period of significance for the Spofford Home begins in 1934, with the date of construction of the building and ends in 1966 with the fifty year cut off, as determined by the National Park Service. Spofford Home was a leader in its approach and evolution of contemporary welfare practices and the treatment of children, as witnessed by their dedication to build this specialized and unique children's residential treatment facility. The building and site evolved with the organization through the years to accommodate an addition and added amenities to further support their mission.

[104] Leon M. Jordan was made the first African American lieutenant in the Kansas City Missouri Police Department in 1952. He was an avid civil rights leader, and co-founder of Freedom Inc. in 1962; a KC civil rights organization that played an instrumental role in the desegregation policies of Kansas City enacted in 1964. He was elected to the Missouri House in 1964. Mr. Jordan was killed by gunshot July 15, 1970 outside of the Green Duck Tavern, an establishment that he owned. See: Conrads, David. *Biography of Leon Jordan (1905-1970), Political Leader and Co-Founder of Freedom, Inc.* (1999). via www.kchistory.org.

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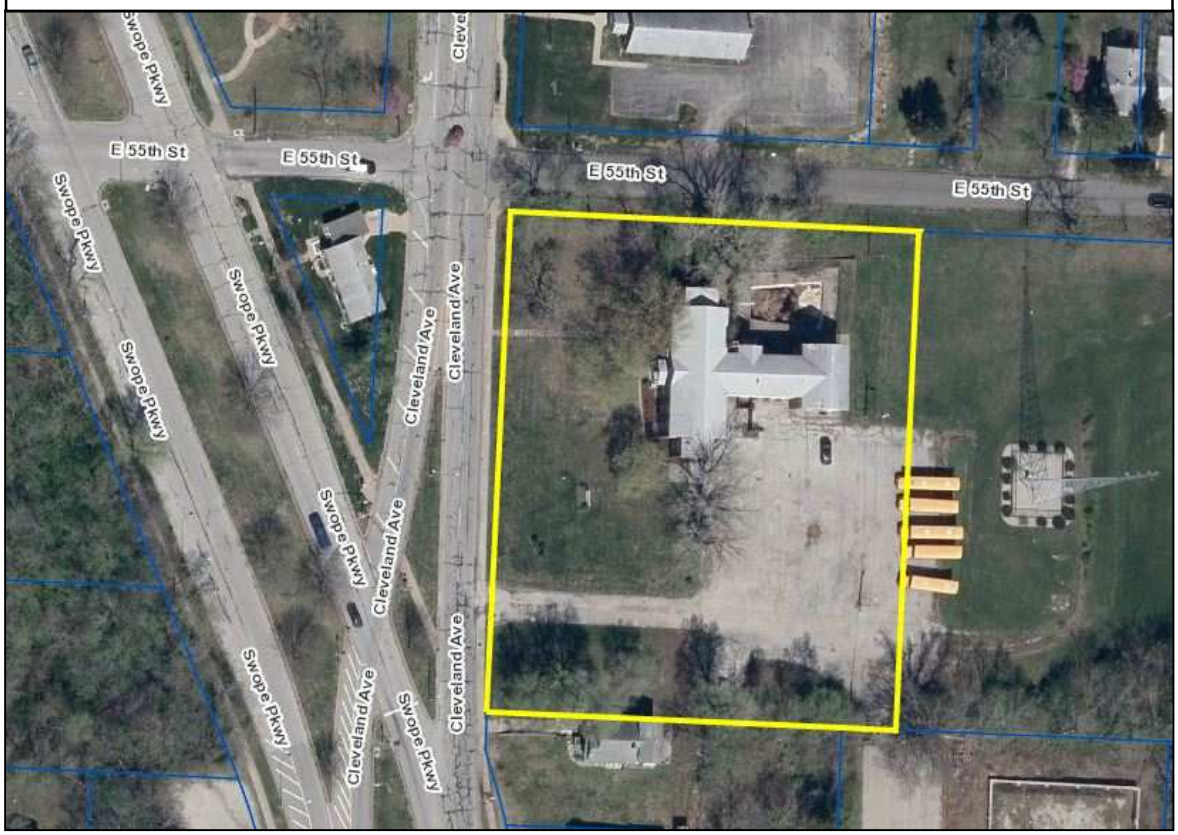
Verbal boundary description: See map. A part of the Northeast ¼ of the Southeast ¼ of Section 34, Township 49, Range 33: Beginning 40 feet East and 25 feet South of Northwest corner of said Northeast ¼, Southeast ¼ of Section 34, Township 49, Range 33; thence South 305 feet to the North line of Evanston Subdivision; thence East 250 fee; thence North 305 feet; thence West 250 feet to the point of beginning.

Verbal boundary justification: The boundary of the nominated property includes the current property line as described above. This boundary represents the site that is directly associated with the nominated resource and relevant context at 5501 Cleveland Avenue, Kansas City, Missouri.

Parcel segregation
The property boundaries are the result of a parcel segregation in 1981 that created the "Building Parcel" and the "Field Parcel" (Figure 5). In 2003, due to construction of the communications tower, the property owner at the time, W.E.B DuBois Learning Center, had the Building Parcel and Field Parcel re-platted to establish two distinct legal descriptions. The Field Parcel has not been identified to have played an integral role during the period of significance

Perimeter: 1,110.134
Square Feet: 76,252.876
5501 Cleveland Avenue, Kansas City, MO 64130 39.025685, -94.540787
Source: Adapted from City of Kansas City, Missouri, GIS Parcel Viewer



Contextual Map
5501 Cleveland Avenue, Kansas City, MO 64130
Source: Adapted from GoogleMaps 2016

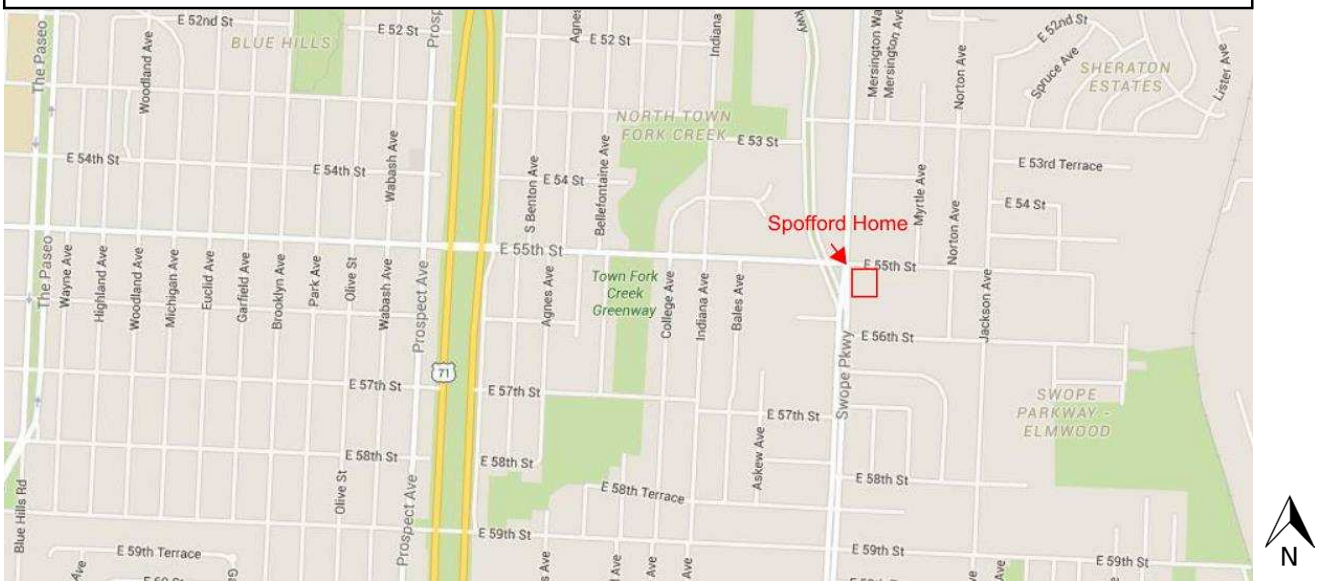


Figure 1:
Image of Thomas M. Spofford, undated.
Source: Image capture from Seehorn, Thomas J. *Political History of Jackson County: Biographical Sketches of Men Who Have Helped to Make It.* Marshall & Morrison. 1902 Pg. 222.

Figure 2:
2454 Paseo Kansas City, MO, Original Spofford Home c. 1920s, non-extant.
Source: Bridwell, Mabel. *History of the Thomas M. Spofford Receiving Home for Children 1916-1945.* June 1947. Pg. 25.

Figure 3:
First (non-extant) location and second location of Spofford Home in relation to Parks and Boulevards System.
Source: Board of Park Commissioners, Map Showing the Park and Boulevard System of Kansas City, Missouri, Missouri Valley Special Collections Kansas City Public Library. 1906.

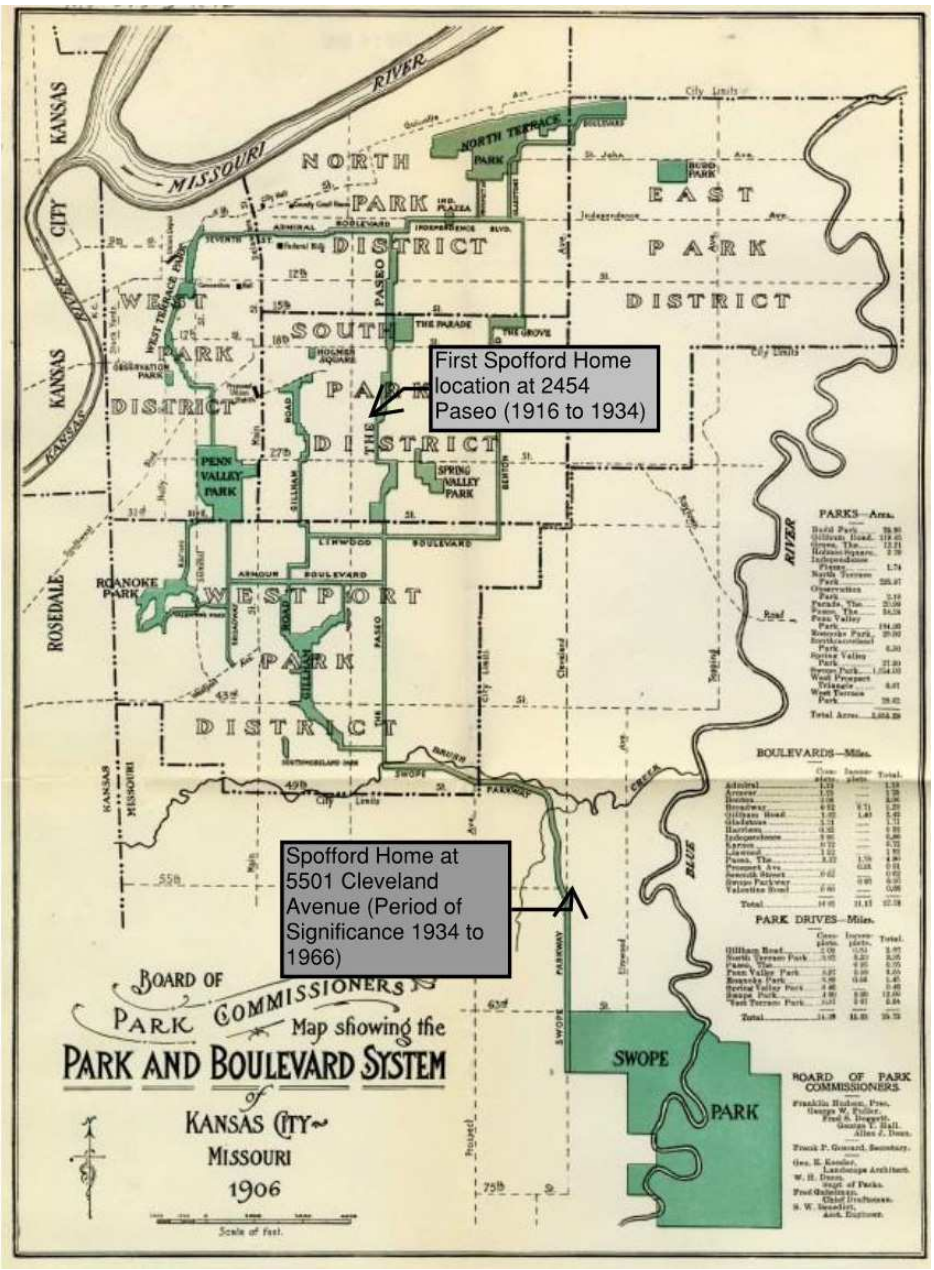


Figure 4:
Spofford Home Brochure, c. 1960.
Source: Spofford Home Archives, Kansas City, Missouri.

SPOFFORD HOME

. . .a residential treatment center for emotionally disturbed children.

OUR CHILDREN

come from homes of all economic levels. They are boys and girls ranging in age from approximately six to sixteen and are all under psychiatric treatment. Race or creed has no bearing on acceptance for treatment.

SPOFFORD HOME

is a project related to the National Division of the Board of Missions of the United Methodist Church.

Figure 5:
Legal property boundaries associated with the building since 1983 are outlined in red. The demolition of the building and structure located to the south of the Spofford Home are estimated sometime between 1980 and 1985 per aerial photos on file with the City of Kansas City, Missouri.
Source: Sanborn Fire Insurance Map of Kansas City, Volume. 6, Sheet 490. 1917-1945. Missouri Valley Special Collections, Kansas City Public Library. http://kchistory.org/u?/Sanborn,490.

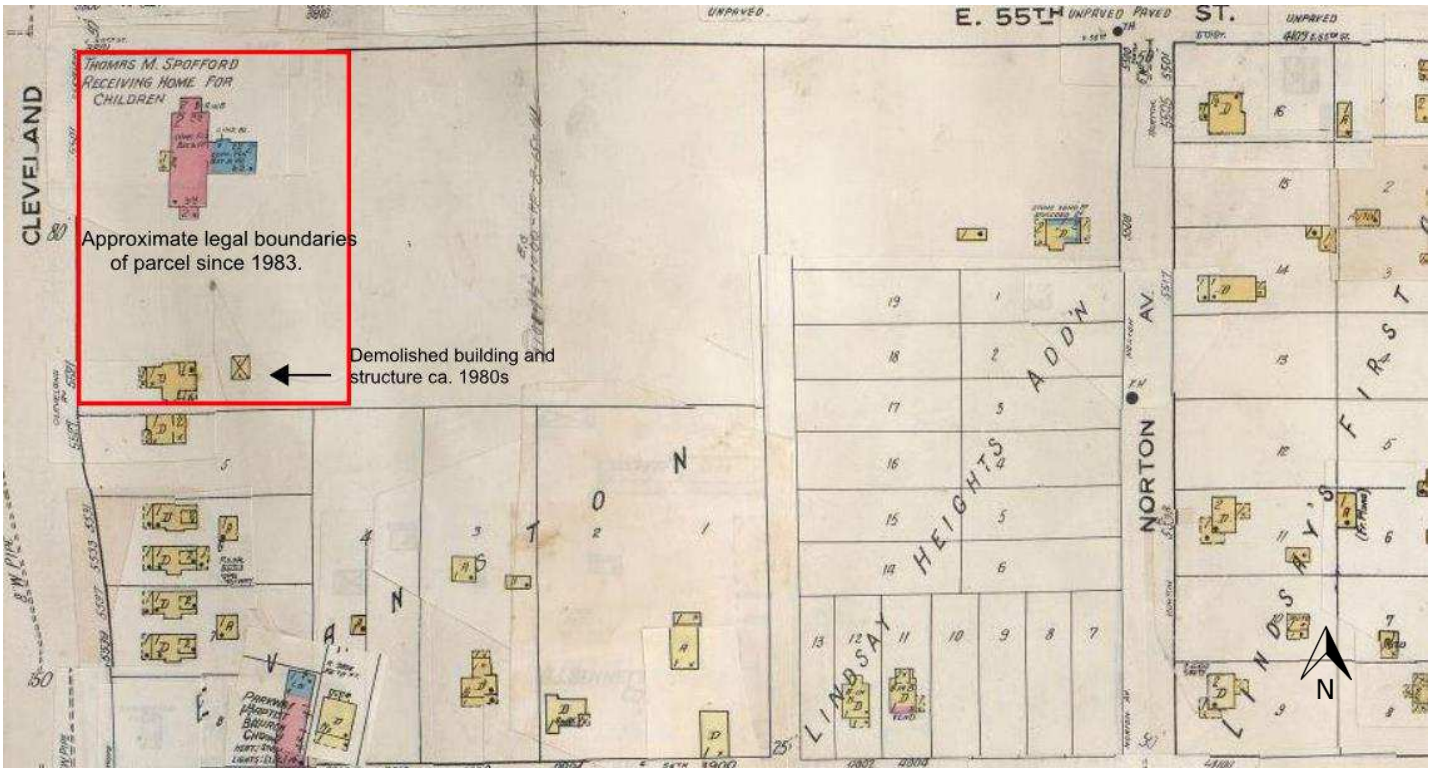


Figure 6:
Historic photograph, Spofford Home 5501 Cleveland Avenue, c. 1950s, west elevation.
Source: Spofford Home Archives, Kansas City, Missouri

Figure 7:
Historic photograph, Spofford Home, South and West (Primary) Elevations, 1940.
Source: Kansas City 1940 Tax Assessment Photographs, Missouri Valley Special Collections, Kansas City Public Library, Kansas City, Missouri.

Figure 8:
Historic photo of Spofford Home dining room looking toward southwest, c.1940s.
Source: Bridwell, Mabel. *History of the Thomas M. Spofford Receiving Home for Children 1916-1945. June 1947. Pg. 53.*

Figure 9:
Historic photo of Spofford Home dining room, c. 1950s, view room looking northeast.
Source: Spofford Home Archives. Kansas City, Missouri.

Figure 10:
Construction sequence and contributing/non-contributing map.
Source: Adapted from City of Kansas City, Missouri GIS Parcel Viewer, 2016. Cynthia Ammerman.

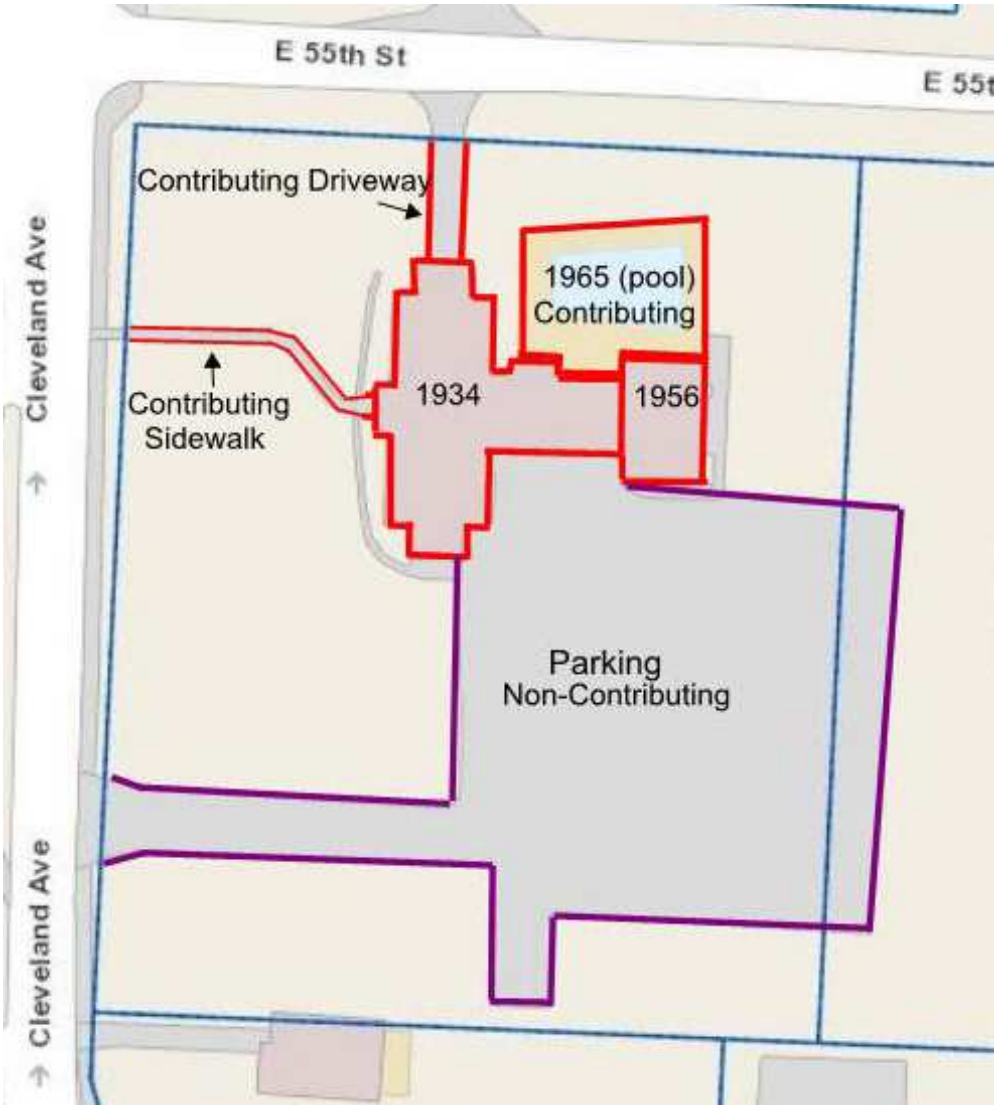


Figure 11:
Photo map, first floor, with room descriptions from period of significance.
Source: Eric Piper, Piper-Wind Architects, Kansas City, Missouri, 2015. Modified by Cynthia Ammerman

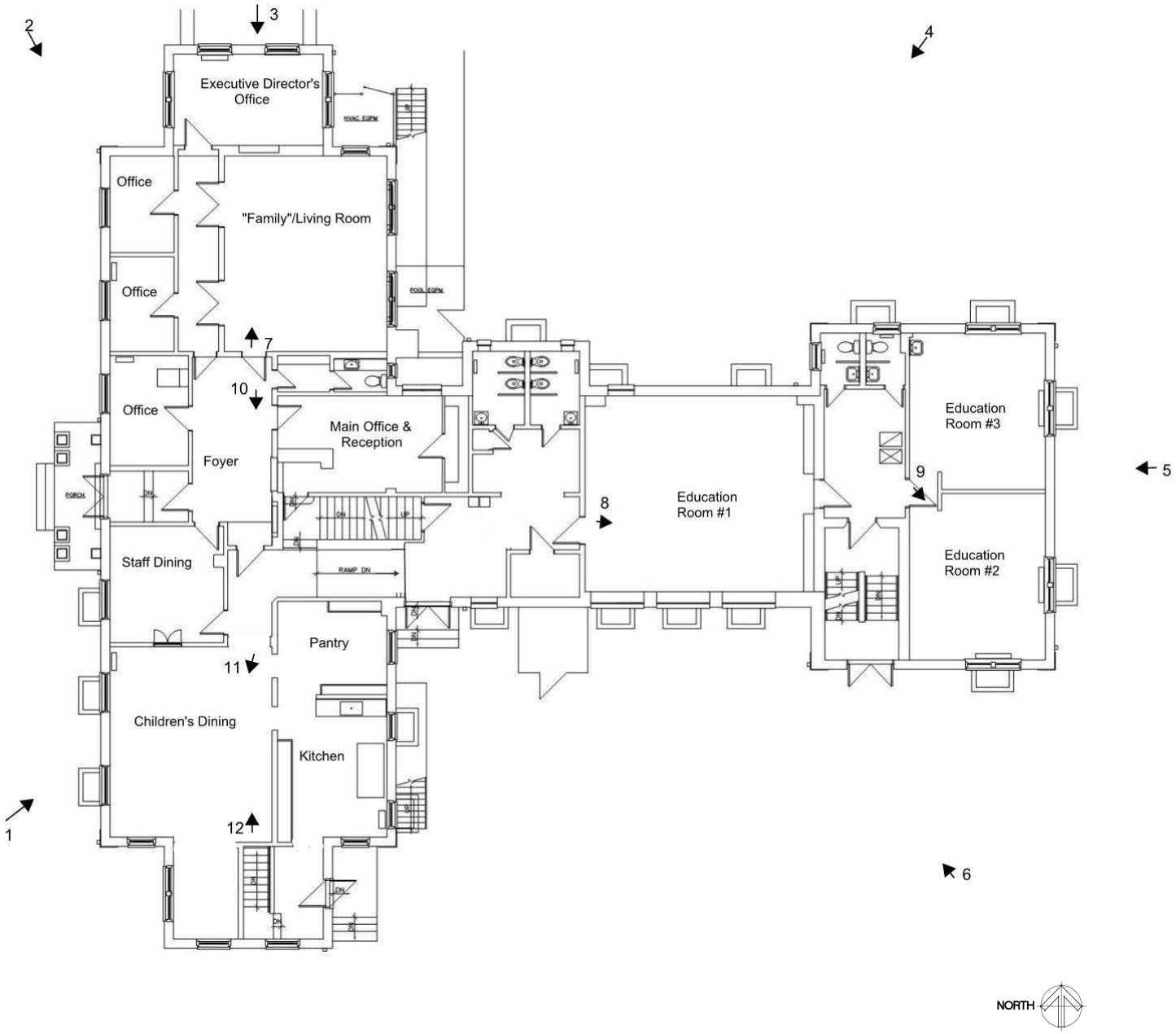


Figure 12:
Photo map, second floor, with room descriptions from period of significance.
Source: Eric Piper, Piper-Wind Architects, Kansas City, Missouri, 2015. Modified by Cynthia Ammerman

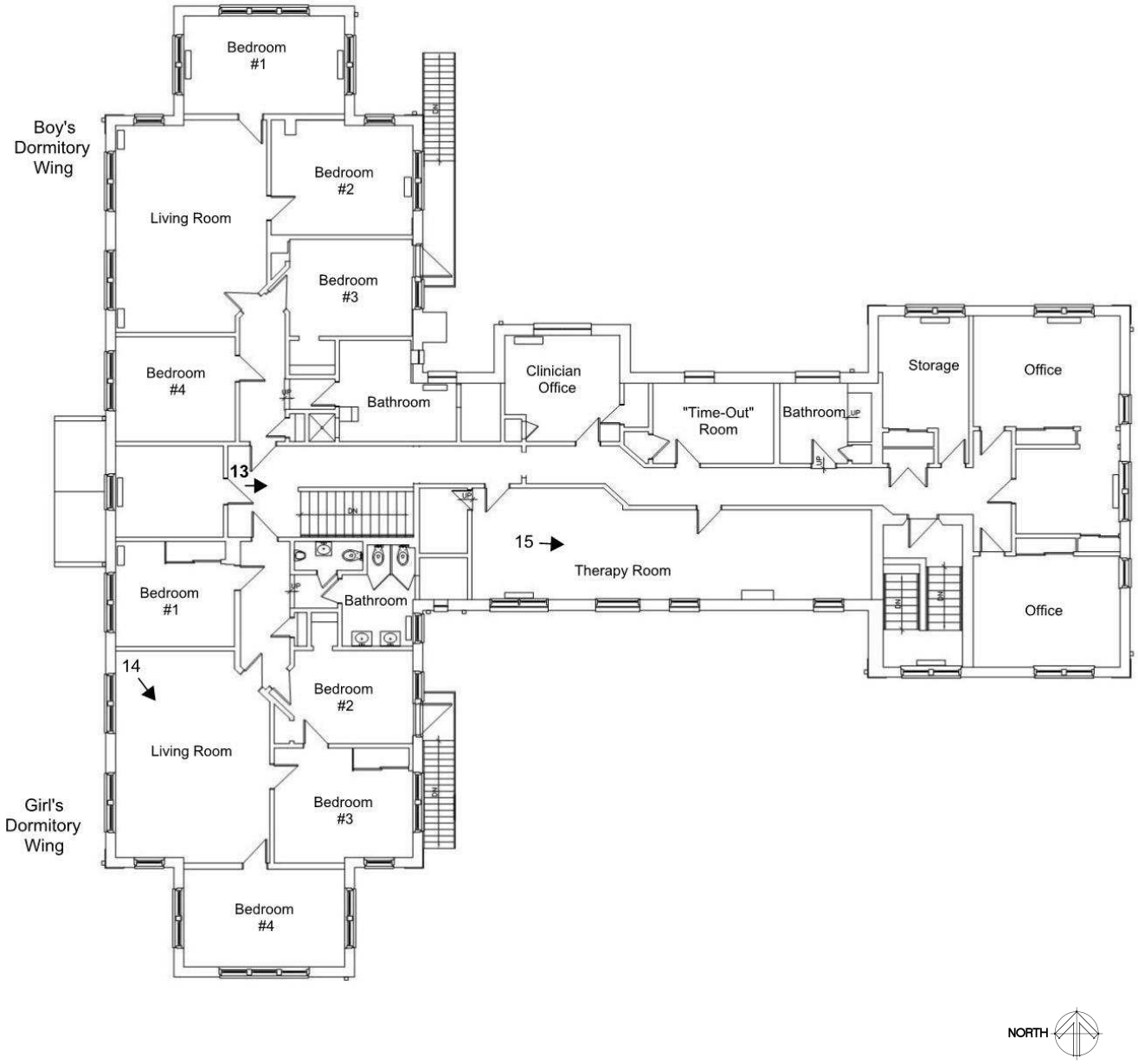
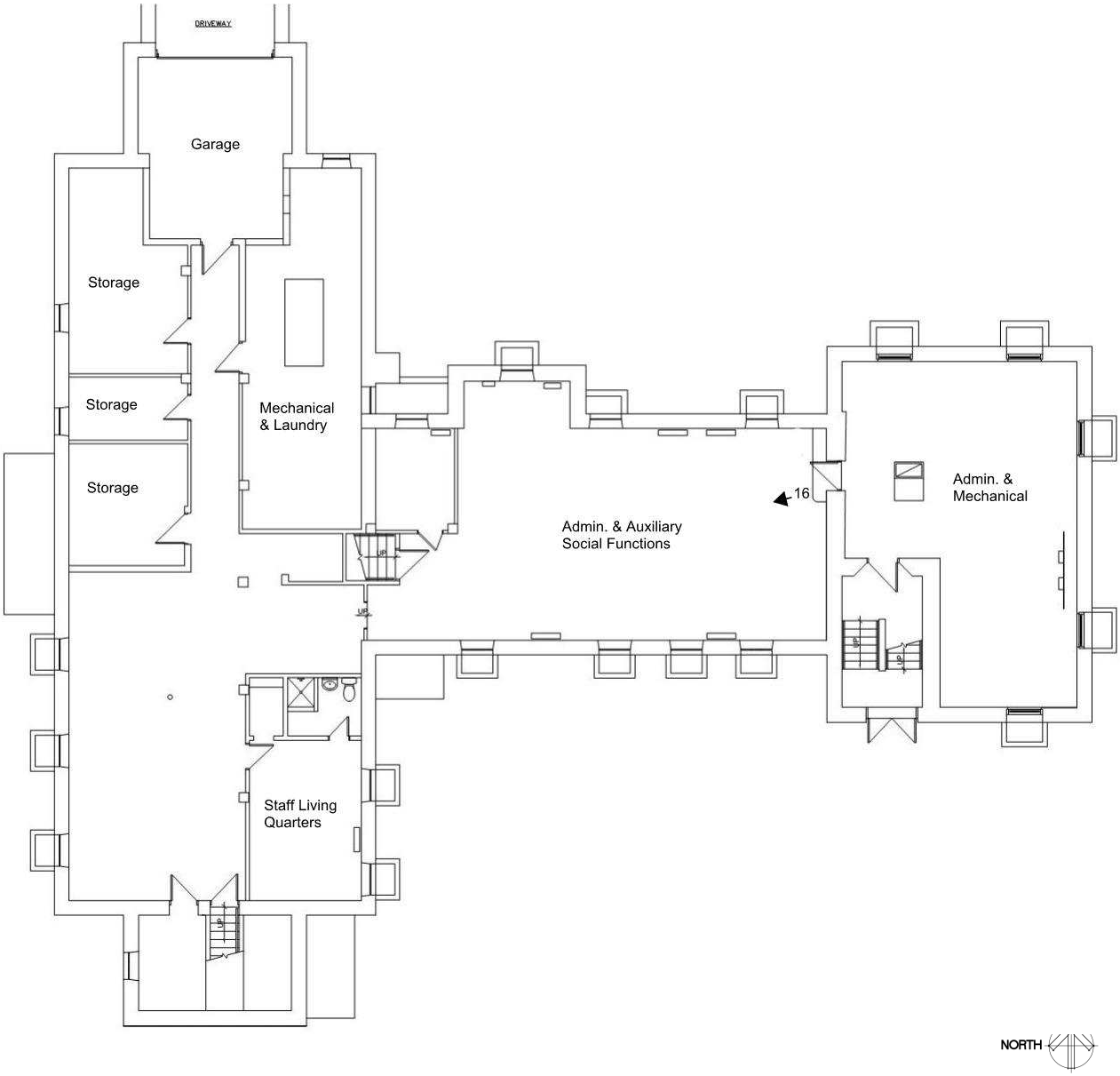


Figure 13:
Photo map, basement, with room descriptions from period of significance.
Source: Eric Piper, Piper-Wind Architects, Kansas City, Missouri, 2015. Modified by Cynthia Ammerman



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