

1.
"The emphasis on child welfare work is one of the hopeful signs of the time"

Experience has taught us that help rendered to a child is the most vital that can be given.

Social forces are pointing to better health

Infant welfare work 2.
one of chief forces affecting child hygiene in larger way —
work of larger centers
Babies with Fund.

Then later public schools
Med Inspection

Starting as a measure to control contagious diseases

attracted attention to own defects.

Defects in vision, 3,
hearing, adenoids
enlarged tonsils
etc.

Inspection in complete
& superficial
Campaigns for
perfecting this work,

School nurses -
Sonsville A.C.

Medical inspection
has forced many
appalling facts
on al nutrition

Penny Lunch, 4.

Movement, Child Protection
then compassion
arrived. There grows
conscience, congested
Idea first child as
unit.

Now family as unit.
Juvenile Court which
was to revolutionize
Home's Tie Relations
Court.

Drunkenness 5.
Defectiveness in parents
& children -

Lack of knowledge
of proper home
standards

serious tasks coming to
agency - is in cultivation
of virtue of chastity
& the stringent enforce-
ment of the laws
dealing with this
subject. / Mrs. Haynes

Reconstruction
Rehabilitation of
family.

Placing child, 6.
Orphanages - 22 in 2,
Boarding out.

Placing for adoption
or free placing.
Best preparatory
school for life.

Placing - method -
Neighborhood hood test
10 neighbors.
Skeleton in closet.
Evils of careless
placing.

Story of Willie T.

" " Annie.

~~Story~~

Children's Charter.

Develop material for
Charter under 3 general
divisions

1. Preservation of
life & health.

2. Protection from
vices Abuse & crime.

and Temperance & Recreation

PA-814
NEIGHBORHOOD HOUSE
530 FIRST STREET
LOUISVILLE, KY.

March 8, 1906

The Duty of the State to the Child.

The world-wide industrial tragedy which is hurling millions into the life and work of our country has given rise to many serious and complex problems. It is with difficulty that the nation adjusts itself to meet the demands of the new conditions. At times, it seems to be reaching the limit of its powers of assimilation. It fears that the great influx is lowering the national standard of living, that it is in danger ^{even} of permanent debasement.

How are these immigrants to be lead to an appreciation of the privileges, duties and responsibilities of American citizenship and to an intelligent participation in American Civic Life? This problem is partly worked out by the

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2.

United States' enormous system of public education. Public education can do much toward elevating the nation but its salvation is left to those who possess adequate and contemporaneous knowledge. They must band themselves together to arouse the people and raise the standard of public opinion.

Through immigration, the Child Labor problem has assumed huge proportions. A number of our ablest men and women realizing the overwhelming dangers arising from the situation, organized themselves ~~last~~ ^{before last} year into the National Child Labor Committee. "Their aim" as stated by the secretary, Mr. Samuel Mc Cune Lindsay, "is to develop a

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national sentiment for the protection of children and to make the power of public sentiment felt in all communities, to raise the standard gradually in the different communities, and to have a standard established where none exists at present, to meet industrial and economic conditions in this country in the way acknowledged as best by those who know those conditions best."

Immigrants are coming to our country at the rate of three-quarters of a million a year. The periods of sudden industrial expansion are times in which many employers and mine owners exhibit the greatest moral recklessness and set aside all ordinary scruples. New machines are invented,

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steam and electricity are used for economic ends, new markets are opened and as a result thousands of men see new opportunities for becoming rich. They become hypnotized by the idea of making money and the cry of little children falls unheeded on their ears. They are the victims of a fixed idea and they neither see nor hear the social evils consequent on their conduct.

The enforcement of adequate Child Labor laws offers unending opportunity for better citizenship.

An old-world parent who has worked in the fields from earliest infancy finds it difficult to understand that the long and monotonous work in a factory in which his child engages is much more wearing than the intermittent outdoor labor required

5,

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from him. He does not quite comprehend that his child's education is a matter of vital importance to his adopted city which enacted definite well considered legislation in regard to it.

Some of the most enthusiastic supporters of child labor legislation and compulsory education laws are those parents who sacrifice old-world tradition as well as the much needed earnings of their young children because of loyalty to the laws of their adopted country. Certainly genuine sacrifice for the nation's law is a good foundation for patriotism and often, mothers who wash for a living willingly toil on so that John may go to school another year without breaking the law.

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6.

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The South is becoming a manufacturing section. In 1900, the value of her manufactured products surpassed that of her agricultural. The manufacture of cotton is her characteristic and commanding industry. Now, the manufactured output is about three times as great as it was in 1900. The pall of negro slavery hung over the cotton field in years past. The pall of child labor hangs over the cotton mill to-day. Broadly speaking, there would be no child labor problem in the South to-day except for the cotton mill, and this industry is centered in the four cotton growing states, North and South Carolina, Georgia and Alabama. As the negro is not employed in the cotton mills, their

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Children are excluded from the factory problem.

Just as the laws of the manufacturing countries of Europe are superior to those of our country, so those of the north and the west are superior to those of the south. Most of the Southern States have laws, but as yet, there is almost no enforcement of the child labor laws in the Southern states. There is little system of factory inspection and laws so easily violated, of course, are constantly violated. While the number of the working children is larger in the north, thru the multiplicity of her manufactures, the percentage of child to adult labor was last year four times as great in the South as in the north. Conditions are bad

and the evil grows with the growth of the cotton milling industry. In 1905, there were not less than 60000 children in the Southern ^{mills} under fourteen years of age and it is known that too many of these are under twelve in spite of law and agreements not to employ such. Many of these children were at work even as many as thirteen and fourteen hours a day.

Last year, our Labor Inspector found in one of the factories of this state a little boy nine years of age who was working thirteen hours a day. The Inspector came upon the little one asleep in a pile of shavings. When aroused, the child looked up and mistaking the Inspector for one of the proprietors said, "I have been sick but I will be

able to work this afternoon." The Inspector said the child was ghastly and the factory air was foul. A child of nine years is very young but to work thirteen hours a day in the foul air of a factory in the state of Kentucky—who would have credited it?

✓ Adequate laws and their enforcement is the only solution of the problem.

✓ Legislation regulating child labor must harmonize with the school laws. An effective statute provides authority for the investigation of all children within the limits of school age. When, by loose construction, the duty of the truant officer is interpreted as limited to the investigation of truancy on the part of children already on the school roll, an enormous body of children is left unaccounted for.

Effective legislation provides for the proper agencies for carrying out the law. Our truant law is good, but in this city, only three officers have been elected to enforce it. With such a great field to cover, it is necessary for them to confine their attention mainly to the children who are enrolled in the schools—thus a great number remains out of school.

There must be provision for sufficient tenure of office. The Kentucky child labor law prohibits children under fourteen from working in a work-shop, factory or mine. The Labor Inspector can do nothing in regard to the small cash boys in a number of our stores and those engaged in other occupations. As between the Truant Officer's having ^{too} great a field to cover and the Inspector of Labor's having lack of power, the children continue to work.

The legislation must be based on industrial rather than on geographical boundaries. When the same industries prevail under similar conditions, it is difficult to secure adequate legal protection in one state if a neighboring ^{state} has a lower standard of protection. The manufacturer, when approached on the subject of better legislation, threatens to move into the neighboring state of low standard. This is apt to frighten the legislators into inactivity.

Legislation which prohibits the employment of young children, should not permit them to work. Often children under age are allowed to work, their names not appearing on the pay roll, but their small pittance contributing to an older member of the family's wages.

The law must be constructed so that it will not invite perjury. It should require a proof of the child's age from the parent. If a proof is demanded, there is less danger of perjury, than if a sworn statement is required of the parent. In some of my recent investigations of factory inspection, I came across the case of a woman, who had sworn before the notary public of a factory that her son was fourteen years of age. The Labor Inspector had heard of this child from another source and questioned the affidavit. The upshot of the matter was that the mother went to the judges for a permit, admitting that her son was not only not fourteen but that he would not be for several months. This poor benighted woman was unable even to write her name.

Last week, I saw the Labor Inspector send out of a factory a thirteen year old girl who was unable to read and write a single word.

This girl was American born and in our midst. Does it not seem that there is much for Louisville to do?

Child Labor legislation in the Northern Central States to-day occupies a favorable position, due largely to the change of public opinion and the able assistance now given by the employers—who are coming more and more to realize the wisdom of these laws.

Why should the state so carefully guard the child? If we compare the lower orders of life with the upper, we are particularly struck with the fact

that the lower orders have no period of infancy—that they are brought into the world able to care for themselves, while the higher the order the longer the period of infancy and the longer the parent is responsible for the offspring. Infancy is a period of plasticity, it is a period of fitting the organism to its environment. ✓ The adjusting of the child to its environment is the field of education. The child must play to develop physically, it must go to school to develop mentally and it must be kept within the precincts of the home to develop morally.

The emancipation of children from economic servitude is a social reform of the first

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magnitude and the day is coming
when there will be a general
realization that the child
is a sacred trust ^{and} must not
be sacrificed by parental
ignorance or for industrial
greed.

The reserve strength of the
nation lies in the children of to-day.
Of to-morrow's nation is to be
great and strong the state
must guard its children to-day.

Frances Jean Gregg Ingram.

March, 8, 1906.

1. Nov 1937

In order to get a better grasp on the child labor situation in Louisville, the Consumers League secured permission from the County Judge to investigate all the applications for labor permits filed at the County Court.

~~403~~ of these ~~cases~~ applications have been investigated. An investigator, armed with a data card, visited the home of each child. This data card when filled out contained a rather complete history of the family's circumstances; chief among the

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items were the total income, the number to be supported on this income, and the rent. All this data was carefully filed in a book kept for the purpose.

The entrance thus gained into the home offered many opportunities to the friendly visitor.

~~But it was a difficult matter to secure friendly visitors.~~ ^{who} ~~They~~ caused a number of the parents to withdraw their applications because there was

3.

no real need for the child's assistance. In some cases, the children were either tired of school or unhappy because they were temperamentally antagonistic to the teacher. The good advice of the visitor solved many of these difficulties. Work was secured for older members of the family, shoes and clothing were supplied children kept out of school on that account, and others were sent to a physician to have some eye

4.

ear, or skin trouble corrected. Where the family was absolutely dependent on the earnings of the child, a scholarship was awarded, paying the child the amount it would earn by working. This was given on condition that the child attend school regularly and was paid at the end of the week on the presentation of a note signed by the teacher. Seven scholarships ranging in amount from \$2 to \$3 were awarded last year after February. The

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fund amounting to \$205.75
was raised by private
subscription. The worth-
iness of the case was passed
on first by the Consumer's
League and then by a
trained investigator of
the Charity Organization.
Four scholarships have
been granted this year.
Those receiving them have
been mainly eleven and
twelve years of age — ^{children} one
was thirteen.

I want to tell you of ^{one} two
children who received ^a schol.

6.

ships. I shall use fictitious
names in ~~the~~ telling ^{his} these
stories.

Harry James a child of
11 received one. Harry's
father died three years ago
leaving his wife with six
children to support. The
oldest daughter who is
now 18 earns \$4 a
week in a shirt factory,
the second \$3½ in a laundry.
The rent is \$7 a month. Mrs.
James ekes out the family
income by washing
bringing in \$1.50 a week
at most. Her hard work
for the three past years

has told on her strength which she says "doesn't fear to hold out any more." Recently, she had a slight stroke of paralysis, she ^{thinks} she had no doctor. The numbness wore away in several days and she continued her washing but with difficulty. Harry has had a birth day since the scholarship was awarded and is now 12. During the summer, he earned \$5½ a week stemming tobacco in a factory. The numble fingers of a child become

very skillful in stemming. With a little experience, the child is able to earn more than an adult.

The second child I ^{want} to mention is Jack ^{Foster}.

Mrs. Foster has spent many weeks in the hospital undergoing serious operations. Mr. Foster has locomotor ataxia and is unable to walk a step. He does the ironing for his wife. She by her washing has brought on a bad case of hernia. There are four children to be provided for

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The fourteen year old daughter is at work. The twelve year old son is at present a bundle boy on a wagon. He begins work between 6:30 and 7 in the morning and returns home between 5:30 and 6 in the evening except on Saturday night when work is over at 10:30. He is very tired when he comes home and his mother says "he is something awful to wake in the morning." Consider the effect of the premature labor upon the

10.

health and the physical welfare of these children. The strength is impaired and the vital stamina destroyed. What are we going to permit these boys to do? Shall we send them to school and give them the opportunity of education or shall we allow them to drift along and later probably swell the pauper or criminal classes?

The Consumer's League
~~has~~ raised \$262.50

Will you lend a helping hand? What is the will of this body?

May 6, 1907.

Only eight

Cases of perjury have come under my observation thru investigating the applications for labor permits; these you will find in the book accompanying this note. Mr. Scott, 24 " W. Market (phone West 1594) has several false affidavits in his possession and much information ^{on} ~~along~~ his line. A proof-of-age clause, if demanded for both permit and affidavit, would help remedy this evil. The question is how is it best to issue the permit and affidavit and where? Possibly stating the value of

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the Consumer's League's investigative work may be suggestive to you.

The value

1. Awarding scholarships to seven children whose parents were absolutely dependent on their earnings.

2. In discovering that a number who ~~had~~ applied had given a false address. These were denied permits until their whereabouts could be learned - this resulted, as far as I know, in the applicants not appearing again in Court.

3. In causing a number of parents to withdraw their applications because there was no real need for the child's

3.

assistance. In some cases the children were either tired of school or unhappy because they were temperamentally antagonistic to the teacher. The good advice of the investigator solved many of these difficulties.

4. In bringing to light information which caused the judge to deny the permit.

5. In bringing to light information which should have caused the judge to deny the permit.

6. In finding many truants who were placed in school.

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W.C. Conference
March 1909

W.C. Conference
March 1909

Your committee has not deemed it necessary to agitate the child labor question to any extent this year. Next year, when the legislature convenes, the club will ^{most likely} be called on to take part in a campaign until then the club may rest on its child labor ~~case~~.

The excellent law passed by the last leg is ^{now} being tested. The labor inspector has made filed ~~4~~ 4 indictments under it and has ^{had} received 4 convictions. Two

Cases are now pending.

The four firms convicted had violated that provision of the law requiring a permit for children between the ages of 14 and 16. One firm had also in its employ one child under 14. As far as can be ascertained there is very little employing of children under 14.

The cases now pending are for employing children after seven in the evening.

Under the new law, the Superintendent of public schools has issued 1644 permits. I should like to quote a passage from a letter of Superintendent Mark which will throw some

light on ~~the~~ present conditions
Letter

The Ky Child Labor Association
is continuing its scholarship
work. It is now paying 8 scholar-
ships

Fourteen different children have received
scholarships since September.

\$454.14 amount raised for its cases in general
13 1.48 " " " one case in particular
three newspapers.

\$585.62 total

388. Total disbursement

\$197.62 total balance

\$122.42 on hand for particular
case

75.14 on hand for other cases.

~~The Child Labor Association~~

I should like to say a
word about the National
Child Labor Conference which
it was my privilege

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is attend recently in Chicago.

The Conference not only dwells on Legislation but was most illuminating in its discussion of the ~~most~~ serious problems now facing the different states which have better laws to their credit. That is the ^{complications that} ~~have arisen~~ ^{in the enforcement of these laws} with the enforcement of these laws.

It was clearly brought out that there was little social advantage to be gained by prohibiting child labor unless ^{the child's} environment was made a place where he could properly grow. This could be done by bettering city conditions, giving better play opportunities

and most of all, in increasing
the efficiency of the public
schools. Repeatedly was
the responsibility placed
on the schools for not
holding its children
beyond the compulsory
education age. There
was a cry for the funda-
mental revision of the
public school system - to
make it a place to prepare
for life to educate the
whole child and not
only the expanded bulb
at the upper end of him
as Mr. Hutchinson put it
Mr. Andrew Harper, ^{Com. of ed.} of N. Y.
said America was now proflig-
ate of its children than of

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any other factor in the nation. That it wasted its children's time in the schools, that the parents and children both felt that when the compulsory school age was passed that it was not worth while continuing in school.

To remedy this situation the schools must afford better training for the hand - They must train for life.

The worst child labor condition shown at this Conference were those in The Carolinas in the cotton mills, where most extensive investigations have been ^{recently} made. The camera told the story.

7.
The need of ~~the~~ a Children's
Bureau at Washington
was emphasized. Mrs.
Kelly in arguing for
the establishment of
such a bureau felt
that if the Gov. made
~~such~~ ^{the} investigations ^{now, made} ~~in~~
~~by~~ philantropies and
disseminated the know-
ledge gained, that the
whole nation would
come to the rescue of its
children with the ~~the~~
~~of it no longer raised~~.
Dr. Roth.

4. ~~Prosecution~~ Indictments.
4. Convictions

1) Floyd and Bourne - \$25.
Darnes makers.

Employing 1 boy without
permit.

2) Bachman \$25

Truckster in 5th St. Market
Employing 2 Colored boys
without permit.

3. Steinberg \$50

Employing 5 children without
permits - one was discovered
to be under 14 in the
Court room.

4. J. Bacon & Son
12 without permits

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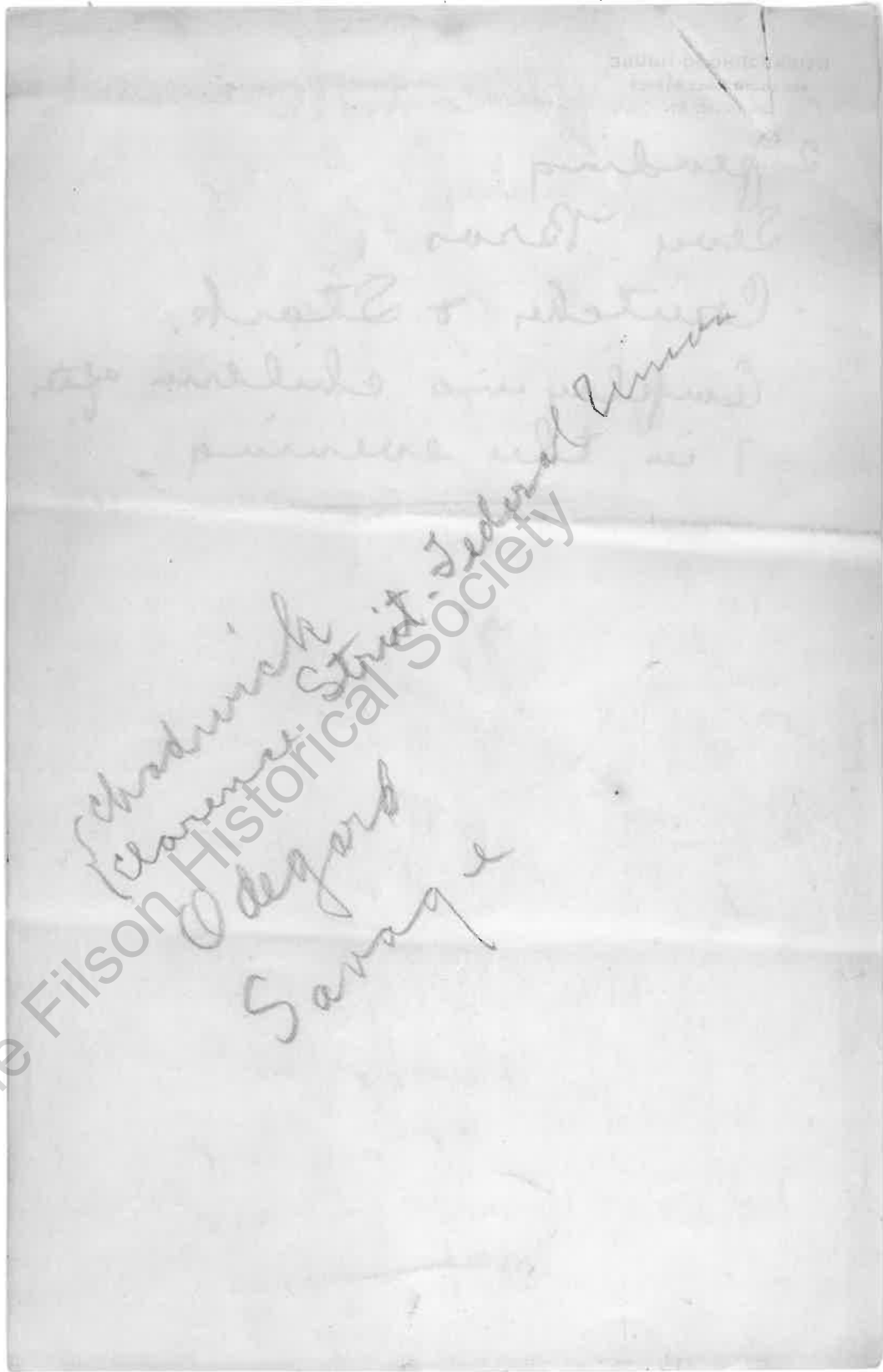
2 pending -

Sevy Bros

Crutcher & Stark.

Employing children after
7 in the evening.

The Filson Historical Society



The Filson Historical Society

Chadwick
Clarke
Odegard
Savage

For convenience to-day, we will divide truants into 2 classes.

1. Those not enrolled in school.
2. Those enrolled.

Questions

1. What method should be used in enrolling those children who are not now enrolled?
2. Is it possible to give the police power over the children found on the streets during school hours, some of whom are engaged in gainful occupations? If so how far should this power extend?
 - a. Should the officer merely take the child's name and send it to the Dept. of Public Schools? or
 - b. Should he escort each one home and warn the parent?
 - c. Should he simply clear the street of truants?

3. This question deals with the
treatments whom the principal
has reported to the truant
officer and whom ~~cases~~ that
officer has investigated.

a. If the parent says the ^{because}
child is absent ~~on account~~
of a lack of shoes and
clothes and the officer
believes this statement,
should he turn the case
over to the Associated
Charities ^{for relief} or force the
parent to prove his poverty
^{the juvenile}
in Court.

b. What should the officer do
if he believes that the
parent is able to buy

the needed garments?

c. If a bad moral condition exists in the home contributing to the delinquency of the child, should the officer take the case to the Juvenile Court or to the Board of Children's Guardians?

4. How can the Judge of the Police Court help?

The five who received scholar-
ships during the summer.

- 1 King \$ 3
 - 2 Bennett 3
 - 3 Prizwaski 1
 - 4 Barnwell 2
 - 5 Vittitoe ?
- 4 old ones

King -
continue.

Bennet -
Continue.

Prizwaski - ✓ call off - 1 wk.
Get Mrs. Mehle to have the
Jewish Sewing Circle who
raised this scholarship
last year, resume it as soon
as possible. It amounted
to two a week.

Barnwell -
Will have to be continued
until the first of Oct. or Nov.
(I have forgotten which) when

the older sister will have finished her schooling and will be ready for work. Probably, Mrs. Hallett might approach Miss Coleman or some other Catholic in behalf of this family.
Vittitoe - You know best how to handle.

6 Those to be resumed.

Burns -

Presbyterian and Scotch.
Find out if Miss Speed, Louis, succeeded in getting any help from the Scottish Society thru Mr. McDonald. If not, get Mrs. Hallett to ask ^{James} Mrs. Cowan if her church circle can't take charge of the Burns family.

7 3.
Frost - 610 - 19th

This is our very own.

New Cases

8 Clara Bittle - 1311 Campbell St.

Should recommend giving her \$1.50 per week. Miss Speed wrote a letter to some rich Catholics, whose name I can't recall this moment, concerning this family.

Confer with her and Mrs.

9 Halleck.

Wilberding. ?

Get new address from Fresh Air Home record in Mrs. Wells' possession. You remember this case. Dr. Dilly, Supt. of City Hospital said that if I wished it, he would take the Tubercular daughter into the sanitarium to be opened

there in Sept. but that he did not advise it as this is a new & light case. The sanitarium will simply relieve the main hospital of its hopeless cases of long standing. I promised to talk the matter over with Mr. Sampson of the Tuberculosis Association but failed to do so before leaving Louisville. Will you please do so now and get his advice. I am afraid it will be useless. The St. Vincent de Paul Circle is keeping the girl where she is now - so it could be called on for nothing further.

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Pay the mother a visit and find out if her family

5.

is able to provide for her. Then do what you think best. I hope that you can attend to this yourself. You know the family. Several of the children have been placed in an orphanage.

Sizzie Kottak - 2827 Slewin.
Sizzie lives with her sister Mrs. Greulich a very nice woman. The girl desires to work only to send her money to her mother in Hungary. Get the facts of the case from Mrs. Frost and from Mr. Allen's letter. If it came to a vote, I should cast for it but I do not care to decide it alone. The girl is of fine

6.

stock and her mother is
to come to America as
soon as the father dies.
He is very ill now.
I should not recommend
more than \$2.00 for her.

This is as far as my
knowledge goes con-
cerning the scholar-
ship cases. We were
able to drop the
following this summer
permanently.

Marie Gumm
Elza Kinkead
1 D Mary Rose Merker

Written by Frances Ingram

January
Twenty-first
Nineteen-Thirteen.

FACTORY CONDITIONS:

To-day I wish to sound a note of optimism. Although we have had conditions in many of the factories in Louisville, I wish to consider present conditions in the light of the past. Although there are factories in this city where the light is inefficient, the sanitation poor, the ventilation unsatisfactory, toilet accommodations inadequate and no provision for rest or lunch room, conditions are much better than they were seven years ago. The people have been aroused and the standard of public opinion has been raised. This has been brought about by those who with adequate and contemporaneous knowledge labored for this cause.

I remember telling the story seven years ago of our labor inspector's finding in one of the factories of this State a little boy nine years of age was working thirteen hours a day. The inspector came upon the little one asleep in a pile of shavings. When aroused, the child looked up and mistaking the inspector for one of the proprietors, said "I have been sick but I will be able to work this afternoon". The child was gastly and the factory air was foul. To-day, I believe that it would be impossible to find a child of nine years working thirteen hours a day in a factory in the State of Kentucky. In my investigation of factory inspection at that time, I found many children from eleven to sixteen who were unable to read and write. There was such an appalling number of these children that certain enemies of the Child Labor Law claimed that the progress of the State would be blocked if the Legislature of 1908 passed amendments requiring that a child should be able to read and write in order to secure a certificate to work. Their contention was that the sudden withdrawal of so great a number of workers would embarrass industry in the State and at the same time overwhelm the facilities of the schools and the charitable agencies. There were many instances of illiterate children to be met after the passage of that amendment. But that number has been ever decreasing until now there is to be found only in Louisville an occasional child who can neither read nor write.

You will remember that in 1908 the Child Labor Law was made to dovetail with the compulsory education law. Those two great forces hand in hand are working out the salvation of the children of Kentucky. In a recent investigation of the orphanages of this city for the Child Welfare Exhibit it was most gratifying to find evidence of this. Twenty-two orphanages were visited. By questioning we learn from several orphanages that formerly where children were dismissed from the orphanage at twelve, either to return to their own families or to become self-supporting in other families, they are now kept until fourteen years of age because, in each instance, as the matron explained, the children were not permitted by law to go to work until fourteen. ~~years of age~~ Formerly the Child Labor Law permitted a child under fourteen who had no other means of support to work. You observe that this deadening poverty clause was taken advantage of not only by employers in general, but by institutions caring for children of tender years.

Now the standard of public opinion has been elevated and we are now on a higher plane than we were seven years ago. However, do not think that because much has been done of which we justly be proud, there is nothing left to be done. We have a long, hard fight before us. It is of supreme importance that Kentucky conserve the strength of her children still further. This must be done by the passage of an eight hour law, by prohibiting young children from engaging in street trades and boys under sixteen working in mines, by prohibiting the employment of boys under 21 in night messenger service, and by preventing absolutely children from appearing on the stage as a means toward livelihood.

On account of education of public opinion in regard to the conservation of children, the enforcement of the ten hour law for the conservation of women will the more easily be brought about. This brighter plane affords an excellent basis on which to arouse the public to the better protection of its women. We are fortunate in having a woman labor inspector- and that woman the woman of our choice- a woman with the courage of her convictions, a woman who is bravely meeting every obstacle in her path. It is the duty of this league and the duty of every woman in the City of Louisville to stand by Miss Nave in her fight and to let the public know that we women are holding up her hands. It requires infinite courage to face the difficulties confronting her. When she goes into a factory and tells the proprietor that his toilet accommodations are inadequate and that he must make them adequate, that proprietor must be put to some expense to make the necessary repairs or changes, and if he is not imbued with a social point of view he may resent the expenditure of his precious^{money}- more precious to him than the health and morals of his employees. Now we must be ready to support Miss Nave when she encounters proprietors of this sort.

There is every reason to believe that employers are generally complying with the ten hour law. That they are arranging shifts where it is necessary to work their employees over time. Formerly in certain instances where the women went to work between six and seven in the morning and worked until eleven and twelve when the employers desired it, now there is reason to believe that the women of that same laundry, are working ten hours a day. Any woman who works from seven in the morning to twelve at night is an exhausted woman, and an exhausted woman is a poisoned woman- poisoned by the body's waste products. Thus ~~it~~ you will see that where such indifference on the part of the employers, the regulation of the length of the working hours in the lives of working people is of the supremest importance. The late report of the committee to investigate the conditions of working women of Kentucky, stated that it took precedence even over the question of wages. The enforcement of the ten hour law will eliminate the possibility of the most pernicious influences in the lives of working women. The late report also brought out the fact that long, exhausting hours of the rough season, followed by a slackness was often the result of bad management on the part of the employer. The new law forces a better management. May future amendments force even better management.

In a recent investigation of the Saturday half-holiday, it was found that a number of establishments in this city give this leisure time the year around. In a number of instances this time was given only in the summer, and the employers expressed themselves as being much pleased with the arrangement. It was found that with careful planning the same amount of work could be accomplished in $5\frac{1}{2}$ days as the 6 days. Another employer stated that if this time were not given as a regular thing, the girls would ask for it from time to time, or would even take off time during the week without permission to do their shopping or attend to their personal affairs.

The problem of low wages confronts us. How is it to be solved? I don't know. Some wise people hope that the establishment of the Minimum Wage Board will help to solve the problem. Others believe that vocational training will point a way to better conditions. The conclusions of the late commission from its investigations were that $\frac{2}{3}$ of the working women in Kentucky receive \$6.50 or less per week and $\frac{1}{4}$ of them receive \$4.00 or less per week. Now when it is recalled that \$8.00 has been adopted after investigation as the standard minimum for women in New York, Chicago and Boston, this inefficiency of the above wages for Kentucky women will be recognized, and even if \$6.50 will suffice at present in Kentucky, with the advance cost of living, this minimum with us will constantly approach the \$8.00 that has been accepted for the larger cities. Only last month the announcement was copied by the other papers of the country from those of Philadelphia, requesting all young women who were not assured of receiving \$8.00 or more a week not to come to Philadelphia

because the Mens' Federation deemed \$8.00 the minimum living wage, and any girl receiving less would be forced to supplement her income by leading an illicit life, or by accepting charity. Again I should like to repeat that although we have much for which to be grateful in restrictions of hours of labor for children and for women, we have much for which to strive. For however high the plane on which we live now, in comparison with the past, it is a very low plane when the virtues of the working women of Kentucky is at stake.

The Filson Historical Society

over

over 6

Jan 1922

Why should we have child labor laws?
Why should they carefully guard it.
children by passing good child
labor laws.

If we compare the lower orders
of life with the upper, we are par-
ticularly struck with the fact
that the lower orders have
no period of infancy - that
they are brought into the
world able to care for themselves,
while the higher the order the
longer the period of infancy
and the longer the parent is re-
sponsible for the offspring.
Infancy is a period of plasticity.
It is a period of fitting the child.

Ganism to its environment. The adjusting
 of the child to its environment is
 the field of education. The child
 must play to develop physically,
 it must go to school to develop
 mentally and it must be kept
 within the precincts of the home
 to develop morally. The child
 must be protected from
 economic servitude until
 he is old enough and
 strong enough and well
 trained enough to take his
 place in the industrial world.
 The child is a sacred trust

and must not be sacrificed

by parental ignorance 87

industrial greed.

The reserve strength of the nation
lies in the children of to-day.

If to-morrow's nation is to be

great and strong the state

must guard the children to-day.

more concrete - age limit -

*Child Welfare
in Ky.*

*6, Nov 23, 1922
read by May 17
Quinn*

CHILD LABOR.

The Kentucky Child labor law has long been considered one of the best in the South. It has a fourteen year age limit, prohibits night work, prohibits dangerous occupations between 14 and 16, requires a fifth grade education, and a certificate from a physician stating that the child going to work has reached the normal development of a child of that age, is in good health and is physically fit for employment at the work which he intends to do. Altho the Kentucky law insures a fair protection to childhood, it falls short of the standards recommended by the Federal Children's Bureau. Kentucky badly needs more labor inspectors for the enforcement of its child labor law. A larger appropriation should be made thru the Bureau of Labor, Agriculture and Statistics for this purpose.

Child labor reform goes hand in hand with education, the child labor reform depending on the advance in education. As Kentucky raises its educational standards, more adequate protection of children will be possible in the field of child welfare. In a more comprehensive scheme of education, play too will come into its own. The leisure time of the child will receive the same careful consideration that the school time does now.

Altho the street trades section of the Kentucky law was considered one of the best in the country, and was enforced for several years, it was held invalid ^{by two circuit judges} on technical grounds last year. The general public needs much education along this line. Studies were made recently in eight different states in widely separated sections of the effect of street trading on school children. The story was the same the country over- general retardation in school, small earnings, earnings wasted and a tendency to delinquency. While waiting for the papers, the boys usually passed the time matching pennies, rolling dice, fighting and

using foul and profane language. Various authorities on the subject state that employment of school children on the streets competes with their school work with disastrous consequences to the latter. Street trading is undoubtedly most harmful to children living in large cities.

Many regard the recent decision of the United States Supreme Court in declaring the federal child labor law unconstitutional as a blessing in disguise. Twice Congress has passed a law prohibiting the labor of children and twice the Supreme Court has declared it unconstitutional. This second annulment has aroused the people to the realization that if they want federal action against child labor, they ~~must amend the constitution~~ ^{constitution must be amended.} The proposed amendment applies only to child labor. It does not interfere with the standards which the various states have set up. It establishes only minimum standards against the exploitation of children. The states will be free to establish standards in child labor matters, as much in advance of federal law as they desire. Many states will have better standards than those advocated by the federal amendment. No state will be forced to take a backward step but the children living in those states where no standards have been established will be protected.

When we recall that 24.9% of the Americans in the first draft were illiterate and that 29% were physically unfit, we realize that too long have we permitted children to grow up into an imperfect and stunted manhood and womanhood. Too long has the state paid for this exploitation in the care of those who have drifted to the scrap heap of life. Too long has the state paid for the care of these derelicts in hospitals, reformatories and prisons. We must launch a crusade for a better Americanization- an Americanization that will insure a

normal and healthful development to every child, that will establish health standards and give several more years of schooling to children whatever their life work may be. Every child should have the opportunity to grow up to a citizenship free from the stunting influence of the factory, shop and mine.

America for its own sake cannot have its youth deadened by unremitting and burdensome toil under conditions which prevail where ever child labor is exploited. The state cannot permit it. The nation ~~cannot permit it.~~ *should not*

November 17, 1922.

The Filson Historical Society

KENTUCKY CHILDREN'S CODE COMMISSION

"To make a survey of the entire field of child welfare in the
Commonwealth of Kentucky."

Miss Frances Ingram, Chairman,

428 S. First St., Louisville.

Mrs. Stanley Reed, Maysville.

Mrs. Charles B. Semple, Louisville.

Prof. John F. Smith, Berea.

Robert F. Vaughan, Louisville.

H. B. 315

Relating to Child Labor.

Why It Should Pass.

H. B. 315 makes no change in the excellent provisions of the present child labor law, except to supply certain important aids to administration and enforcement.

One of these aids is the requirement of badges for newsboys in cities of the first, second, and third classes. The use of badges is the generally accepted method of regulating this form of juvenile employment.

It has been accepted in Kentucky for street trades generally. H. B. 315 merely inserts the word "newspapers" in the paragraph relating to badges, this word having been omitted, through some error, from that paragraph. By inserting the word "newspapers" the list of "badge occupations" for children between 14 and 16 will correspond with the list of street occupations prohibited under 14, as given in the preceding paragraph.

H. B. 315 makes it possible to enforce the existing law relating to street trades efficiently and effectively. Newsboys who are legally entitled to sell newspapers will wear badges. In other words, they will wear the evidence of their right to sell newspapers on the street.

H. B. 315 will protect the newsboys who are legally entitled to do this work from the boys who are not legally entitled to do so. It will enable the enforcing official to distinguish between the legal and the illegal sellers, without depending on the assertion of any boy who happens to be selling on the street. Unless badges are worn by the legal sellers, the work of the enforcing officer is unnecessarily and hopelessly difficult, and there is a temptation for illegal sellers to lie and deceive regarding their right to sell.

Everywhere in America, the use of badges is the usual, and indeed the only practicable, means, of regulating street trades and enforcing the law. This is particularly true of the newspaper-selling trade. In most European countries there is no problem of regulating juvenile street trades. Neither boys nor girls are employed in the sale and distribution of newspapers. This is done largely through public stands, which are conducted by adults -- often, men or women who are physically incapacitated for other forms of work.

H. B. 315 also requires that duplicate employment certificates be filed in the office of the State Child Labor Inspector. This is a common requirement in other states, and like the requirement of badges for street trades, has the endorsement of all students and administrators of child labor laws.

Time and money will be saved by having certificates on file in the central office. The inspectors can arrange their itineraries on the basis of records in their possession when they start out; they will not have to waste time looking up the local issuing officer in every town they visit, and go through his records,

before they are able to do any work in that town.

Both these provisions in H. B. 315 are endorsed by the State Labor Inspector of Kentucky as desirable and needed aids to the enforcement of the present child labor law.

H. B. 315 has been favorably reported by the Committee on Labor and Immigration. It is endorsed by The Kentucky Child Labor Association, of which Mayor Huston Quin of Louisville is president.

H. B. 315 strengthens a good law. It cannot be opposed except in an attempt to weaken the law. It simply adds effectiveness to what the State of Kentucky has already done for the protection of its children. It makes possible the better carrying-out of the purposes and intentions already expressed in law by the people and legislature of the state.

H. B. 315 is recommended by the Kentucky Children's Code Commission:-

Frances Ingram, Chairman,
Mrs. Stanley Reed,
Robert F. Vaughan,
Mrs. Charles B. Semple,
Prof. John F. Smith.

55x26

FROM THE
KENTUCKY CHILD WELFARE COMMISSION

S. B. 210

RELATING TO CHILD LABOR

WHY IT SHOULD PASS

Introduced

Jan. 31, 1924

S. B. 210 makes no change in the excellent provisions of the present child labor law, except to supply certain important aids to administration and enforcement.

One of these aids is the requirement of badges for newsboys in cities of the first, second and third classes. The use of badges is the generally accepted method of regulating this form of juvenile employment.

It has been accepted in Kentucky for street trades generally. S. B. 210 merely inserts the word "newspapers" in the paragraph relating to badges, this word having been omitted through some error from that paragraph. By inserting the word "newspapers" the list of "badge occupations" for children between 14 and 16 will correspond with the list of street occupations prohibited under 14, as given in the preceding paragraph.

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55-26

the legal and the illegal sellers, without depending on the assertion of any boy who happens to be selling on the street. Unless badges are worn by the legal sellers, the work of the enforcing officer is unnecessarily and hopelessly difficult, and there is a temptation for illegal sellers to lie and deceive regarding their right to sell.

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S. B. 210 also requires that duplicate employment certificates be filed in the office of the State Child Labor Inspector. This is a common requirement in other States, and like the requirement of badges for street trades, has the endorsement of all students and administrators of child labor laws.

Time and money will be saved by having certificates on file in the central office. The inspectors can arrange their itineraries on the basis of records in their possession when they start out; they will not have to waste time looking up the local issuing officer in every town they visit, and go through his records, before they are able to do any work in that town.

25x46

Both provisions in S. B. 210 are endorsed by the State Labor Inspector of Kentucky as desirable and needed aids to the enforcement of the present child labor law. It is endorsed by The Kentucky Child Labor Association, of which Mayor Huston Quin of Louisville is president.

S. B. 210 strengthens a good law. It cannot be opposed except in an attempt to weaken the law. It simply adds effectiveness to what the state of Kentucky has already done for the protection of its children. It makes possible the better carrying-out of the purposes and intentions already expressed in law by the people and legislature of the State.

S. B. 210 is recommended by the Kentucky Child Welfare Commission.

FRANCES INGRAM, CHAIRMAN, LOUISVILLE

JOHN F. SMITH, VICE-CHAIRMAN, BEREA

GEORGE STOLL, SECRETARY-TREASURER,
LOUISVILLE

W. F. BRADSHAW, PADUCAH

MRS. FRANK L. McVEY, LEXINGTON

HARRY B. MACKOY, COVINGTON

LINDA NEVILLE, LEXINGTON

DR. FRANK J. O'BRIEN, LOUISVILLE

MRS. BERNARD SELLIGMAN, LOUISVILLE

ANN BELL, EXECUTIVE-SECRETARY,
LOUISVILLE

NATIONAL CHILD LABOR COMMITTEE

In cooperation with

THE KENTUCKY CHILD LABOR ASSOCIATION

and

THE KENTUCKY PARENT-TEACHER ASSOCIATION

Mail your answer to questionnaire

to

Mrs. J. D. Dinning,
428 South First Street,
Louisville, Ky.

THE KENTUCKY CHILD LABOR LAW

Is an Act of our Legislature

But it will not benefit our children
unless the people of the State of Kentucky
are determined that it shall.

As teachers

As parents

You are in constant direct contact with the
children for whose benefit it was enacted.

WITHOUT YOUR HELP IT FAILS TO SERVE ITS PURPOSE

Our ideal should be to insure to every
Kentucky child an elementary education.

PARENTS AND TEACHERS CAN HELP -- HOW?

By knowing the Kentucky Child Labor Law as
they know child labor conditions in their
communities, and then reporting any
violations to the State Labor Inspector.

--oOo--

The following pages will help you help the children
of Kentucky.

DO YOU KNOW

1. What the provisions of your child labor law are?
2. How many 14 and 15 year old children there are in your school district?
3. How many of them are in school?
4. How many of them have quit school to go to work?
5. How many of them are out of school merely idle?
6. Of those who are working, how many have employment certificates?
7. How many do not have employment certificates? Why?
8. How often does your attendance officer check up on the working children to know whether they are working at the job for which the permit was granted, or whether they have changed jobs, or whether they might be idle?
9. How many children now in school have missed time from school during the year because of work?
10. How many days schooling did they lose?
11. How many are selling or delivering newspapers, or working at other forms of street trades?
12. Are any children falling behind in school because of the work they are now doing, or have done?
13. What are the conditions as to hours, wages, etc., under which the children in your district are working?
14. How often has the factory inspector visited your community?
15. What did he find?

HOW YOU CAN FIND THE ANSWERS TO THE FOREGOING QUESTIONS:

1. Write to your state labor department for a copy of the law.
2. Take your school census and make a list of all the 14 and 15 year old children. The census gives the birthdates and the addresses.
- 3.
4. Take this list to the school and find out just what each child is doing. The teachers and children in school will know where practically all the children in your list are.
- 5.
6. From your school superintendent you can learn how many do and how many do not have employment certificates. If there are any without permits, he, perhaps, can explain it to you.
- 7.
8. See your attendance officer.
9. From the children, teachers, principals, and superintendent the names of those who have missed school for work can be secured.
10. The total days lost from school can be secured from the teachers daily register. The child and the teacher are usually able to tell which of the lost days were for work.
11. Visit each room and ask for the names of those engaged in street trades.
12. The teachers will know.
13. Perhaps you could visit some of your factories and other places of employment.
- 14.
15. Write your chief factory inspector.

THE KENTUCKY CHILD LABOR LAW

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As of course you know, the proposed Child Labor Amendment to the Federal Constitution was passed by Congress in 1924 and submitted to the states for ratification. This amendment was not a law; it was simply an effort to give Congress the power to pass laws affecting child labor, and the reason for making this provision was as follows:

In 1916 and 1918 two Federal laws were passed by Congress providing that children must be 14 years of age before they could be employed in factories and canneries; that they must be 16 years of age before they could go to work in mines and quarries; that children under 16 could not be engaged in night work, and that an 8 hour day should be established for all persons under 16. Both of these laws were declared unconstitutional, not because there was anything wrong with the laws, but because Congress did not have the power to in any way regulate child labor. At the present time, only 13 of the 48 states have child labor laws measuring up to the requirements of these 2 Federal laws, and since repeated efforts had failed to bring the remaining 35 up to standard, the solution of giving the National Government power to act in the matter was hit upon. The result was the proposed constitutional amendment, which was not an effort to keep children from working, but to give Congress the power to establish a minimum standard of protection for all our industrial children where dangerous and hazardous occupations were concerned.

Unfortunately, however, capital took advantage of the wording of the amendment and intentionally misrepresented it in every possible way. It was termed revolutionary and bolshevistic, and as a result of the vast flood of misrepresentations it has been overwhelmingly defeated in 36 of our state legislatures.

All this was distressing and discouraging to a certain extent, but the answer of all those interested in the welfare of children is that the task of bringing the state laws up to standard now rests upon the various states. The purpose of the Child Labor Associations throughout the country is to prevent the exploitation of children in industry, and they are interested in the cure alone and not the means of effecting this cure. The states are the doctors and it is up to them. The fight for Federal legislation is over, and the thing for us in Kentucky to do is to remove the beam from our own eye and thus encourage our sister states to do likewise.

72x51

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1922 -

House Bill 315

requires only
that newsboys
between 14 & 16 have
badges.

From the Kentucky Children's Code Commission.

Concerning Children in
Street Trades.

The two most recent reports on Juvenile Street Traders corroborate all the findings of numerous previous studies by the U.S. Department of Labor, the National Child Labor Committee, the Helen Trownstine Foundation of Cincinnati, Etc.

A NEGLECTED FORM OF CHILD LABOR.

(An Editorial in the "American Child," by Owen R. Lovejoy, general secretary, National Child Labor Committee)

In spite of all the progress that has come during the campaign of the last fifteen years to improve conditions of industrial child labor, there has remained one wall of opposition which as yet has hardly been dented. Public sentiment has demanded legislative regulation of the age at which children may begin work in factories and workshops, the number of hours they may be employed, the kind of work they may do, and the conditions under which they may work. But legislation cannot be secured nor, a prerequisite, can public sentiment be aroused for the protection of the children on our streets.

It is not that study of this phase of child labor has been neglected. In cities and in towns all over the country the newsboys and the bootblacks and the messengers have been made the subject of special inquiries by agencies of various kinds -- social, educational, and civic. But unfortunately it has been difficult to secure wide publicity for these studies, and interest in them dies before they have borne fruit.

In this number of the American Child are described two street

trade studies -- one, an individual study of newsboys in Birmingham made by the Alabama State Department of Child Welfare; the other a study in Dallas, Texas, made by the Civic Federation. The findings of these two studies are striking -- but more striking is the fact that they are practically a repetition of the facts revealed in other studies. In no less than twenty-five cities and towns, the National Child Labor Committee has followed up children engaged in street trades and in each city without exception has found among them the same tendency to delinquency, to poor school work and to the influence of unwholesome surroundings.

We hear frequently of the millionaire who started life as a newsboy, - but silent are the countless number who started in the same way but whose lives have been failures. More frequent than the millionaire as the adult of the newsboy is the man whose ambition was thwarted when a boy and whose life has been handicapped by the lack of education, physical hardships and unwholesome pleasures that street work involves.

These children must be given a fair chance, they must be insured the opportunity to enjoy a normal childhood - and this means protective legislation.

THE NEWSBOYS OF DALLAS.

"Society in the mass is heedless and more or less callous. The city streets are where that mass heedlessness and callousness are most in evidence. When plastic, immature, careless boyhood is set to work in that great, hurrying, selfish machine, what happens to the boy?"

This is what a survey recently published by the Civic Federation of Dallas tries to find out. The report covers the cases of about

300 boys, basing its facts on data gathered from the Street and Newsboy Club, the school, the family, the boy himself, the neighborhood, the Juvenile Court and the employer. It is valuable to note that all such surveys lead to the same conclusion-- the streets of our cities are no place for children.

Widowed mothers and little newsboys seem to be linked together in the public mind. But out of 263 Dallas newsboys only 26 were the children of widows, while 176 were living at home with both their parents. Two hundred and thirteen out of 267 boys were retarded in school and 134 out of 246 were irregular in attendance. Sixteen per cent of 303 investigations revealed delinquency with Juvenile Court action. Comparison with the delinquency figures for the total boy population of Dallas shows that delinquency is $2\frac{1}{2}$ times greater among newsboys than among the group as a whole. However, this is to be expected when it is considered that 257 of these 303 boys were between the ages of ten and fifteen; that the great majority of them were just entering the age of adolescence-- the age when a boy is most impressionable and when "Street and gang" are liable to have their worst effect on his character.

The pen pictures at the end of the report are a series of vivid sketches of the characters and lives of some of these boys showing their great capacity for good as well as evil. How much longer is this group of future citizens to be permitted to encounter the mental and moral hazards of street work and run the risk of developing bad qualities rather than good?

NEWSBOYS OF BIRMINGHAM.

A report by the State Child Welfare Department of Alabama on

"The Newsboys of Birmingham" is published in the "American Child" of February 1922. Copies may be obtained by addressing the National Child Labor Committee, 105 East 22d St., New York City. Also write the Federal Children's Bureau, Washington, D.C. for the facts about juvenile street traders. See the book by Dr. Edward N. Clopper, "Child Labor in City Streets," published by the Macmillan Company.

It is true that some newsboys have not suffered in health, education, or morals by their work on the streets. Some of them - a few - may have benefitted. But in protective legislation, thought has to be given to the greatest good to the greatest number.

H. B. 315 leaves the age standards for street work just where they are in the present child labor law. It does require that newsboys between 14 and 16 shall have badges, so that the legal workers may be distinguished from those who are working illegally. It makes possible the fulfillment of the purposes of the existing law.

Let Kentucky take no backward step in the protection and education of its children.

LETTER OF JOHN F. SMITH

1922

The report of the Kentucky Children's Code Commission has just been issued by that body. The report is highly illuminative and deserves to be read with care by all progressive citizens of the state.

The Commission was charged with the duty of making a study of the conditions affecting child-life in Kentucky and of advising the governor and the legislature concerning measures which should be enacted into laws for the welfare of the children. This duty has been faithfully carried out. Being without appropriated funds the Commission chose to limit its investigation to the child-caring institutions of the state, and to recommend to the legislature only such measures as should at once be enacted into laws. A number of these recommendations were acted on favorably by the last legislature.

The report commends the work of the State Board of Charities and Correction, speaks of the good things being done by other agencies, and points out certain defects in the laws relating to children. For example, every county court clerk is required by law to report to the Governor the number and disposition of the delinquent children brought before the court of his county during the year. Only 27 of the 120 clerks had made such reports in the spring of 1919. There seems to be no one charged with the responsibility of following up this matter and seeing that such reports are sent in. Again, there is no way under the present law of finding out the number of defective children in the state who need attention. Some remedial legislation is needed here. The report also points out that there is no agency having power to license and supervise the various institutions that care for children. Some of these look much more carefully after the interests of the children than others do. When the study was completed there were over fifty child-caring institutions in the state, each working in its own way, some doing splendid work but others falling short of the best. The attention of the people of Kentucky should be directed to those doing good work and also to those that are failing. Furthermore, there is no state-wide authority responsible for making plans for the care of children left homeless and dependent, no one vested with authority to insure the protection of such children. When the homes that do exist are full there is no place where the others may be received, no one with authority to look after them.

The Commission discovered that in the summer of 1921 there were nearly 5,000 children in the various child-caring institutions, and that their care varied from the best in some to the worst in others. Surely some friendly authority is needed to see that the homes inclined to be careless measure up to the proper standard of efficiency.

The following statements taken from the report deserve thoughtful consideration:

"The majority of Kentucky institutions violate every recognized standard for the care of children in institutions"

"The only public institution with adequate hospital care is the House of Reform for Girls."

"Less than half a dozen institutions make a practice of having children's teeth examined once a year....Twelve acknowledged that they make no effort to provide tooth brushes because it is so difficult to keep children from using each other's."

"Facilities for mental tests are wholly inadequate."

"The state makes no provision whatever for mentally defective Negro children."

"Many (homes) never serve butter or milk."

"In several instances dormitories located on the third floor are without any means of escape except inside stairways."

"Crippled children have thus far received no special attention from the state of Kentucky."

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Various recommendations are made in the report which, if put into effect, will greatly improve the conditions of child life in the state. One of these provides for the creation of a Children's Bureau for the state which will be empowered to appoint representatives on County Boards of Child Welfare which the Commission hopes to see made possible by legislative action.

The Code Commission passes on its responsibilities to the Child Welfare Commission recently appointed by the Governor. Its report is heartily commended to the people of Kentucky, and the cooperation of all citizens in planning for the better care of the children of the Commonwealth is invited.

(John F. Smith
Berea College)

The Filson Historical Society

Dec 14, 1922

WHAT IS JUNIOR AGRICULTURAL CLUB WORK?

It was one of those wonderful days in June "when joy comes and grief goes, we know not how" that I drove up in front of a substantial farmhouse expecting to call upon one of my best club members. Apparently, he had been expecting my arrival, for he was perched high on the big front gate post and below him rooted his pure bred Duroc Jersey pig, grunting out his approval of the unlimited partnership that existed between boy and pig. "Hello Jim" I said: "how's your pig?" Jim looked up quickly, surprised at my question. "Oh, he's all right; how are all of your folks?" Well, I had to confess that, as near as I could guess, all of my folks were well and happy, and I hoped his folks were the same.

It didn't take Jim and me long to get down to business, for his record book was on hand. Her ladyship, Sunnybrook Queen, No. 100209, was born March 10th, and was now just three months and three days old. She had been away from her mother for more than a month and didn't seem to miss any of her folks a bit. She knew her name Queen, and came regularly to meals when called, which were served to her entire satisfaction in the yard away from the common pigs. The only person who gave Jim any trouble was his mother. Jim said that she didn't 'preciate the value to Queen using the front yard. It seemed that Queen had a special attraction for flower beds quite different from that of Jim's mother.

Jim was more than full of questions, for a boy of twelve. He wanted to know why the hoofs were split, what use were those two toes that didn't touch the ground, why the pig's nose didn't wear out, and many other questions that a boy like Jim would ask.

What is Junior Agricultural Club Work? #2

When I drove away, Jim was still conversing with his pig. At the end of the season he had the prize pig for his county and you should have seen the joy of achievement that lit up his sun-burnt face as he displayed his ribbons at the county fair and explained to every visitor to his pen just how he had grown Sunnybrook Queen.

While this is a true story, Jim is only one of several thousand boys who are experiencing for the first time the joys of ownership and achievement through Junior Club Work. There seems to be a fundamental rule that positive virtue grows only when cultivated. If the cultivation or direction be lacking, then the bad grows up in a boy, and the seriousness of the mistake depends upon how much energy the boy contains. Not repression but direction is what the boy wants, and given the opportunity he will demonstrate his relation to his Creator by trying to create and improve his environment.

Junior Agricultural Club Work presents a four-fold life program affecting the head, hands, health and heart of boys and girls, and offers a splendid opportunity for new vision and enthusiasm. The training of the head gives information and encourages ability; the training of the hand gives skill and encourages accuracy; the training of the health gives vigor and encourages endurance, while the training of the heart gives wisdom and encourages love of God and man. The tools are the commonplace things of every-day life, as a pig, a calf, or a lamb. Through idealizing his real life, the child will realize his ideal life. Junior Agricultural Club

What is Junior Agricultural Club Work? #3

Work is attempting to interpret to the boy or girl the hidden language of their surroundings so that they may see "tongues in trees, sermons in stones, books in running brooks, and good in everything." While the idealistic side is important, the economic side is not neglected. Scientific methods are followed, records kept, profits made, and business transacted, thus teaching an independence necessary to respectable American life.

Twenty thousand two hundred and eight-two boys and girls are enrolled in the Junior Agricultural Clubs of Kentucky. Leaders in every community should cooperate with the county agent and Junior extension Department of the College of Agriculture, University of Kentucky to make this work a great success.

C. W. Buckler,
State Leader Junior Clubs,
Lexington, Ky.

Talk over Radio,
Thursday, December 14, 1922,
8 P.M.

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(Wilson)

WHAT IS JUNIOR AGRICULTURAL CLUB WORK?

The Smith-Lever bill passed by Congress was signed by The President May 8, 1914.

This bill made it possible through Federal and State aid for the United States Department of Agriculture and the agricultural colleges to take directly to the farm and to the farm home the latest and best information upon the science and practice of agriculture and home economics. The United States Department of Agriculture, the State College of Agriculture and the local communities are the parties cooperating, and the county and home demonstration agents are the representatives employed in each county to carry out the extension program.

One of the most important fields of extension work is that conducted with the boys and girls and is known in Kentucky as Junior Agricultural Club Work.

The object of a junior agricultural club is to furnish through its organization an opportunity to improve farm and home practices by instructing the boys in correct agricultural methods and the girls in home making; to assist them in demonstrating these methods for the improvement of the farm and home; to aid in the development of cooperation in the family and in the community; to create a more favorable attitude toward the business of farming and home making by encouraging property ownership and the feeling of partnership; and to make rural life more attractive by providing organization and activities which tend to diminish isolation and develop leadership. In following directions for a club project a member must read and investigate for himself. His information and experience is increased and his vision broadened. In his regular club meetings he has the advantage of group experience and learns cooperation in work and play. He discovers how to express himself through orderly parliamentary procedure. Finally, in order to know his cost of production, he keeps a record of receipts and expenditures. Thus he learns how to regulate his practice so as to return a profit. In 1922 there were 20,282 Club Members from 67 counties enrolled in Kentucky. Club work is so planned that it harmonizes with the school, the church, the home and the community in developing and directing the constructive instincts of childhood in order that the boys and girls may become better American citizens.

Carl W. Buckler.
State Leader of Junior Club Work.

THE NEED OF INDUSTRIAL EDUCATION.

No one realizes the need of industrial training more forcibly than the social worker, who is almost daily called upon to find employment for boys and girls, who, though untrained and unable to do anything well, expect and are expected to be launched on vocational careers. And when the social worker seeks to find a place where a trade may be learned and finds such places with difficulty, he realizes that the public school system is inadequate to meet the needs of many children.

In the early days in this country, the home life afforded children interesting and educating occupations such as gardening, carpentry, spinning, weaving, soap making, harvesting, threshing and dairy processes. The variety of these activities had an undoubted effect in developing reasoning, observation, skill, endurance and other desirable traits of character. The school supplemented the work of the home for the all round development of the child.

Later there was a system of apprenticeships to furnish special training for the vocations, not only for the humbler industrial workers but for the professions as well. Men who wished to become lawyers or doctors served an apprenticeship in a lawyer's or doctor's office. The boy who wished to learn a trade was apprenticed to a master of that particular trade and was bound by the terms of his indenture to spend a certain part of his time in school. The two systems went hand in hand - the school gave the

academic training and the apprenticeship gave the technical. Under the specialized conditions of modern industry, it is exceeding difficult for a man to learn a trade in a shop. Under the new system he becomes a narrow specialist; he knows his machine and no other; he works at it day after day and month after month ceaselessly performing some simple operation long hours each day. This brings certain mental death because there is not an intelligent understanding of the process as a whole. The stultifying affect of such work could be lessened by teaching him different parts of a process so that he could change from one to another. This specialization of modern industry produces goods cheaply and quickly, is highly profitable to the manufacturer and has come to stay.

Let me give you a striking example of the difference between the old apprenticeship system and the modern factory system. Formerly tailors made coats. A skilled tailor made the entire garment. By such a method of manufacture, there would be plenty of tailors, apprenticed trained, to do the work, but the method has changed. It no longer takes a tailor to make a coat. Those who work in the clothing trades need not serve the old-fashioned tailor's apprenticeship. According to a recent authority there are now thirty-nine different occupations comprised in the manufacture of a coat in a factory where specialization has reached its highest point under the present system. This means that the skill and labor are not merely somewhat supplanted by machinery but that they are subdivided into thirty-nine parts. Some of the occupations com-

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prised are fitter, pocket maker, canvass baster, padder of lapels, bar tacker, seam presser, lining maker, lining operator, sleeve maker, lining presser, sleeve presser, collar padder and so on through the thirty-nine.

Similar changes have taken place in other trades. Speed is a greater consideration than skill. The man who can keep pace with a machine, supplying the human cog merely, is of more importance in the industrial world than the man who can do the work even better than the machine.

Learning a trade by the factory system is almost next to impossible. An ambitious youth, desiring to do so, meets with almost insurmountable opposition. When he has learned to operate machine number one in a process and asks to try number two, he is most decidedly refused by the foreman. Learning to operate another machine means ruining more raw material and possibly putting another machine out of order during the period of operating. Occasionally an ambitious youth will go from one factory to another pretending to be a green hand but learning a new process each time. This is called stealing a trade. It means many changes and requires much time. Mr. Hanus tells of a youth who changed nineteen times in order to learn his trade. By such a procedure, he was only the processes and not the theoretical background. The mathematics, science, and drawing applicable to his particular trade are inaccessible to him. He is probably ready to become a foreman, but he has to stop at the point where he would be

most valuable to himself and his employer.

But such ambition is unusual, and where there are a few to fight for a vocation, the great majority fall by the way. They become narrow workmen who can handle a single machine only and whose prospects of an upward career in their trades are consequently very limited. Many manufacturers encourage their employees to seek instruction by correspondence. A host of good Americans avail themselves of this privilege. Many manufacturers would establish schools to give the needed training but such schools are very expensive.

Every where is the cry going out for industrial intelligence. Everywhere is the need of skilled labor deplored and yet comparatively little has been done to meet this pressing need. America is wasting the most valuable of its resources - its young men and women.

Now, let us consider the school side of the question. The schools have demanded more and more time and have remained too exclusively bookish in their spirit, scope and method. No stress has been placed on the preparation for a vocation. In fact the schools have depreciated vocational purposes in their training. Their trend has been too strictly cultural and has left a chasm between the educational life and the industrial life.

Our elementary schools and the high schools form, theoretically at least, a continuous educational scheme in which our youths may secure the elements of general culture and in which,

if they continue, they may be prepared for college or enter nearly any professional school in the country. The educational scheme is planned for those who have a long educational career ahead of them and who need not give any immediate attention to preparation for a life pursuit. But when we take into consideration that 95% of all the boys and girls in America leave school at the end of the grammar school period or when they have attained the upper limit of the compulsory school age - fourteen years in most states - it is plainly seen that the public schools do not reach the great majority of children. It is at the critical adolescent period - at the time when the plasticity of earlier years gives way to stability, that the great majority go forth into the world with no further systematic educational training and without any comprehension of the serious purposes of life. Can't we find here one of the sources of the lack of character in so many working people?

Why should such a great majority leave before they have passed through the elementary stages of the curriculum of the public school? Would they do so if the schools offered to the majority a training which was practical?

What becomes of this great mass of children who leave school either before or at the early age of fourteen? The Massachusetts Commission which made investigations along this line found that there were 25,000 children between the ages of 14 and 16 who were not in school and who represented mainly the future

industrial workers of the state. Here then were 25,000 entering upon life with no more preparation than a grammar grade and one-fourth having no more training than the average ten or eleven year old school boy. At this formative period when habits acquire permanence, according to the commission, the majority took up various juvenile occupations or were idle. The boys became errand boys, messengers, wagon jumpers or did other work in which they learned little, so that when they reached 17 or 18 they had little more earning capacity than when they left school. The girls had much the same experience. The Commission stated that the majority of parents would gladly make great sacrifices to keep their children in school, when they reached the end of the compulsory school period, if the schools offered a training that promised increased earning capacity. Boys are not wanted in the industries until they are 16 years of age, and the years from 14 to 16 are exceedingly valuable for education - an education that gives practical training.

The consensus of opinion seems to be that a school established to give industrial training should receive boys and girls of fourteen years and upwards who express their intention to learn a trade. When these schools are fully established they would require four years of day instruction. The first two would include shop instruction, greater in amount and much closer to the trade than the shop instruction of most manual training schools, together with related mathematics, natural science,

drawing, history of industry and commerce, civics as concretely as possible and shop and business English. Specializing for a particular trade too early is strongly urged against. The first two years would direct the boys attention to a trade, would develop his vocational purpose, would explore his individual capacity and should enable him with the help of a teacher to select the trade for which he is best fitted. The next two years he would confine himself to the chosen trade.

The curriculum of these last two years would include special instruction in the trade, appropriate to a given locality and the theoretical foundation of such trades. There should be taught mathematics, natural science, and drawing together with the same subjects as in the first two years. Besides this there would also be supplemental training for those already engaged in a trade.

The acuteness of the problem of industrial training and its tremendous importance from a national standpoint led to the founding of a National Society for the Promotion of Industrial Training. It includes within its ranks workers, employers, teachers, business and professional men. It hopes to bring together men of divergent views at a common meeting place. It aims to focus the Attention of the public on the problem of industrial education itself; to serve the cause by publishing papers relative to the subject and to advance the cause by having experts study

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particular industries. By such means, the adequacy of the public school system to meet the needs of the majority of its children will be increased.

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*The purpose of this society is to give children who begin life under the
check of poverty a fair chance of success through a sound mind in a sound body*

REPORT ON STUDY OF CHILDREN UNDER 14 ENGAGED IN THE SALE OF NEWSPAPERS ON THE STREETS OF LOUISVILLE.

.....Introduction.....

There has been for several years a very good law, in regard to street trades, on the statute books of Kentucky. But during the war there was a laxity in the observance of this law which has continued to this time. Last year the labor inspector brought a test case into court concerning the breaking of the street trades' provision of the child labor law but this was thrown out on a technicality, which circumstance has tied the hands of the labor inspector.

Therefore due to the fact that the law has not been kept, I decided to make a case study of children in the field of street trades. In this preliminary report, only the newspaper trade has been investigated, in order to see if it is necessary or unnecessary in the majority of cases for these children to be selling papers.

During the months of March and April I visited 55 families comprising 83 children, all of whom were under 14 and selling newspapers on the street. Of these children, 10 were not any longer engaged in the sale of newspapers. Nine children whose names I obtained had completely disappeared. Most of these were from rooming house districts where the residents change their lodgings very frequently, and in a very short space of time.

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The parents of 46 children (28 families) admitted that it was unnecessary for their children to sell papers. The parents of 15 (10 families) claimed necessity, and the parents of 12 other children gave necessity as an excuse although figures prove that such was not the case. For instance two of these families own very prosperous stores in which they make a very good profit. Another family has an income of \$140 a month, paying rent of \$25 a month. There are five children in the family. The Thomas family, with six in the family, regardless of the money the two boys contribute, have an income of \$75 a month with no rent to pay. In another case, the father makes \$30 a week, with only \$20 a month for rent. There are four children in the family. In all of these cases the income is sufficient for the necessities, but not for the luxuries.

The parents who admitted it was unnecessary gave as an excuse in the majority of cases, that they did not know what to do with the children in the afternoon when they came home from school, as most of them live in apartment houses or rooming houses, where there is no place for the boys to play.

I found 15 children were selling papers against the wishes of their parents, and the parents of 8 of these were unaware of it until the visitor called. The parents of 9 children did not know it was against the law, as most of them were newcomers in Louisville. The

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parents of 19 children, or 13 mothers, decidedly encouraged their children in working on the streets.

In the case of the families who claimed necessity, three of the fathers were employed in seasonal labor, in which there was not much work to be had at that time. One family is under the care of the Family Service Organization and another under the care of the Jewish Welfare Federation. In two instances the fathers were out of employment temporarily, and in still another instance the family had incurred a debt, which they were having trouble in paying.

I investigated the use to which the money earned by the news-boys was put, and found that 40 of them used their money for pleasures, such as picture show, candy, ice cream etc. There were 33 children who gave their earnings to their parents. Some of the parents used the money exclusively for the children's clothes and spending money, while seven of the boys were the partial support of the family. The boys were the total support of the family in three instances.

There are only 15 boys in the city who have the requisite badges from the Board of Education. I have tabulated the names and addresses of only 29 boys between the ages of 14 and 16 as I confined my study principally to those under the age limit.

Most of the parents visited, expressed a willingness to cooperate. A great many did not heartily endorse the boys' selling papers

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but had allowed their children to do so because they were so fond of the trade. There has been such a let-down in the observance of the law regarding street trades that its existence had passed from the minds of many of the parents. This non-enforcement of the law together with the laxity of the newspaper officials does not encourage obedience to the provisions of the child labor laws on the part of the citizens of Louisville.

One of the most objectional features in connection with these very young boys selling papers, is the fact that many of them around Christmas and Easter were openly begging on the streets for a pseudo newsboys' dinner. Many of these children doing this were the sons of parents who could provide them with every comfort. At ordinary times they employ such phrases as these to sell their papers to the unwitting public; "buy my last paper", or "buy a paper lady so I can get a sandwich, I havn't had any lunch to-day." This inculcates the habit of begging so firmly that it will never be eradicated from these childrens' characters.

From the facts gathered one is bound to conclude that necessity is not the cause of these boys being on the street as the public has popularly supposed it to be. They are largely children who have no outlet for their surplus energy, and no place to play. They seek the streets in consequence, and in no time begin to sell papers, lured by the desire to make money to be spent on unwholesome forms of recreation.

Topic -- DEPENDENCY AND DELINQUENCY

SOURCES

POINTS TO COVER

State Board of Charities
or corresponding body

Local C. O. S.

Agencies which administer Mother's Pension

Juvenile Courts

Home Service, Amer.Red Cross

Settlements

State and Local Councils of
National Defense

1. Effect on state institutions for dependent and delinquent children.
Loss of staff - teaching
 medical
 nursing
Cessation of building improvements

Increased cost of food and clothing - how met ?
2. Increase in number of commitments.
2. Increase in number of delinquent children arrested ? Connection between delinquent and his employment - or with the fact that mother is employed Are offenses more serious ? Can increase be explained in any other way ?
(Increase in population ? Increase in probation force ? New policy ? New law ?)
3. Effect on applications for Mother's Pensions ? Have many been dropped *account of* receiving allotments ?
4. Relationship between local relief agency and Home Service Division in regard to dependent families - Any increase in income for transferred families ?
5. Increase in number of day nurseries ?

Increase in applications for care at existing day nurseries ?
6. Decrease in attendance at clubs and social centers due to employment of children ?

<u>TOPIC</u>	<u>SOURCES TO CONSULT</u>	<u>POINTS TO COVER</u>
Education	State Supt. Pub. Instr. or City Supt. Schools or County Supt. Schools	<p><u>1.</u> Decrease in enrollment ?</p> <p><u>2.</u> In what grades does decrease occur ?</p> <p><u>3.</u> Any explanation other than war conditions</p> <p><u>4.</u> In what (cities districts) most marked ?</p> <p><u>5.</u> Results to attendance and scholarship of from work for patriotic purposes ? How many left ? When ? How many return ? When ? Results.</p> <p><u>6.</u> Effect of war on teaching staff. How many men gone ? How replaced ? Any difficulty in securing teachers ? Any schools closed for lack of teachers ? Where ?</p> <p><u>7.</u> Any changes in curriculum account of war ? Military training ? Effect on athletics ? First aid courses ? Food conservation in domestic science ? Red Cross work, etc. Thrift Stamp activities.</p> <p><u>8.</u> If issuing of work permits is done by education authorities, consult city superintendents on points under Labor also ?</p>

The Filson Historical Society

Topic -- LABOR

SOURCES

State Child Labor Com.

State Dept. of Labor

Truant officers

Probation officers

Trade unions and Woman's Trade

Union League

POINTS TO COVER

1. Increase in work permits ? *{ regular - street work }*
2. Grades of children applying.
3. Kinds of employment open ?
4. Increase in illegal employment ?
5. Effect on staff of war ?
(Loss of men, officers, etc?)
6. Increase in number of married
women employed ? What in-
dustries ? Where ?

~~Street trades~~

~~Reverend Bureau News - "Ladies +
Children Wanted for Motion Pictures"~~

Topic -- HEALTH

SOURCES

POINTS TO COVER

State Board of Health

Medical Inspector of Schools

School Nurses

Anti-Tuberculosis Assn.

Visiting Nurse Assn.

Infant Welfare Assn.

C. O. S.

1. Any evidence of increase of mal-nutrition among school children ? Any measures taken to prevent this? --as school feeding.

2. Any evidence of increase in infant mortality ? Any connection between this and increase in number of women employed ?

Given at the Regional Conference,
Child Welfare League of America, at
Richmond, Virginia, April 28, 1927.

STATE RESPONSIBILITY FOR DEPENDENT AND NEGLECTED CHILDREN

by

Katharine P. Lenroot

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Children's Bureau -- U. S. Department of Labor.

How the States are organized for child care.

"Much for Care, More for Cure, Most for Prevention", is the slogan on the cover of the Sixteenth Annual Report of the Virginia State Board of Public Welfare. Yesterday I read that report, which outlines the broad program of children's work to which Virginia has been committed since 1922, and then read a report of one of the State boards of the older type, concerned almost entirely with the administration of State charitable and penal institutions. The contrast between the older and the newer conceptions of State responsibility for the dependent, the unfortunate, and the delinquent was striking.

From colonial times it has been a generally accepted principle that the public is responsible for the care and protection of children whose parents are dead or are unable to bring them up without assistance, because of poverty, misfortune, or physical, mental or moral deficiency. At first discharged by local poor authorities, through almshouse care or binding out in families, this duty gradually has come to be assumed in part by the State. Various forms of State provision for children were developed during the half century ^{after} ~~following~~ the civil war. Among them were the following: (1) Direct care of dependent and neglected children in State institutions, most of which placed a large proportion of the children in family homes, or by State departments placing children directly in family homes without a period of institutional care;

- (2) State supervision of public and private agencies and institutions caring for children, and boarding homes for children and maternity hospitals;
- (3) State ^{child -} protective work, developed in a few States to carry on the functions, usually performed by societies for the protection of cruelty to children or humane societies.

In many States receiving children for institutional care or family home placement, the removal of children from almshouses and from conditions of extreme neglect was at first the pressing problem. With large numbers of children to provide for and small numbers of workers, intensive study of the children's needs and of the foster homes in which they were placed, and close supervision after placement, were out of the question. Different States have gone through the various stages of evolution at different times. Recently I read in the 1924 report of a State board in a neighboring State that in the preceding year even the whereabouts of many children for whose welfare the State had assumed responsibility ^{had been} ~~was~~ unknown, while for many others only the scantiest information was available. Special efforts ^{had} ~~had~~ been made in this State to obtain up-to-date information concerning all wards. A similar situation has existed in Virginia. Unfortunately even in the present decade children under the guardianship of some of our States have been exploited for the work they could do, deprived of schooling, and subjected to conditions in homes in which they were placed which were sometimes worse than those existing in the homes from which they were removed. In some States, however, engaging in placing out work, comparatively high standards of placement and supervision have been maintained from the ^{beginning} ~~start~~.

During the past fifteen years the conception of State responsibility for children deprived of the care of their own parents or suffering from conditions detrimental to their welfare, has undergone a gradual modification. This change has been characterized in part by increasing emphasis on preventive work and by the realization that children in rural districts must be afforded protection in accordance with the high standards of case work already developed in many urban communities. In a number of States the administration or some degree of supervision of laws providing public aid to dependent children in their own homes has been vested in a State department. The development of State organization for child welfare has been greatly aided by the movement for careful study and consideration of the needs of all the children of the State through official State commissions, such as that which drafted and sponsored the child welfare laws passed by the Virginia legislature of 1922.

At the present time 44 States have State departments or bureaus dealing with some aspects of the care and protection of dependent, neglected, or delinquent children. Most of these departments or bureaus are State boards of charities and corrections, boards of control or boards or departments of public welfare which deal with problems affecting adult dependents or delinquents as well as with children's problems. In a number of them children's divisions or bureaus have been established and some States have separate child welfare boards or bureaus. Some of the departments are purely administrative, being responsible for the control and management of various State institutions. Others are purely supervisory, having responsibility for the licensing, inspection and supervision of child-caring and other benevolent agencies and institutions. Some combine administrative and supervisory duties. Nearly one-third of the States

have given their State boards power to accept dependent and neglected children committed by courts and in other ways and to place them in family homes. In a number of other States, state institutions care for and place children.

It is interesting to note that of the States represented in this conference, Virginia, West Virginia, and the District of Columbia have adopted the plan of direct placing of children in family homes by the State (or the District) combined in West Virginia and the District of Columbia with special activities for removing children by court action from conditions of neglect. The North Carolina board also has power to receive children for placement in family homes but I understand that this activity has not been developed as yet. Still more significant is the fact that North Carolina and Virginia are among the outstanding States which have outlined broad constructive and educational programs for their State boards and provided a system of county organization to cooperate with the State departments. Under this newer form of organization the concern of the State board is not alone with the direct State care of children or with the supervision of existing agencies and institutions. It also embraces a wide field of activities directed toward the prevention of problems of dependency and neglect, the development of adequate local resources for dealing with these problems, through keeping the children with their own families, if possible; the education of the public in methods of child care; and the development of higher standards of administration on the part of State, local and private agencies and institutions.

The North Carolina laws of 1917 with subsequent amendments and the Virginia laws of 1922 have afforded an unusually good framework for the development of all aspects of State work for dependent and neglected children

which are now regarded as essential. The great problem in the States which are so fortunate as to have provided such a legislative foundation is to obtain adequate appropriations and to build up an organization which can make fully effective the ideals which the State has recognized as fundamental. Legislation may be obtained by concentrated effort in a period of a few months or years. The development of administration is a never ending undertaking.

Appropriations.

One way to measure the regard which States have for their children is by the character of the laws which have been passed for their care and protection. Perhaps a more searching test is the amount of money which they are willing to spend, relative to their resources. It is very difficult to compare appropriations in behalf of dependent and neglected children because of the great diversity among the States as to the amount of responsibility which has been accepted by the State itself and the amount carried by local units and privately supported agencies serving the public interest. Nevertheless, a rough comparison of per capita expenditures in some of the States based on appropriations for the last available fiscal year and estimated population for 1925, may be of interest.

An interesting map prepared by the Crowell Publishing Company for the use of advertisers shows how each county in the United States ranks, measured by total income as estimated by income tax returns, value of products, and certain other factors. Counties are divided into four groups, best, good, fair and poor. In certain States, ~~Mississippi and~~

~~New Jersey~~, all the counties are "best" counties. In other States a majority of the counties are "fair" and "poor" counties. Those planning State and county programs would find this map suggestive. For example, a system of county units assuming responsibility for a large proportion of the child welfare work of the State, would be much more possible in a State with most of its counties "good" or "best", measured by income, than in a State in which the majority of counties were "fair" or "poor". Moreover, the amount of possible State expenditure is determined, of course, by State resources.

New Jersey and Massachusetts, having 100 per cent of their counties in the "^{or good}best" class, spend about 28 cents per capita for their State divisions caring for dependent and neglected children (not including ~~in New Jersey~~ ^{money paid} to mothers with dependent children). Alabama, with only 43 per cent of her counties in the "good" and "best" class, spends 2 cents per capita for her child welfare department, which is responsible for the enforcement of child labor laws as well as for social service activities. West Virginia with 85 per cent of "good" and "best" counties, spends ~~2.7~~ ^{2.7} cents per capita for her Board of Children's Guardians. Virginia, with 64 percent of "good" and "best" counties, spends 1 cent per capita for the Children's Bureau of the Board of Public Welfare -- the same per capita as that spent by North Dakota for her children's bureau, though all but ¹⁷ ~~15~~ per cent of the North Dakota counties are "fair and poor". North Carolina spends only 1.1 per cents ^{per capita} for the whole State Board of Charities and Public Welfare (~~excluding~~ ^{not} including the amount appropriated to the child welfare commission for the enforcement of the child labor law). Two-thirds of the North Carolina counties are in the good and best class. It must be remembered, however, that North Carolina has developed her county units very extensively. Minnesota, with 60 per cent of good and best counties, spends 1.9 cents per capita for her children's bureau.

Essential features of effective organisation.

Effective organisation of a State department and of the community units working with a State department rests upon the fundamental principle that the service to be rendered to children is skilled service. For it special training and experience are required not only of the director but also of those responsible for making investigations, supervising children or giving advice or consultative and supervisory service to local units and private agencies.

The first step in obtaining such skilled service is to establish freedom from political influence in making appointments, fixing of salaries, and organization of the department. While individual executives perhaps can stand out against such influence, the only effective way of making sure that over a long period departments will be administered on a merit basis and not on a political basis is through civil service. The civil service system was established in the National government in 1883 and the first State civil service laws were adopted in New York in 1883, and in Massachusetts in 1884. Strange to say after 44 years only 10 of the 48 States have adopted any form of civil service and of these 10 probably only 6 or 7 have public personnel administration of a reasonably high order. Maryland is the only southern State which has such a system. Four States extend the operation of their State civil service commissions to counties or municipalities or both.

Maintenance of an adequate salary scale and opportunities for promotion based on demonstrated ability are also essential. ^{Very often} ~~For the most part~~ salaries of executives and staff members have not been commensurate with salaries paid in comparable positions outside the State service, ^{and} ~~they~~ have

not been sufficient to attract and hold persons with the requisite training and high qualities of leadership. Interest in the work has often held competent persons in the ^{department} service at a personal sacrifice but the public should be willing to compensate fairly for the service rendered. In some of the more progressive States special efforts are being made to establish high standards of education and training in the department dealing with child welfare and public welfare. ~~At present~~ College graduates with special training or experience in social work are going into this form of State and county work. The program of the University of North Carolina, which is cooperating with the department of charities and public welfare in training county superintendents of welfare, is a most promising development. No executive of a State department can afford to relax standards which have once been attained or to neglect to carry on continuous education of the public in the importance and necessity of trained service and adequate compensation. Marked progress has been made in recent years in raising the standards of training of teachers and executive officers of school departments. Public social service activities will never obtain the maximum results until similar standards of salaries and training are established.

In the organization of the department, carefully worked out plans for division of labor and for centralization of responsibility for specific parts of the work in supervisory officers are necessary. The method of organization differs in different States since the different State departments have various functions. Many States have found it desirable to create a division or bureau within the department for children's work. In addition to administrative advantages, this tends to focus public interest on the

children's work of the department and makes it easier to obtain adequate appropriations and understanding of the board's program for children throughout the State.

For States accepting the guardianship of children, as in Virginia, West Virginia, and the District of Columbia, the question of the volume of work devolving upon each officer is one of the most difficult questions to solve. Private child-caring agencies in some places have been able through limitation of intake to develop standards which assign to each supervisor of children placed out in families only from 40 to 50 children and which make possible intensive work in behalf of the child's health, education, recreation, social relationships and general development. State departments receiving children for direct care have usually had no power to refuse to accept children committed and the public has not yet realized the necessity of giving adequate appropriations. In consequence, supervisors of children are attempting to give intelligent oversight to from one hundred to several hundred children, often scattered over all parts of the State, obviously an almost impossible task. ~~While the leading private agencies consider that one visit a month to a child is a minimum standard, visits every three months is frequently a standard which it is impossible for a State department to maintain because of the numbers of children for which each agent is responsible.~~ North Carolina has hesitated wisely, to undertake child-placing work, although it has power to perform this function, because the resources of the board are as yet inadequate. In an eastern State in which the Children's Bureau recently made a study of the State board caring for children in foster homes and in their own homes, 5 supervisors were charged with the responsibility of visiting children in foster homes and finding foster homes, and more than

4500
 5,000 children were under care in foster homes during the year covered by the study.

Some of the States accepting children for placement in family homes have made provision for fairly thorough study of the children, including social investigations and physical and mental examinations, after they are committed. ~~The~~ Social investigations, at least, should be made before commitment. An adequate system of county organization would make this possible. The Virginia law has set ^{up} a high standard ~~in requiring~~ ^a physical and mental examination of every child committed and the Children's Memorial Clinic in Richmond is contributing greatly to the full compliance with this law. I understand that 90 per cent of the children brought to Richmond after commitment to the State Board are examined at the clinic and that problem children are examined in the psychiatric department.

The demonstration which is being carried on in selected counties of North Carolina by the University of North Carolina and the department of charities and public welfare, ^{and} aid by the Laura Spelman Rockefeller Memorial ^{fund} ~~Foundation~~, is of great significance in connection with the whole movement for more adequate provision for children's needs, especially in rural counties. Under this demonstration a staff sufficient to do adequate case work is placed in the county to show what can be done. The counties selected include both ~~urban~~ and rural counties. ~~and~~ ^{Discontinue} ~~that the staff includes an expert case-work supervisor, assistant in psychiatric social work, assistant in probation and ^{school} ~~social~~ attendance work, and a negro assistant to work out problems among the negroes.~~

Either under the North Carolina plan which up to the present time has placed in local units the responsibility for direct care of children, or under the Virginia plan under which dependant, neglected and delinquent

children throughout the State are committed to the State department for care, a variety of resources, available for care of various kinds is essential. After careful study some children will be found to require specialized institutional care, others will be suitable for placement in free homes, while for still other children either because of the desirability of keeping family ties as intact as possible or because of the child's own characteristics and needs, boarding home care will be essential. ~~in the boarding home the placing agency can maintain very close supervision and can demand from the boarding mother special services for which she receives special compensation.~~

The United States census of children's institutions and agencies, which covered the first six months of 1923, showed an interesting situation with reference to methods of care. In that year approximately 220,000 dependent children in the United States were cared for away from their own homes by institutions and child-placing agencies, about 140,000 of them in institutions and 80,000 through placement. Of the children cared for away from their own homes less than 50 per cent were in institutions in 10 States, including West Virginia, and in the District of Columbia. ~~From 50 to 59 per cent were in institutions in Virginia and from 20 to 29 per cent in North Carolina.~~ ⁷⁴ It is possible that these percentages have changed considerably since 1923 in view of the development in child-caring work which has taken place in some of these States during that period. The census showed whole areas in which boarding home care had not been developed, free home placement being practically the only type of placement in family homes. ¹⁹ In ~~10~~ States, including Virginia, West Virginia and North Carolina, less than 2 per cent of the children

cared for away from their own homes were in boarding homes. Development of the boarding home plan is essential in these States if a well-balanced program of child care is to be maintained. The experience of the Virginia board in developing temporary boarding homes in and near Richmond, and in developing on a small scale, boarding homes for the treatment of problem children is valuable in this connection.

To summarize, among the essentials of an adequate program of State provision for dependent and neglected children are the following:

1. Adequate appropriations.
2. Freedom from political interference.
3. Appointments based solely on merit, high standards of education and experience required, and a salary scale sufficient to attract and hold qualified personnel.
4. Organization of the department so as to provide the most effective division of labor and of responsibility, and to promote harmonious relationships.
5. Emphasis on preventive and educational work and the development of local resources for social service.
6. Supervision of private and local child-caring agencies and institutions conceived and carried on in a spirit of cooperation and helpfulness and a desire to be of service in developing higher standards.
7. Administration of such specialized undertakings as child placing as nearly as possible in accordance with the standards of case work that have been developed by the best child-caring agencies of the country.

Next Sunday, May Day, is designated as Child-Health Day -- a day on which mothers and fathers, teachers and social workers, and all citizens throughout the United States, are asked to give special thought to the children. The President of the Association sponsoring that day, Secretary Hoover, has formulated as follows the things which all Americans

55x40

want for their children:

"The ideal to ~~which~~ which we should drive is that there should be no child in America that has not been born under proper conditions, that does not live in hygienic surroundings, that ever suffers from undernutrition, that does not have prompt and efficient medical attention and inspection, that does not receive primary instruction in the elements of hygiene and good health."

Organization of all State welfare departments in accordance with the standards which some of them are developing already, will go far toward fulfilling the responsibility which we all have toward the most appealing little ones within our States -- those whose parents cannot give them the care which is their birthright.

Thep.

THE DESIRED MINIMUM OF SOCIOLOGICAL INSIGHT FOR WORKERS WITH DELINQUENTS.

Twenty years ago I got up against it in dealing with some delinquents in a group of dependent boys. Partly by intuition and partly as the result of correspondence with the heads of certain institutions for delinquent and dependent children I became convinced I was not sufficiently equipped with psychology to handle these cases. I therefore decided to go to college "to get psychology". I got psychology, and fortunately I got an education as well as psychology, for later as a probation officer I discovered that neither biology, nor surgery, nor the study of the mind of insects nor of men was enough. Probation I found frequently failed, not because of weak-mindedness of the probationers, nor because of their dreams, or imitateness, or suggestibility, but most frequently because the homes in which girl probationers were placed proved to be centers of exploitation and social neglect, or the workshops in which boys were placed had no rational system of employment service or personnel management.

I confess that we discovered as probation and parole officers many cases of mental and physical weakness, the solution of which seemed to be humane institutional treatment for the whole life of the unfortunate. For these cases no amount of sociological manipulation could provide a safe normal life on the outside. But at the same time we found many paroled cases which relapsed after institutional discharge. Why? Apparently not because of the weak mentality of the individual, but largely because the same amount of work had not been expended upon the social environment from which the young delinquent came as had been spent upon him during his incarceration; that is to say, a type of social relationships and social attitudes had been developed in the individual during his period of institutional training but no parallel work had been done on his family, or his neighborhood, or his gang, or his community in general while he was away. Therefore we were faced with a case not of psychology, but of social and economic mal-adjustment which nullified all the good intentions of the paroled person and the kindly efforts of the parole officer.

This question of relapses on probation and parole suggests several others.

Why the long struggle over prison contract labor?

Why the failure of institution authorities to provide some stake for the new life of the discharged inmate?

Why are penal institutions located so frequently in deference to considerations of mere scenery or safety?

Who do we build fortresses instead of rehabilitation centers for the delinquent?

Why are probation and parole so often only names instead of facts given meaning through appropriate organization?

Why has the regime of silence persisted so long in prison administrative measures?

Why have we tolerated a negative system of repression instead of developing a system which would include at least some elements of positive and constructive discipline?

Why have we trusted our correctional machinery so fondly and been so

backward in attacking causal factors in the problem of delinquency?

Why does our system of criminal law continue to be a reproach - almost a scandal? And why are our criminal courts so laggard and steeped in legal formalism?

Partly at least because of our rudimentary social sense. Partly because we have looked at man individually and collectively from the mechanistic and legalistic rather than from the vitalistic or humanistic, or, if you please, sociological point of view. Partly because we have been pre-occupied with the finished product - a criminal, a juvenile delinquent, a criminal type - and failed to interest ourselves in the process by which the product is made.

In short, much of our failure is due, in the plainest English, to our illiteracy in the fundamentals of social science. We are frankly uneducated or badly educated. And when I say "we" I mean judges, prosecuting attorneys, probation and parole officers, wardens, superintendents, business men, and all or any of us who have assumed any leadership in promoting public welfare, peace, and sanity.

Granting that this unflattering picture be accurate, what is to be done? In the interests of common sense and moderation I shall attempt to sketch out only what may be assumed to be the minimum of social science equipment for any judge of a criminal court or court of domestic relations or juvenile court, or probation or parole officer, or executive of an institution for delinquents who conceives his job seriously or in the scientific spirit.

In the first place, he should understand thoroughly the normal life of society in order to get at the conditions under which normal citizenship may be expected to thrive. This study of the normal is the source of all the principles which may be applied legitimately to the handling of pathological and delinquent types. It may be true in a restricted sense that the normal may be deduced from its breakdown in the pathological. I am aware that Signora Montessori's great work for normal children sprang from her experience with the feeble-minded. We know, too, that vocational education has frequently radiated from institutions for the delinquent to schools for the great masses. The same may be said for eurythmics and certain other pedagogical devices. But in general we cannot work out our problem along that rather exceptional road. Science and common sense point the other way.

Now what are some of these normal social processes whose study should equip us to meet most effectively the delinquent, the abnormal, the a-social types or individuals who cause us so much concern?

We need to know something about social structure; how and why men form themselves into groups. This means primarily a clear understanding of what our really fundamental social institutions are, how they originate, how they are built up and how they are modified. It means, further, the services or functions of typical social institutions like government, the family, the school and religion. It includes a clear grasp of the dominating role of social customs and a scientific perception of the "purchase" of superstitions and their survivals. You will get my meaning if I state a basic sociological principle, namely, that men are controlled more by their beliefs than by their laws.

If you choose to call this social psychology I shall not object, since what we are after is an understanding that society is mental

relationship and that there is something which for want of a better word we call "social mind." To be specific and concrete, we need to know how this social mind works in, say, the gang; how it breaks out into mob frenzy; how it radiates by imitation to produce so-called waves of crime or suicide or business panic; how in its milder but often trying manifestations we call it fashion or craze; how it is fed by suggestion through the words or acts of vivid personalities or through moving pictures or the newspapers; how differently it acts when men are sick or tired and when they are fresh and vigorous. None of us are prepared to battle with anti-social forces unless we know the sociological processes which lie back of that subtle thing we call leadership. How does leadership arise? Can the led be taught to discriminate between sound leadership and roguery? Is the boss an excrescence upon the body politic or simply an organ suffering from atrophy? These questions the captains of our defensive army must answer and answer accurately.

I spoke of the control exerted by beliefs. This leads me to another element in our necessary equipment, namely an understanding of the institutions and forces which exist or might be developed for social control or social pressure. Social institutions (looking at them from the inside) exist primarily for the mutual benefit, comfort and safety of more or less like-minded persons. But viewed objectively they are equally agencies for control or for compelling or evoking certain approved types of behavior. That is, they may be used for either coercion or attractive education. For example, suppose you want to "Americanize" the newcomer from Europe or Asia. You may go at it with club and gun and boycott or expropriation as Prussia or Russia did in Europe or as Japan is doing it in Korea. Or you may do it as Turkey has been doing it in Armenia- by extermination. Or you may do it as England did in the new South Africa or as we have claimed to be doing it in America, that is, by friendly cooperation, with the "come hither" in the eye; by inviting to school and lodge, settlement club and labor union, political and industrial citizenship. You secure conformity to the approved social type by formation and not by deformation, by friendly suggestion and not by aggression. Penology has much to learn from the theory and practice of social control.

This leads to another thought. I wonder how many of our professional custodians of the public peace realize the profound socializing effect of leading the anti-social to accept social responsibility. It is true we have made the beginnings of honor systems and self government in prisons, jails and reformatories. Obermaier, Montesinos and other pioneers pointed the way three generations ago. But we still are far from utilizing fully the sobering, taming effect of responsible citizenship which any student of political science, sociology or modern industry will testify to. Nor have we grasped any more fully the fine art of using social motives as stimulus to good conduct. The adept in scientific management in industry, the production expert or the labor manager is beginning to lay hold of this unused instrument for inaugurating a more economical, just, prosperous and peaceful industrial order. The penologist may follow their lead with social profit.

I have already, by implication at least, suggested the need for an understanding of the distinctly economic aspects of social science. But they need more specific attention.

The police and our penal institutions are in a sense economic agencies, designed to cut off waste. They should become also positively productive through their regenerative and preventive work. Specifically the worker

with delinquents should know enough economics to be able to teach thrift, to manage an institution with some business acumen, to prepare his charges for assuming the responsibilities of industrial citizenship. Too often we have been content with fitting a man to pass a physical examination or to join a church, but have not equipped him to earn a decent living outside institutional walls. We fail on the side of industrial repatriation. The reclamation of human scrap was one of the most significant compensations for five war-torn years. We learned to utilize industrially men and women theretofore considered as economic waste or, to put it in its best light, as of only very marginal utility. And the empty cells of jails and prisons bore testimony to the social effects of that enforced salvage. Likewise the crippled human aftermath of war is being rehabilitated industrially, even though not to the extent of our vision two years ago. Nevertheless the lesson has been carried over into the field of peaceful industry and at least one state has already begun to reclaim its industrially handicapped. The penologist should not overlook either the example or the technique here involved.

In no other hands is vocational guidance more vital than in those of the worker with delinquents. Fifteen years ago on our probation staff in San Francisco we had a man whose chief business was the industrial placement of our charges. I am far from sure we did the job scientifically. I know better now how it should be done; in the meantime a body of economic and educational knowledge has been built up in that field. Every probation and parole officer ought to be familiar with the leading items in this literature, such for example as Brewer's Vocational Guidance; Kelly's Hiring the Worker; Link's Employment Psychology.

If you ask where this Sociological information can be obtained outside of a regularly-organized collegiate training course in criminology and penology my answer would be to select a few typical books as a minimum reading list. But first I should have to confess that so far no satisfactory elementary text in Sociology has appeared - at least none that satisfies sociologists. Nevertheless Blackmar & Gillen's Elements of Sociology, Ellwood's Sociology and Modern Social Problems, and Hayes' Introduction to Sociology have met with wide favor and have each of them high value. Ward's Dynamic Sociology and Applied Sociology are master works for one who gets beyond the rudiments of the science. For the study in brief of social evolution and the role of custom I commend unreservedly Keller's Societal Evolution. Macdougall's Social Psychology, and Social Control still hold the field in that phase of the science. The criminologist will catch many suggestive angles of his problem in Ross's Sin and Society. The relation of crime to social progress appears in such works as Hall's Crime and Social Progress, and to a certain degree in Carver's Sociology and Social Progress, or my own Theories of Social Progress. The social and economic background of delinquency stands out admirably in the series of New York Studies grouped together as West Side Studies, published by the Russell Sage Foundation. But the most elaborate study of this subject is of course Bonger's Criminality and Economic Conditions. Henderson's great four-volume compilation on Prevention and Correction abounds in suggestive material and might well serve as a general opening up of the subject. Finally if Dean Roscoe Pound gives us his promised work on Sociological Jurisprudence it ought to cap all these other studies and weld them together in masterly fashion for the student of delinquency who wants a really organic view of his field.

I suppose it will be admitted without question that no one is really educated to the point of being entrusted with responsible guardianship of the State unless he knows the elements of ordinary business economics.

These elements should include the fundamental factors in production, distribution and exchange, money and banking, the problem of unemployment, the significance of economic motives and perhaps some of the leading ideas in scientific management. Seager's text book on economics or Marshall, Wright & Fields's Readings in Industrial Problems, Hollander's Abolition of Poverty, Cantt's Organizing for Work, Tead's Instincts in Industry, or Marot's Creative impulse in Industry, and one of the standard works on labor problems such as Commons', Adams & Sumner's, or Carleton's would offer at least the entering wedge for such economic insight.

If it should appear that I have gone beyond the sailing instructions of our program committee and attempted to slip in a maximum instead of a minimum of social science equipment I shall plead not guilty. My best defense is to reiterate the questions with which I began and to point to our bitter and disappointing experience in dealing with the delinquent. I shall not repeat the hoary fallacy that the opening of a new school will close at least one jail. But I shall maintain boldly that only a profounder education in the social sciences will enable us to use our present defensive machinery of courts and correctional institutions as they should be used or to modify and improve them as they manifestly need modification and improvement.

The Filson Historical Society

Berkshire Industrial Farm
Canaan, N.Y. made
by J. Spencer Richardson

Vocational Training. This is one of the most important subjects which the report has to deal. Let us remind ourselves of two or three general points before discussing the matter with relation to the Farm.

Vocational training is that training which definitely fits one to earn a living by some form of skilled labor. In institutions it should be clearly differentiated from routine tasks connected with the daily institutional life, such as chopping wood, making beds, or digging ditches. Every boy in an institution for delinquents should have some part in the routine work for this is good training for the boy and is economical from the standpoint of the institution, but the "chores" can not be considered in any sense a substitute for carefully planned instruction under competent teachers.

Vocational training usually commences when boys are fourteen years old. A boy specializes in a trade, such as carpentry, printing, or machine shop work, and the instruction continues four years. At the end of this period he is fitted for skilled work along his particular line and he may expect to receive pay accordingly.

Between the ages of eleven and fourteen the training is termed pre-vocational. Leading children's institutions, like Mooseheart and the New York Orphan Asylum, and some public schools in New York City and elsewhere, are offering to children of this group a "finding" process. The course provides for instruction for a limited period in each of several subjects, in order that the child may try himself out and discover which he likes the best and for which he seems to be naturally most fitted. At Mooseheart, an institution located on a large farm, the range of subjects includes farming, dairying, carpentry, sign-painting, modeling, electric work, mechanical drawing, cement work, printing, blacksmithing, automobile repairing, motion picture operating. Each boy spends three months at each of these subjects, two-thirds of the time being devoted to the practical work and one-third to the theory or book side. At the close of the experience the superintendent, teacher, and boy together decide in which branch he is to continue for four more years.

Between the ages of seven and eleven the instruction may be called

preparatory vocational training. This consists usually of experience with a few simple tools and the making of small useful articles.

Let us now consider the vocational problem at the Farm. Two facts in particular are of special importance; first, 60 per cent of the boys are in the pre-vocational group, being aged from ten to fourteen, and 40 per cent are in the vocational group, being fourteen years old or over. Second, boys are usually released from the Farm by the age of sixteen, and the average length of stay of committed boys is two years, while that of surrendered boys is four years.

The Farm offers a good vocational training in agriculture. Last year the New York State Department of Education expressed its approval of this course by granting a subsidy of \$1144. All boys of the two highest grades, the seventh and eight, are required to study agriculture for five periods a week, of forty-five minutes each. The writer visited one of the classes. The subject under discussion was possible methods of improving the soil, and the boys were being encouraged to think for themselves upon a practical subject which their experience at the Farm had fitted them to appreciate.

The writer put this question to the class: "How many of you like farming well enough so that you think you will wish to make it your life work?" Only three out of the class of 21 raised their hands. "How many of you think you would like to follow some trade, such as carpentry, plumbing, or machine shop work?" Sixteen out of the remaining eighteen promptly raised their hands. The other two were undecided. A similar vote taken in any school for delinquents would have much the same result, for the population is made up of a very few devoted to book study, a comparative few fond of farm duties, and a large majority suited to manual trades.

Dr. McCord, after making a thorough psychological study of each of the boys at the Farm, wrote: "Most of these boys are motor-minded, and will find their life work in some of the trades. They should receive at the Farm adequate vocational and industrial training; such training is not at present offered. This necessitates a broadening and enriching of the program, including development along industrial lines and the beginnings

at least of the trades, if not considerable portions of them. This would constitute real vocational guidance, with a chance to select and serve a part apprenticeship with credit, such as is given in many vocational schools. In connection with the school work a certain amount of hand work should be given, such as basketry, rug-weaving, manual training, and so forth. The older boys should have a choice of some of the regular trades, especially automobile repair work, plumbing, carpentry, wood work, and so forth. The great difficulty in introducing these lines of work with the present size of the institution is the great expense of suitable instructors. There is no doubt, however, that with the start of such a program and proper advertising, the population of the institution might be easily increased."

Aside from the course in agriculture the Farm offers no other that can be termed vocational, that is, that definitely fits a boy to earn a living by some form of skilled labor. To be sure several small groups of boys receive a certain amount of practical experience respectively in carpentry, printing, machine shop work, and laundry work, as the following table shows.

	<u>Number of boys</u>	<u>Length of periods</u>	<u>Number of times per week</u>
Printing (no instructor for FOUR months)	3	3 hours	6
Machine shop*****	3	3 "	6
Carpentry*****	2	3 "	6
Laundry *****	10	3 "	6

The superintendent states that during the past eight years all of the School have assisted at one time or another in most of the additions and improvements to the plant. The boys had a share, for instance, in the construction of Gilpin Hall, the gymnasium, the dairy, the poultry house, the greenhouse, and the laundry. They helped to remodel the cow barns and piggery. They dug thousands of feet of ditches in connection with the laying of water pipes and later of lowering them below the frost line.

All of this work is excellent and valuable as far as it goes, but it can not be said to be the equivalent of vocational courses under trained instructors.

It is recommended that vocational courses under competent instruction be given, and suitable equipment be furnished, in carpentry, printing, machine shop work, plumbing, mechanical drawing and automobile repairing; and that as far as possible these courses be arranged so that they shall be approved as vocational training by the New York State Department of Education and be subsidized by the State.

From the standpoint of the boy's training it would be most desirable that they should remain at the Farm until reaching the age of eighteen. This would enable them to receive a certain amount of finding experience and then to specialize for a number of years in one subject. If, however, the stay of the boys can not be ~~thus~~ thus prolonged, it is recommended that ~~each~~ each receive a finding experience and then devote as long a time as possible to the subject for which he seems to be best qualified.

Population and Per Capita Cost. The average population has been about 100, the capacity of the Farm. The per capita cost for the year ending June 30, 1918, was \$425, and for the year ending June 30, 1919, it will undoubtedly be somewhat higher. The average of the per capitae of 14 leading juvenile reformateries throughout the country for the year 1916 was \$271. ~~XX~~ The smallest amount was \$150 and the largest \$562. The average of the populations of the institutions was 392. The smallest number in care was 50, and the largest 1201. The names of the reformateries with population and per capita of each follow.

	Population	Per capita per year
Lyman School for Boys (Massachusetts)...	448	\$281
Massachusetts Industrial School for Boys	221	372
New York State Agricultural and Industrial School for Boys	741	239
Ohio Industrial School for Boys	1201	174
Iowa Industrial School for Boys	430	374
Minnesota State Training School for Boys	217	412
Alabama Industrial School for Boys	375	150

	Population	Per capita per year
Massachusetts Industrial School for Girls	266	\$307
New York Training School for Girls	349	313
Ohio Industrial School for Girls	462	277
Indiana Girls' School	363	248
Iowa Industrial School for Girls	167	562
Minnesota Home School for Girls	193	381
Alabama Training School for Girls	50	150
Average	392	271

It must be borne in mind that the per capita have steadily increased since 1916, and for the current year will doubtless average 15 or 20 per cent higher than the figures given in the table, so that their average for the current year instead of being 271 will be in the neighborhood of 310 to 325. It will be observed that the yearly per capita cost of the Farm is at least \$100 more than that of the average of the 14 institutions.

In 1910 the Russell Sage Foundation made a study of the maintenance expenses of nine leading cottage institutions for delinquent children. The following table shows the average of the amounts expended by the nine institutions for the principal items of cost, and also the amounts expended by the Farm for the same items during the year ending June 30, 1918. To make allowance for the increased cost of the various items since 1910 an additional 50 per cent is added to each, and these amounts are also included in the table. It is felt that the increase of 50 per cent is a generous one, on the average, and that the comparison thus afforded between the amounts expended by the group of institutions and the Farm while not entirely accurate will give some basis of comparison:

	Average current expense for 1910 of 9 institutions per child	Same items increased by 50 per cent	Per capita Berkshire Farm for year ending June 30, 1918.
Salaries	\$64	\$96	\$168
Fuel and light	24	36	37
Provisions	40	60	80
Clothing and bedding	17	26	20
School expenses	22	33	2
Miscellaneous	42	63	118
Total	<u>\$209</u>	<u>\$314</u>	<u>\$425</u>

It should be remembered that first-class child-caring is expensive. Competent medical examinations followed by good treatment, psychological examinations, proper physical care, an adequate staff of able conscientious persons, academic grammar school education under good teachers and vocational training of a kind to fit children to earn a living—these constitute a program whose reflection will be found on the expense sheet. Many children's institutions point with pride to a low per capita, but fact the facts show that the advantages which they are providing are correspondingly limited. The conviction has been steadily growing among boards of trustees of children's institutions throughout the country that the best interests of the child must come first, and that within reasonable limits the money must be found to meet the cost.

Dietary. The dietary furnished to the boys for the week of March 16 to 22, 1919 was as follows:

March 16

Breakfast - Oatmeal, milk, sugar, bread, cornbread, coffee
Dinner - Potatoes, gravy, ham, bread, apples
Supper - Bread, apricots, cake coffee

March 17

Breakfast - Oatmeal, milk, sugar, bread, coffee
Dinner - Spaghetti, bread
Supper - Rice, sugar, bread, butter, coffee

March 18

Breakfast - Oatmeal, milk, sugar, bread, coffee
Dinner - Vegetable, soup, bread
Supper - Hominy, milk, sugar, bread, molasses cake, coffee

March 19

Breakfast - Oatmeal, milk, sugar, bread, cornbread, coffee
Dinner - Lima beans, bread
Supper - Hominy, milk, sugar, bread, cake, coffee

March 20

Breakfast - Oatmeal, milk, sugar, bread, cornbread, coffee
Dinner - Vegetable, soup, bread
Supper - Bread, butter, cake, coffee

March 21

Breakfast - Oatmeal, milk, sugar, bread, coffee
Dinner - Pork and beans, bread
Supper - Rice, milk, syrup, bread cake, coffee

March 22

Breakfast - Oatmeal, milk, sugar, bread, coffee
Dinner - Tomato soup, bread
Supper - Hominy, milk, sugar, bread, butter, coffee

The articles of food shown in the menus are plain, wholesome, and suited to growing boys. The writer understands that the coffee is a cereal preparation. A few suggestions may be made.

The breakfasts have a monotonous sameness that might be relieved by the introduction of other kinds of cereals besides oatmeal. Meat is found but once during the week. Dietitians believe that growing boys should have meat at least twice a week, and if possible, three times. The cheapest cuts of veal, lamb and beef are highly nutritious and can be made into appetizing stews of a variety of kinds. The proteid foods, such as meat, eggs, milk and cheese, seem not to be sufficiently represented in the dietary. Besides the meat, more milk should be added. There is

also a lack of potatoes; it is desirable that growing children should have potatoes once a day. The dietary is short on fresh vegetables, such as spinach, cabbage, and carrots, and also on fruits; for instance, the menus of March 17, 18, and 21 have neither fresh vegetables nor fruits. A supper, as of March 20, of bread, butter, cake and coffee is too light for a growing boy. The menus are prepared by a cook who is not a trained dietitian.

It is recommended that the dietary be supervised by Dr. McGord.

Staff. As has been said, the staff are paid minimum wages. Your Board will be fortunate if it is able to secure a competent business manager for \$75 a month and "home", for ordinarily it is necessary to pay for competent service at least from \$125 to \$150 per month and "home". The cottage mothers, who are refined, well educated, and capable, receive only \$25 a month. In many parts of the country it is now necessary for private households to pay \$40 to \$45 for servants.

The relief period of the staff is half a day per week and two weeks each year, with pay, with the exception of the for the teachers, who have the week ~~XXXX~~ ends free after Saturday noon and the usual school vacations; also each employee has from one to two hours' free time daily. Owing to the fact that the Farm is three miles distant from the nearest town and twelve miles from the nearest city, it is somewhat difficult for employees to spend their relief time away from the institution, and the consequence is that they often voluntarily forgo their time off. It is of the highest importance that those who mingle continually with children should take sufficient relaxation to insure keeping their tempers even and their judgments fair. For this purpose there is no substitute for absence from one's place of work.

It is recommended that the wages of the house mothers be increased to \$35 per month; that the relief period of the staff be increased to ~~XXXX~~ half a day per week and twenty-four hours every two weeks; and that the staff be encouraged to leave the institution during their free time as

as possible; and and that a room at the Farm be set aside and furnished ~~XXXX~~ for the exclusive use of the staff. If the room were made attractive and were provided with suitable magazines, games and fiction, and also with books upon children's work, it would unquestionably be a source of pleasure and profits. The staff appear to be unusually devoted to their work and they need to be encouraged to take sufficient relaxation.

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