1938

Social Service in the Indianapolis Schools

Marion L. Griffin

Follow this and additional works at: https://digitalcommons.butler.edu/grtheses

Part of the Education Commons

Recommended Citation
Griffin, Marion L., "Social Service in the Indianapolis Schools" (1938). Graduate Thesis Collection. 163.
https://digitalcommons.butler.edu/grtheses/163
SOCIAL SERVICE IN THE INDIANAPOLIS SCHOOLS

By

Marion LeRoy Griffin

A Dissertation Submitted in Partial Fulfillment
of the Requirements for the Degree
Master of Science

COLLEGE OF EDUCATION
BUTLER UNIVERSITY
INDIANAPOLIS
1938
FOREWARD

The most interesting part of this study is the opportunity it afforded to secure more information concerning the development and growth of an unusually comprehensive program of social service within a school system.

Investigation disclosed the fact that coordinated under one unit of service are several diversified but related fields of work administered by a staff of trained social workers who are directed by persons especially qualified for this work. Realizing that an efficient program of this type could have inestimable social values interest was further stimulated to obtain knowledge of the method and technique employed in its application. Just how much of such a program, if not all, could be introduced effectively to other school systems is a question.

The Indianapolis program of social service within its school system has developed slowly on the solid foundation of experience into one of generally sound social practice. A flexibility of program is revealed in which certain activities have been eliminated when wisdom indicated such procedure best.

An effort has been made to view objectively and interpret these data gathered from local sources as impartially as possible.

An expression of appreciation and thanks is extended Mr. William A. Hacker, director of the Department of Social Service and Special Education, to Miss Bertha C. Lemon, general supervisor of the Department and to other public officials for their cordial cooperation.

Grateful acknowledgment is also made to Dr. Albert Mock and Dean William L. Richardson of the Graduate Committee of the School of Education, Butler University, for advice and encouragement in the direction of this study.

M.L.O.

Indianapolis, Indiana, 1938
**TABLE OF CONTENTS**

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I.</td>
<td>INTRODUCTION</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>The subject discussed</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>The schools responsibility</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>The problem involved</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>The purpose</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>Limitations of study</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>Sources of data</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>Technique of method</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>Definition of terms</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>Summary</td>
<td>6</td>
</tr>
<tr>
<td>II.</td>
<td>HISTORY AND GROWTH OF THE MOVEMENT</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>Origin</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>Attendance and tardiness</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>Compulsory education laws</td>
<td>9</td>
</tr>
<tr>
<td></td>
<td>Provision for enforcement</td>
<td>11</td>
</tr>
<tr>
<td></td>
<td>Progressive trends</td>
<td>11</td>
</tr>
<tr>
<td></td>
<td>Individual treatment</td>
<td>14</td>
</tr>
<tr>
<td></td>
<td>Special education</td>
<td>15</td>
</tr>
<tr>
<td></td>
<td>Shifting emphasis</td>
<td>16</td>
</tr>
<tr>
<td></td>
<td>Summary</td>
<td>17</td>
</tr>
<tr>
<td></td>
<td>Diagram explanation</td>
<td>19</td>
</tr>
<tr>
<td>III.</td>
<td>NATURE, ORGANIZATION, ADMINISTRATION, PROBLEMS AND</td>
<td>21</td>
</tr>
<tr>
<td></td>
<td>COST OF THE DEPARTMENT OF SOCIAL SERVICE</td>
<td>21</td>
</tr>
<tr>
<td></td>
<td>Nature and function of the department</td>
<td>21</td>
</tr>
<tr>
<td></td>
<td>Purpose and aim</td>
<td>21</td>
</tr>
<tr>
<td></td>
<td>Scope of the department of social service and</td>
<td>22</td>
</tr>
<tr>
<td></td>
<td>special education</td>
<td>23</td>
</tr>
<tr>
<td></td>
<td>Administrative organization</td>
<td>23</td>
</tr>
<tr>
<td></td>
<td>Staff organization</td>
<td>23</td>
</tr>
<tr>
<td></td>
<td>Responsibilities</td>
<td>24</td>
</tr>
<tr>
<td></td>
<td>Division of service</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td>Activities</td>
<td>26</td>
</tr>
<tr>
<td>TABLE OF CONTENTS (CONT'D)</td>
<td>Page</td>
<td></td>
</tr>
<tr>
<td>---------------------------</td>
<td>------</td>
<td></td>
</tr>
<tr>
<td>Reason for unification of program</td>
<td>24</td>
<td></td>
</tr>
<tr>
<td>Special education</td>
<td>27</td>
<td></td>
</tr>
<tr>
<td>Method of referral</td>
<td>28</td>
<td></td>
</tr>
<tr>
<td>Problems</td>
<td>28</td>
<td></td>
</tr>
<tr>
<td>Causes of problems</td>
<td>29</td>
<td></td>
</tr>
<tr>
<td>Problems of relief</td>
<td>31</td>
<td></td>
</tr>
<tr>
<td>Relief policies and practices</td>
<td>31</td>
<td></td>
</tr>
<tr>
<td>Conditions affecting relief needs and influencing the social service program</td>
<td>32</td>
<td></td>
</tr>
<tr>
<td>Trends in relief</td>
<td>35</td>
<td></td>
</tr>
<tr>
<td>Building the budget</td>
<td>41</td>
<td></td>
</tr>
<tr>
<td>Source of funds</td>
<td>41</td>
<td></td>
</tr>
<tr>
<td>Cost of the department of social service</td>
<td>42</td>
<td></td>
</tr>
<tr>
<td>Summary</td>
<td>42</td>
<td></td>
</tr>
<tr>
<td><strong>IV. PSYCHOLOGICAL AND PSYCHIATRIC SERVICES</strong></td>
<td>47</td>
<td></td>
</tr>
<tr>
<td>Mental equipment and school adjustments</td>
<td>47</td>
<td></td>
</tr>
<tr>
<td>General purpose of the psychological and psychiatric service</td>
<td>48</td>
<td></td>
</tr>
<tr>
<td>Function of psychiatrist</td>
<td>48</td>
<td></td>
</tr>
<tr>
<td>Function of psychologist</td>
<td>49</td>
<td></td>
</tr>
<tr>
<td>Reports of psychiatrist and psychologist</td>
<td>50</td>
<td></td>
</tr>
<tr>
<td>Summary</td>
<td>51</td>
<td></td>
</tr>
<tr>
<td><strong>V. EMPLOYMENT CERTIFICATES</strong></td>
<td>55</td>
<td></td>
</tr>
<tr>
<td>Legal requirements</td>
<td>55</td>
<td></td>
</tr>
<tr>
<td>Guidance and counsel necessary</td>
<td>56</td>
<td></td>
</tr>
<tr>
<td>Conditions for granting certificates</td>
<td>56</td>
<td></td>
</tr>
<tr>
<td>Implication of trend in employment certificates</td>
<td>56</td>
<td></td>
</tr>
<tr>
<td>Safeguards</td>
<td>59</td>
<td></td>
</tr>
<tr>
<td>Summary</td>
<td>59</td>
<td></td>
</tr>
<tr>
<td><strong>VI. SCHOLARSHIPS</strong></td>
<td>61</td>
<td></td>
</tr>
<tr>
<td>Scholarship program</td>
<td>61</td>
<td></td>
</tr>
<tr>
<td>History and growth of scholarships</td>
<td>61</td>
<td></td>
</tr>
<tr>
<td>Purpose</td>
<td>62</td>
<td></td>
</tr>
<tr>
<td>Source of funds</td>
<td>62</td>
<td></td>
</tr>
<tr>
<td>Controlling policy developed</td>
<td>66</td>
<td></td>
</tr>
<tr>
<td>Applications</td>
<td>66</td>
<td></td>
</tr>
<tr>
<td>Basis of awards</td>
<td>67</td>
<td></td>
</tr>
<tr>
<td>Summary</td>
<td>70</td>
<td></td>
</tr>
</tbody>
</table>

111
# TABLE OF CONTENTS (CONT'D)

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>VII.</td>
<td>FIELD OF SERVICE AND STAFF</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Field of operation</td>
<td>71</td>
</tr>
<tr>
<td></td>
<td>The need for social workers</td>
<td>72</td>
</tr>
<tr>
<td></td>
<td>Liaison service</td>
<td>75</td>
</tr>
<tr>
<td></td>
<td>Visiting staff</td>
<td>75</td>
</tr>
<tr>
<td></td>
<td>Standards</td>
<td>76</td>
</tr>
<tr>
<td></td>
<td>Qualifications</td>
<td>76</td>
</tr>
<tr>
<td></td>
<td>Techniques and skills</td>
<td>77</td>
</tr>
<tr>
<td></td>
<td>Function and responsibility of staff</td>
<td>80</td>
</tr>
<tr>
<td></td>
<td>Extent of service and problems presented to staff</td>
<td>82</td>
</tr>
<tr>
<td></td>
<td>Fundamental causes of problems</td>
<td>84</td>
</tr>
<tr>
<td></td>
<td>A large per cent requires service</td>
<td>85</td>
</tr>
<tr>
<td></td>
<td>Evaluation of staff activities</td>
<td>90</td>
</tr>
<tr>
<td></td>
<td>Salaries</td>
<td>91</td>
</tr>
<tr>
<td></td>
<td>Newer trends in education and the social service department</td>
<td>92</td>
</tr>
<tr>
<td></td>
<td>Files</td>
<td>95</td>
</tr>
<tr>
<td></td>
<td>Case records and forms in use</td>
<td>96</td>
</tr>
<tr>
<td></td>
<td>Summary</td>
<td>96</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>VIII.</td>
<td>SUMMARY, CONCLUSIONS AND RECOMMENDATIONS</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Summary</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>Restatement of problems</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>Conclusions</td>
<td>105</td>
</tr>
<tr>
<td></td>
<td>Recommendations</td>
<td>111</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>APPENDIX</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>115</td>
</tr>
<tr>
<td></td>
<td>BIBLIOGRAPHY</td>
<td>123</td>
</tr>
</tbody>
</table>
Diagram 1. Showing the Method of organisation of the Indianapolis Department of Social Service and Special Education.  20

Figures

1. Showing expenditures for books from 1932-33 to 1936-37, classified by amounts for high school and elementary books, and the curve showing relative costs.  . . . . . . 34

2. Total number of cases and number of relief cases by years.  . . . . . . 37

3. Showing number of relief families of the depression period and the trend toward a normal relief load.  . . . . . . 39

4. Total cost of Indianapolis school budget and the cost of the Department of Social Service.  . . . . . . 43

5. Number of employment certificates by years.  . . . . . . 55
LIST OF TABLES

Table  Page

I. Cases classified by sex and problem 1935-36 30

II. Comparative report for a five year period 388
1932-33 to 1936-37

III. Showing an analysis of the work of the psychiatrist
and psychologist for the year 1936-37 50

IV. Individuals receiving certificates classified by age
and kind of first certificate 1935-36 58

V. Certificates classified by kind of certificates, sex
and age of those receiving certificates 1935-36 66

VI. Expenditures from each of the scholarship funds from
1926-27 to 1935-36 65

VII. Scholarship aid 68

VIII. Showing the number of pupils referred to the social
service staff classified by age and grade groups 85

IX. Showing the school enrollment for each year for period
of ten years, the number of visitors in the Social
Service Department, and average number of pupils en-
rolled per visitor 87

X. Showing school enrollment, the number of children
served per cent of enrollment, number of visitors,
and the average number of children per visitor from
1931-32 to 1936-37 inclusive 89

XI. Showing beginning salary for teachers and social
workers, increase for each year of training 93

vi
1. INTRODUCTION

The Subject to be Discussed. -- All school systems are facing the problem of pupil maladjustment. In urban centers where life is more complex, this problem is augmented by social forces and other environmental influences.

It is assumed as a postulate that school maladjustments because of their implication are fundamental problems of concern to the primary groups of society, the home, the school and the community. All of these share in responsibility for their solution and reduction. But this dissertation is concerned chiefly with the school's obligation in the matter and with the effort being made by Indianapolis school authorities in its solution.

The School's Responsibility. -- Lack of interest, failure, inability to progress and adjust to group and school life are problems based on multiple causes which prevent adequate adjustment and frequently lead to youthful delinquency and crime. The definite program of consciously directed treatment which is being intelligently applied by the Indianapolis school system provides material for study. For permanent success a program of this type must take into consideration the parents, that large body of lay-teachers, who hold a significant position for powerful educational influence. The Indianapolis program takes cognizance of their value. The smaller expert group of professional teachers who also occupy a curiously important role in the
prevention of school failure, delinquency, and other problems—a role which may include education of the parents—are connected with them by a liaison group, the school's social workers, or visitors. Parents and the home are usually, and naturally the greatest character-building forces in existence. And though the home is the most important cultural and moral training center for the education of youth, this does not preclude the fact that frequently this unit of society on which the nation is built does not function normally. For many and diverse reasons it is often a weak institution or a complete failure. But even were the home the universally perfect institution we would have it, there is need in this modern, highly complex civilization for other social institutions to supplement its influence. An alert community support is essential. Often we find an indifferent community and to the door of an indifferent community may be laid a large portion of the blame for the appalling problem of youthful crime. Short-sighted is such a community in its failure to recognize that unless all children get the best possible opportunity the community will suffer. But in any constructive, preventive program the school's place is of vast importance. And if there is to be a solution of these problems the school must make an effort to face them intelligently and to meet them as adequately as possible.

A complete social service program within a school system is interesting. The extent to which such a program might be successfully applied by other school systems is challenging. The most profitable
program of this type presented for study appears from research to be that maintained by the Indianapolis Public School system. The school system of this city appears unique in the creation or development of the most comprehensive plan of social service maintained within a school system in the United States. Here, coordinated under what is known as the Department of Social Service and Special Education, are five divisions of work which will be discussed more fully in the following chapters.

The Problem Involved. — The problem involved in this study is to analyse and interpret, within limitations, the program of work which forms the Department of Social Service of the Indianapolis School System.

Purpose. — This study was inspired by a keen interest in what appears as a unique and valuable school program of social service. The purpose of the study is to picture structurally and interpret as clearly as possible the operations of this program in order that there might be a more widespread knowledge and appreciation of its objectives and methods. As a final aim it is hoped that the presentation of its activities, based on careful study and analysis, may be of interest and value to other school administrators.

The study was undertaken in a constructive spirit. If what appear as defects or weak points in the program are pointed out, this is done in an entirely helpful and non-critical spirit.

The study hopes to answer such questions as the following:
A. What is the origin of the Department of Social Service?
B. What is the nature of the Department?
C. What is its purpose and scope?
D. What are the problems presented?
E. What are the types of service rendered? The techniques employed?
F. What is the advantage of tying these services into one unit?
G. What is the cost of this service to the Indianapolis school system, and the citizens of Indianapolis?

Limitations of Study. — Limitations of this study confine it to the Social Service division of the Department. Though the Special Education division is a part of this Department's setup, it will not be included in the study because its importance and comprehensiveness require separate and detailed treatment for proper interpretation. Nor can this dissertation hope to treat with equal emphasis each division of work coordinated under the Department of Social Service. The function of the Special Education Division will be explained briefly and allusions made to it when necessary.

Sources of Data. — In an effort to collect necessary data concerning similar departments in other school systems, research soon revealed a dearth of material. Aside from the visiting teacher program, which bears only some resemblance, the Indianapolis plan stands alone. From personal knowledge of a number of school systems and from information secured from local school officials it was found that there is no literature on this type of plan and no comparable program of other
cities for study. Use of the questionnaire method was therefore impossible. Unusual in its whole setup information concerning the Department of Social Service was necessarily secured personally from original sources. The data used in the study were secured mainly from the following sources:

I. Indianapolis school reports:
   1. Annual reports of the Department of Social Service and Special Education
   2. Report of the Trustees 1966

II. Public documents:
   1. State Industrial Board publications
   2. Fifteenth U. S. Census
   3. Statutes of Indiana

III. Current educational magazines and pamphlets

IV. Thesis of Miss E. O. Leming

V. Conference with public and parochial school officials

Technique of Method. — The technique employed in the dissertation is the analysis and presentation of available facts that seem to lend themselves to interpretation. Figures and tables are used to shed light not otherwise possible upon a subject which because of its abstract nature makes difficult any attempt at measurement by yardstick.

Definition of Terms. — An explanation of the occasional unavoidable terminology found throughout this study is as follows:

"school visitor", denotes the trained social worker of the school's
social work staff and these terms are interchangeable; the word "treatment", is not used in its limited sense but rather with the broad significance implied in the field of therapeutics; "maladjustment" a term applied with wider significance than its strictly psychiatric connotation, implies inability to adjust or difficulty in adjustment to varied situations in school life, and a "case", usually indicating, in social work, a child or a family who presents a problem for solution, in this study is considered, by the school, sometimes in its statistical reports as one of a number of problems.

The following chapters will attempt to touch the chief focal points of interest in an effort to interpret to the reader the work of the Department of Social Service of the Indianapolis schools.

Summary. -- This chapter shows (1) that pupil maladjustment is a problem which is troubling all school systems and that because of its social implications the problem should be the concern of the primary groups of society; (2) that the efforts made the Indianapolis school system to meet this obligation merit praise; (3) that the school, recognizing its responsibility in this problem, organized a program which includes among other activities a liaison service (social workers) between school and home, encouraging a good rapport with both who share in the responsibility for school maladjustment; (4) that the method employed to explain this program of service is by the analysis and interpretation of its varied activities; (5) that in its purpose to spread a knowledge of this program of service and picture it
clearly, it proposes to answer a group of pertinent questions concerning the origin, nature, purpose and scope, problems presented, services rendered, techniques employed, the advantage of unification of program and the cost to the City of Indianápolis; (6) it is necessary to limit the study to the Social Service division of the Department with only brief explanation of Special Education, which is one of the two main divisions of the Department; (7) that comparable programs for study are nonexistent and that the data were necessarily secured from original sources fortified with tables and figures and; (8) that the terms used throughout are clearly defined in their broadest sense.
II. HISTORY AND GROWTH OF THE MOVEMENT

Origin. — Historically the Department of Social Service had its origin in Indiana’s first compulsory education law which was enacted in 1897. In order to trace the growth of the Department a review of its development from its earliest history is necessary and emphasis must be placed on certain laws which particularly influenced that part of the school’s administration which dealt with the development of this service.

Attendance and Tardiness. — As the focal point of attack was originally on those venerable problems of tardiness and attendance, progressive changes naturally date from this first compulsory education law and the Child Labor laws which followed. The study of old reports discloses that these two problems of attendance and tardiness have ever confronted the school for solution. In the first annual report of the Indianapolis Public Schools there is an interestingly quaint revelation of these facts. The report was written in the school year 1865-66 by Thomas Elliot, President of the Board of Trustees, about twelve years after the free public school system was put in operation in Indianapolis. Commenting on these difficulties, the report reads:

"The practice of sending during school hours the punctual pupils after the truants and absentees, does not prevail among the teachers. In many cities it is thought best to do this and thus precious time of faithful boys and girls is consumed in searching for absentees. If we have in view the good of the
whole and not exclusively the good we may do an
individual offender, it would appear to me that the
good results thus brought about do not justify the
means resorted to in securing it, ¹

Attendance in those early days showed an average enrollment
in the schools of sixty per cent of the children of school age. This
was shortly after the close of the Civil War, and the City's enumera-
tion of children under the age of fifteen numbered 8,723. Of this
number 600 were in no school. An interesting contrast with the pres-
cent daily enumeration of children which shows more than 95 per cent
of school age children attending school. It was also estimated back
in the old days that in the attendance of those under fifteen years,
3,000 were daily on the streets.² Reports of this type reflect the
basis for later legislation which enacted laws for keeping children
of school age in school.

Compulsory Education Laws. — The law of 1897 required all
children under fourteen years to attend school twelve weeks a year.³
The ten years following the first compulsory education law are veiled
in obscurity, but in order to enforce the law, four truancy officers
were employed. We might assume from the traditional concept of an
attendance officer prior to the passage of this law, that probably

¹Bertha C. Lemos. Work of the Social Service Department of
(Trustee Report.)

²Report of Board of Trustees, Indianapolis Schools. (1866-66)

³Indiana Statutes 1897, 1913, 1921.
...the sole duty and objectives of the four truancy "officers" employed during this period were considered to be the enrollment of all children of school age in school. Great emphasis was placed on the eradication of truancy and tardiness. When irregular attendance persisted despite disciplinary effort the error of this idea became apparent. The importance of the child not merely attending and remaining in school but the necessity for his happy progression as well was finally understood. The need for making school a desirable interesting place became impelling. School officials were challenged to secure capable teachers who could enliven with interest and "sell" the subject matter being taught to children. However, the teacher's sphere was limited. The 1901 law went a bit farther, requiring children between the ages of seven and fourteen inclusive to attend for a period of not less than that of the public school in the school corporation where the child resided. This law was amended in 1913, to require all children up to the age of fourteen to attend school during the entire school year and until they had completed the fifth grade in the elementary schools. If children met these requirements they were permitted to seek employment certificates and go to work. Later the Child Labor Law demanded that children between fourteen and sixteen have employment certificates. This law was combined with the 1921 compulsory...
Education law. It was obviously necessary for both to be well articulated.

**Provision for Enforcement.** — With the enactment of these compulsory education laws came the necessity for enforcement. Enforcement officers were employed and poor relief funds were made available for those financially unable to provide wearing apparel and books for their children of school age, in order that the law might be invoked. There is an old bound volume in the office of the School Board containing 655 reports on truancy. These reports consist of blank forms in which the teachers have written the names of pupils they considered truants. Briefly they stated their own efforts to rectify matters by talks with the pupils and parents, but there is no record to indicate that any action was taken by an "enforcing officer." ⁶ There is also listed the enrollment of the Truant School for Boys, ⁷ an institution long since abolished, which was the forerunner of special classes and schools.

**Progressive Trends.** — Since 1900 education has made great strides probably the greatest of our social institutions. Gradually moving from a laissez faire theory which influenced thinking and social institutions including the school, for so many years, education finally emerged with a changed philosophy. Sounder objectives with more intelligent methods became the accepted procedure in the handling of school problems. Continuous changes have produced a system of education

---


⁷Ibid.
which now bears little resemblance to earlier types.

With the enactment of the 1913 compulsory education law came the beginning of progressive trends. The Department of "Truancy" was changed to that of "Attendance." For infraction of rules children were no longer "prosecuted." Serious attempts were being made to understand the child and the causes of failure and delinquency. Indianapolis leaders seem to have rather early discovered what Dr. Rosecrance, of Northwestern University found after a recent wide survey, namely, that the greatest problem in the attendance field is the, "education of teachers and school officials in accepting the adjustment conception of attendance work rather than the police conception."6

The turn of the century which brought tremendous changes in education, changes in philosophy, in size and kind of school populations also brought changes in problems presented, and in growth and expansion in the machinery of instruction and supervision. The newer concept of pupil adjustment was being accepted and put into operation, by 1907 a capable director, quite conscious of the implications involved in compulsory education law enforcement, was installed. He continued his work until 1911-12 with a staff of four assistants9 who were political appointees and not chosen for particular ability or training.

---


There was a consequent retardation in the attainment of his ideals. William A. Hacker, the present Assistant Superintendent of schools in charge of the Department of Social Service and Special Education, was appointed in 1918. An educator experienced in social problems, he is keenly concerned with their solution in the schools along the case work method of treatment. The continually progressive work and development of the Department is due largely to his untiring energy. He has upheld and promoted the high standards of the Department. With clear knowledge and understanding of political situations Mr. Hacker has been able to promote harmoniously the school's interest with both local and higher governmental units.

In 1919 the obligation of taking over the school enumeration work which was the basis for the granting of school funds, was added to the Department and the name, "school enumeration," was changed to that of "attendance and census." The work of attendance and the duty of issuing of work certificates was confined to the elementary schools until 1921, the year in which the attendance law was rewritten and combined with the Child Welfare law. From then on it required children to attend school up to the age of sixteen unless they had completed the eighth grade by the age of fourteen when they might, if necessity forced, obtain employment certificates for

regular employment.

Individual Treatment. -- Though attendance and tardiness were problems of great concern to the school system from its very beginning, little progress was made during the ten years succeeding the 1897 law. But there was an awakening to the fact that individual differences and abilities require individual treatment and opportunity. The first step toward individualized treatment of the truant was begun in Indianapolis in 1907. By degrees there evolved an understanding that school failures or dissatisfactions are usually symptoms of underlying causes which might make or ruin the child's foundation for adult life. The human and economic loss in the waste of failure and lack of adjustment was also being sensed, and while the school is an important factor for social welfare in providing a wealth of wholesome, organized experiences for the child it is, after all, only one of the many social forces which influence his life and crystallize the attitude toward himself and others which determine his character and achievement. The powerful influence of the home for weal or woe is of course paramount. The school can but supplement it.

As stated before, a changing concept of the school's responsibility was gradually developing, and a new approach to the problems of school children was evolving. There was a wholesome shift from the negative emphasis on punishment for lack of conformity to fixed patterns of conduct to a more positive and scientific attitude of seeking causes and understanding them. In short, the school was fitting its program to the child's needs and not vice versa. With the necessity for
knowing the individual child and understanding the causes of maladjust-
ments in cooperation with his teacher developed the constructive pro-
gram of social service. For the newer methods and treatment of school
problems Indianapolis owes much to Miss Bertha C. Leming. A member of
the visiting staff since 1917, she was appointed to the position of
General Supervisor of the Social Service Department in 1928. She has
constantly worked toward an increasingly higher standard of qualifica-
tion for her staff.

Special Education. -- A section of the Indiana Child Labor
law provides for the organization of special schools for retarded
children. There had been in existence in Indianapolis since 1888 some
 provision for special education. At that time it was a class for in-
corrigible and delinquent boys. Since then there has been a constant
extension of service to variously handicapped children with an increas-
ingly more enlightened approach.¹

The problem of mentally retarded and otherwise handicapped
children became so comprehensive, occupying such an important place
in present day education, that the Division of Special Education was
reorganized in 1931-32 by the late Superintendent Paul Stetson. Re-
vising and coordinating this work, he placed it under the administra-
tive authority of Assistant Superintendent Hacker with a general super-
visor in charge of this division of the Department's work. More will

¹ Bertha C. Leming, Work of the Social Service Department of
be said about the activities of this division in a following chapter though this dissertation deals primarily with the Social Service Division of the Department.

Shifting Emphasis. -- Following the enactment of the 1921 compulsory education law which required all children over fourteen and under sixteen years of age to complete the first eight grades before they would be permitted to withdraw from school and secure an employment certificate, there was added emphasis in the field work of the Department of Social Service in the upper grades and high school. This emphasis continued in the years following the development of a scholarship program. It was a perfectly natural and sound method of procedure until adjustment to the requirements of the new law and extension of scholarships could be accomplished. Prior to this, field work was confined almost exclusively to the elementary schools. Gradually in more recent years there has been an increasing and wholesome tendency again to stress the work with the elementary grades in an effort to discover symptoms and eliminate causes as far as possible earlier in the more plastic years of the child's life. By degrees a staff of properly equipped social workers or school visitors, trained in the social sciences and special case work techniques became an integral part of the school's system. In this way the old department of attendance and census with the original four attendance or truancy

---

"officers" gave way eventually to the present Department of Social Service with its staff of twenty-four trained social workers and an excellent system of administration and supervision. As a final step in progressive trends a psychiatric and psychological service has been added to the school's Department of Social Service and Special Education.

Summary. — This chapter shows (1) that the Department of Social Service had its origin in the compulsory education law; (2) that attendance and tardiness were traditional problems and the focal points of attack; (3) that the compulsory education laws, rather lax and limited in the early days, have constantly broadened to include higher age groups and an articulation with the employment certificate division resulting in increased school attendance with the need for making school a pleasant place better understood; (4) that with the compulsory education laws came the necessity for provision for their enforcement, and persons, usually political appointees, known as "enforcing" officers were employed for this service and poor relief funds were made available to those needing them; (5) that with the turn of the century came gradually a newer philosophy of education in which the adjustment rather than enforcement concept of attendance developed, and the "enforcing" officers were gradually replaced by trained social workers; (6) that the need for knowing and understanding causes of maladjustment was being sensed as the compulsory education law was extended and combined with the Child Labor law; (7) that maladjustments were now being understood as symptoms
of conditions which required knowledge of underlying causes for solution and that with a shift from the negative attitude of punishment to the more positive scientific attitude of seeking and understanding of causes, came the beginning of individualized or case work treatment of problems; (2) that with the understanding of individual differences came Special Education for meeting the problem of the mentally and physically handicapped; and (3) that the emphasis which had naturally been placed on service to the higher grades because of the extended age provision of the compulsory education laws is now being shifted wholesomey back to the lower grades.
Figure 1

Organization of Departments. -- The accompanying diagram shows graphically the set-up through which the Department of Social Service and Special Education of the Indianapolis Schools operates in attaining its objectives for the city's children.

The School Board consists of five members elected on a citizens committee ticket at the city's general election. The superintendent and his three assistants are selected by the Board. The superintendent as executive and administrative officer is responsible to the Board for the organization, personnel, administration, and general functioning of the whole school system. Upon recommendation one of the assistants is appointed by the Board to act as Director of the Department of Social Service and Special Education. He is responsible in turn to the Superintendent for the work of both divisions of this Department. Each division of the Department is in charge of a General Supervisor who is responsible to the Director of the Department. The school's visiting staff is under the immediate supervision of the General Supervisor of the Department of Social Service.

The division of Special Education is responsible for physically and mentally handicapped children.

The services of the psychiatrist and psychologist are shared by both the Social Service and Special Education divisions of the Department.
DIAGRAM 1. Showing the method of organization of the Department of Social Service.
III. NATURE, ORGANIZATION, ADMINISTRATION, PROBLEMS, AND COST OF THE DEPARTMENT OF SOCIAL SERVICE

Nature and Function of the Department. -- The Department of Social Service and Special Education of the Indianapolis schools is the administrative center for several related and coordinated fields of service offered to all the city's school children in order to solve problems of pupil maladjustment. As an integral part of the school system and, "... it acts as a clearing house for the school and other social agencies when coordination of services is necessary in the solution of problems of mutual interest." The Department combines in one visiting staff the service of attendance and that of visiting teacher which services usually comprise two departments in other school systems. The administration of relief to school children is included among its activities. On the basis of function the Department is separated into the division of Social Service and the division of Special Education activities.

Purpose and Aim. -- It is the purpose and aim of the Department of Social Service and Special Education to provide educational and personal services to individual children in the

Indianapolis schools in order to allow the fullest opportunity possible to all school children.

The immediate purpose of the Department is to discover and understand the causes of maladjustments in school children with the idea of rectifying and modifying untoward conditions whether they be problems necessitating material relief or others of deeper origin which prevent the maximum of efficient functioning. The ultimate aim of the Department as a whole is the same as that of the entire field of education - the production of a well adjusted, socially capable citizenry which as Glenn Frank says, is "the biggest contribution the schools can make to the health, happiness and security of our social order."^2

Scope of the Department of Social Service. -- In scope the work covers the city of Indianapolis. Children of all the city's school are eligible for the service of this Department which Department includes the elementary and secondary schools of both the public and parochial school systems.

If the democratic objectives of the school's program or to be attained it is necessary that certain fundamental material needs of the disadvantaged child be met. The supplying of these needs demands prompt attention. The large, time consuming part of the visitor's service which is absorbed in the administration to relief needs

---

of the child must be considered in any delineation of the breadth and
scope of school relief responsibilities.

W. A. Hacker, Assistant Superintendent and Director of the
Department of Social Service and Special Education, outlines rather
broadly the Department's responsibility to school children when he says:

The Social Service Department is responsible
for rendering such service as is necessary to keep
the greatest number in school, for the longest
period of time, under the best possible conditions,
with the greatest advantage to the individual child.

Administrative Organization. -- As stated, the School Board in
Indianapolis consists of five representative persons elected by vote on
a citizens committee ticket at the general city election for a term of
four years. The Board elects the superintendent of schools and his
three assistants. Upon recommendation the board appoints one of the
assistants to the directorship of the Department of Social Service
and Special Education. One especially qualified person is appointed
to serve as general supervisor of Social Service and another as gener-
al supervisor of Special Education.

Staff Organization. -- The personnel of the Department in
addition to the director consists of the general supervisor of Special
Education who supervises the work of sixty-three teachers, the general
supervisor of Social Service who directs a staff of twenty-four school
visitors. In addition there are two information clerks, five stenographers,

3W. A. Hacker, Report of the Department of Social Service
and Special Education, Jan. 1936, p. 7.
and one bookkeeper. All are under the general supervision of the director of this Department. The information clerks issue employment certificates and act as switchboard operators for the Department. The director of the Department and the two general supervisors are a part of the school's administrative staff.4

The school visitors of the staff have their districts of work clearly defined. For efficiency of technique the program of work is organized by dividing the city, its field of service, on the basis of school population, into four districts. Each school visitor is assigned to a certain number of schools in a particular district and is responsible for all of the children of that area needing her services. From the staff of visitors four are assigned to high schools and these act as assistant supervisors. All visitors have a daily schedule for office work and regular conference periods with their supervisors. In addition there is a weekly conference period at each school which provides a time when teachers and principals can discuss the problems of particular children with her. Conferences with parents, principal and teacher are held when necessary.5

Responsibilities. — The director has general responsibility for the whole Department. "The general supervisor is responsible for

---


the supervision of the field of work or visiting service; for the organization and assignment of districts for each visitor; for changes in method and procedures; and for the coordination of the various special activities."6 The staff meets once a week, on Saturday morning, and is presided over by the director. After this session is ended the four district supervisors meet with the general supervisor for a more intensive discussion of the work. District meetings are also held during the week.

Divisions of Service. -- The following five divisions of work comprise the main fields of service of the Department:

1. Special education
2. The Psychiatric and Psychological services
3. The employment certificate division
4. The scholarships
5. The visiting department—the staff

Originally the Department maintained two more divisions, that of evening school which was eliminated for lack of funds at the onset of the depression, and that of enumeration and census which was discontinued when an act by a special session of the legislature in 1932 made this division of the department's work unnecessary for estimating school revenue. This act put the estimation of revenue on the basis of average daily attendance rather than census enumeration.


In the correlation and integration of these divisions of work each associated service is free to follow certain techniques and principles, but the final responsibility for supervision rests with the director of the Department.

Activities. — Under the five above mentioned divisions fall naturally activities of the following type:

a. Home and school visiting—field work.
b. The distribution of material relief.
c. The awarding of scholarships.
d. The granting of employment certificates.
e. Cooperation between schools and other social agencies. \(^6\)
f. Clinical studies—psychiatric and psychological consultant services for staff.

Reason for Unification of Program. — Coordinated under the Department of Social Service are the number of activities concerned with related fields of service through which problems of maladjustments are solved. It is felt that in tying up the five divisions of work into one department or unit the Indianapolis plan combines economy with efficiency in that:

1. It is less expensive to operate one department.
2. It provides unified service to all schools rather than so-called special work in isolated centers.
3. It is less confusing to teachers, families and children to work with one visitor.
4. It prevents duplication of effort. A visitor who is not equipped to do all the work required is qualified for none of it.\(^5\)


\(^5\)Ibid.
The director and administrative heads of the Department occupy adjacent offices in the same building which facilitates cooperative planning.

Special Education. — This division of the Department occupies an important place in present day education, it has the function of providing suitable education for the city’s physically and mentally handicapped children. Special schools and special classes are maintained for crippled children; those with defective sight, speech or hearing; those in need of open-air treatment; and those who are mentally retarded and emotionally unstable— in short, it provides opportunity for the children who are unable to adjust to regular routinized class work. With few exceptions it has been the general policy not to isolate in special buildings the handicapped children. Instead groups of classes are placed in various parts of the city. The degree of retardation receives special attention. The Theodore Potter Fresh Air School for seriously under-nourished and protuberulous children, and the school for crippled children are the exceptions. Separate buildings were constructed for this purpose, because of the necessity for special equipment in caring for those groups.10 The transfer of children to special classes or schools for the solution of specific problems is effected in several ways — usually upon the recommendation of physician.

10 W. A. Hasker, Department of Social Service and Special Education, 1936-37.
psychiatrist, psychologist, or the school visitor. The general supervisors of the departments of Social Service and Special Education cooperate in any plan for the child's best welfare. The mutual helpfulness of these two divisions of the department's work, in effecting satisfactory pupil adjustment is invaluable. The psychological and psychiatric services, the employment certificate division, the scholarships, and the services of the visiting staff all are explained in the chapters which follow.

Method of Referral. -- Children are referred to the Department of Social Service by teachers of any of the city's schools, parents, relatives, other social agencies or individuals interested in the child's progress.

Problems. -- Some of the problems which bring children to the attention of the Department are behavior or personality difficulties, health, lack of interest in school work, academic failure, repetition of classes, retardation, non-attendance, employment, unwholesome school and home relationships, recreation, economic need and any other problems which might affect adversely the child's progress in school and his general normal development. While the school is the greatest common denominator for extensive service and occupies a strategic position for constructive assistance in meeting

---

these maladjustment problems wisely, probably unfair emphasis has been placed on the school with too little consideration of the other varied social forces which hourly educate informally the nation's youth. The home and the community also have grave responsibility.

Causes of Problems. -- Problems of maladjustment in school children are exceedingly complex. Influenced by and composed of numerous diverse factors they defy any attempt at simple analysis and generalized remedies. Environment, heredity, poor native equipment, emotional instability, lack of religious training, dangerous commercial amusements, neglect, bad example, and questionable companionship are some of the tangible and intangible factors which influence youthful behavior, the control of which no one social institution can claim a monopoly for blame or cure. Though emotional disturbances, personality difficulties, insecurity, family discord and bad environmental influences cause problems which have a deeper significance in pupil adjustment than economic need, the urgency of the latter frequently gives it precedence over the former.

The volume of relief is indicated in table 1, on the following page. Here are classified as to their frequency certain problems with their distribution according to sex. The table reveals, according to the statistical reports of the school's social workers, that 54,636 cases or almost one half of the total 70,783 problems presented to the school visitors in 1935-36 were relief problems. Health problems followed as the next largest group, amounting to 8,894 of the cases; truancy ranked third with 3,360 cases, and approximately one thousand more boys
<table>
<thead>
<tr>
<th>Problem</th>
<th>Total</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>70,763</td>
<td>37,371</td>
<td>33,392</td>
</tr>
<tr>
<td>Routine Check (One Contact)</td>
<td>6,643</td>
<td>3,518</td>
<td>3,125</td>
</tr>
<tr>
<td>Work Certificate</td>
<td>2,370</td>
<td>1,613</td>
<td>757</td>
</tr>
<tr>
<td>Scholarships</td>
<td>2,967</td>
<td>1,111</td>
<td>1,846</td>
</tr>
<tr>
<td>Health</td>
<td>8,594</td>
<td>4,132</td>
<td>4,462</td>
</tr>
<tr>
<td>Behavior in School</td>
<td>903</td>
<td>654</td>
<td>249</td>
</tr>
<tr>
<td>Behavior Outside of School</td>
<td>512</td>
<td>531</td>
<td>181</td>
</tr>
<tr>
<td>Part Time Employment</td>
<td>265</td>
<td>136</td>
<td>129</td>
</tr>
<tr>
<td>Parental Attitudes or Neglect</td>
<td>2,269</td>
<td>1,237</td>
<td>1,032</td>
</tr>
<tr>
<td>Family Problems</td>
<td>2,975</td>
<td>1,629</td>
<td>1,344</td>
</tr>
<tr>
<td>Tardy</td>
<td>545</td>
<td>288</td>
<td>117</td>
</tr>
<tr>
<td>Clinical Study, Mental</td>
<td>252</td>
<td>190</td>
<td>62</td>
</tr>
<tr>
<td>Referral to Social Agency</td>
<td>88</td>
<td>41</td>
<td>47</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>2,045</td>
<td>1,117</td>
<td>928</td>
</tr>
<tr>
<td>Working Illegally</td>
<td>79</td>
<td>65</td>
<td>14</td>
</tr>
<tr>
<td>Truancy</td>
<td>3,360</td>
<td>2,556</td>
<td>794</td>
</tr>
<tr>
<td>Kept Out by Parent</td>
<td>2,472</td>
<td>1,187</td>
<td>1,285</td>
</tr>
<tr>
<td>Relief</td>
<td>34,656</td>
<td>17,616</td>
<td>17,020</td>
</tr>
</tbody>
</table>

*Report of the Department of Social Service Indianapolis Schools.*
than girls fell into this group. Parental attitudes or neglect problems appear relatively large as do family problems indicating the need for social work. This table is interesting particularly because it gives some idea as to kinds of problems and their frequency in a year of social unrest and at a point before the recession when conditions in general indicated improvement.

The Problems of Relief. -- With the compulsory education laws requiring children to remain in school longer and the Child Labor law placing restrictions on the issuance of employment certificates many adjustments had to be made to meet the increased enrollment. The obligation of supplying relief to larger numbers resulted and added emphasis was placed on relief required for those children whose parents were financially unable to supply such things as clothing, books, carfare, and other needs. This group falls under the poor laws of the local government which state that books and clothing must be supplied to those children whose parents are unable to provide them. In this way only could the compulsory education law be invoked and no child be prevented from attending school.

Relief Policy and Practice. -- It is the policy of the Department to treat the placement of relief in homes as a case work problem. Each family's economic need is studied individually by a school visitor and relieved on a budget basis. The visitor of the various schools which the children attend purchases the supplies needed by them. The bills are later submitted to the township.
trustees for payment out of the poor relief tax funds. This is called emergency school relief. 12 It is natural that relief needs demand much of the school visitor's time especially was this so during the past eight abnormal years.

Conditions Affecting Relief Needs and Influencing the Social Service Program. -- As the direct relationship and effects of industrial and economic conditions are reflected in the community and in the school they naturally influence the school's program for the child in no small measure. Although the rise in school relief is much augmented by long depressed economic conditions, there are a number of situations and conditions of some permanence to be considered in addition to economic changes. They have been defined by school authorities as follows:

1. Prolongation of education resulting in older and more children of a family in school at one time, frequent inability of father to buy books for all.
2. Family traditions now fixed in the idea that children should be graduated from high school, secondary education being no longer considered the privilege of the few.
3. Standards of dress required for children are higher than formerly, especially in city schools.
4. Family standards are higher as a whole with increased demands on the wage earner.
5. More books and equipment are used.
6. Schools no longer encourage the practice of borrowing books; they prefer each child to have his own. 

Thoughtful study of the whole problem of school relief indicates that school books entered largely into it. Marion County, in which Indianapolis is situated, does not furnish text books free except to those classified as indigent. Economic depressions and un-toward industrial conditions have helped to create a major cause for increased school relief while frequent changes in texts, school supplies and equipment which must be bought contribute their share in placing a heavy burden on many parents. It has been found that groups unable to pay for school books and other equipment are, "those on direct relief, dependent children or children of large families."\(^\text{14}\)

For many years all books were either purchased by those using them or provided through county relief funds. The policy of providing books on a loan basis was also in vogue for a time but neither of these methods proved satisfactory. In 1935-36 a rental system was installed similar to that in operation at Gary, Indiana. It provides text books for pupils of the third to the eighth grade inclusive, with a variation of cost not exceeding seventy-five cents a semester. Many books are gifts to the school. After the complete inauguration of this plan it is expected that the rental system will finally balance the initial cost of the project and place the need on a democratic basis.

Figure 91 on the following page shows the economic value of the rental plan. There is in the resultant reduction of expenditures

\(^{14}\) R. A. Baeker, The Department of Social Service and Education. Report 1936-37, p. 7.
The above figure shows expenditures for books from 1932-33 to 1936-37, classified by amounts for high school and elementary books.

From the Report of Department of Social Service and Special Education, by W. A. Hacker, Director, 1936-37.
an approximate decrease of 74% for elementary books and a 28% decrease for high school books in the year 1936-37 over 1932-33 which was the year of highest expenditures.

The rental plan also makes books available to all children at the beginning of the semester. It does not extend to the parochial schools, which however, can secure all free books of similar text used by the public schools. The rental plan has not been in operation for a sufficiently long period in which to pass judgment. Under the old method books could not be given to indigent children until requests for free books and the actual need of the child had been verified. The books were then delivered to the hundreds needing them by individual order. Frequently the long periods of delay resulted in pupil failure, an economic loss to the community. With the rental plan in operation books are delivered at once and investigation of need is carried on during the semester with the Department assuming responsibility through this period and for the school term if the family is unable to pay. It also eliminates the disagreeable necessity of the recipient's name being registered with the township's poor when books might be the only form of relief requested. The money for the initial financing of this plan is drawn from the township poor relief tax funds as needed. There is indication of improved school operation. An entirely free text book system has not appeared feasible.

Trends in Relief. -- in considering relief activities as influenced by changing economic conditions, reflected in volume of
cases or problems and the per cent of them involving relief figure #2, on the next page, gives a vivid picture of interesting trends in relief covering an eleven year period. Prior to 1921, (not shown in the figure) the year in which the compulsory education law combined with Child Labor law resulting in increased number attending, a fairly level plateau was maintained for the proceeding three years showing that only 7% of the cases were relief problems. In the year 1921-22 the number increased to 17%, or 10% more than in the immediately previous three year period. A 10% drop occurred in 1922-23, but from then on until the latter part of 1929, including the early days of the depression, there was little variation in the upward curve of cases requiring relief. With the year 1929-30, there was a rapid, continuing, sky-rocketing rise, as shown in figure #2, which culminated in a peak of 64% of all cases as relief cases by 1933, indicating mainly economic conditions and increased attendance. At about this time the Federal relief program and the WPA program which replaced it put money into the hands of 1500 families. 16 A drop in relief cases to 61% of the total services resulted in 1933-34. Consideration must also be given at this time to the fact that in April, 1933, the responsibility for selecting boys for the Civilian Conservation Camp, was placed in the school's Department of Social Service. 16

---


FIGURE 2. TOTAL NUMBER OF CASES AND NUMBER OF RELIEF CASES BY YEARS
Older boys in families were being sent to the Camp and $25.00 per month of the $30.00 paid them was being allotted to parents or persons designated to receive it. Probably a clearer concept of the rapid increase in the volume of relief and trends which reflected economic conditions of the period may be obtained by quoting from the 1936 report of the Director of the Department. In this report he states that relief, "was provided for 1,862 families in the month of September, 1934, as contrasted with 2,006 families receiving relief during the whole school year of 1928-29."

Table II, on the following page, showing comparisons for a five year period, gives an idea of the volume of work and of the various activities. The total number of families and children served, is shown and the amount of money obtained from different sources and expended to relieve need and promote educational opportunity. From 1929 (not shown in the table) the number of families served increased to 11,912 in the year 1932-33. A decline in numbers followed until 1935-36 when there was an increase of 420 families over the previous year. Of the 11,600 families served in 1935-36, 4,501 or approximately 38% received school relief in the form of clothing, books, school lunches, car fare, or possibly all of these types of assistance. In 1936-37 the number of families aided fell to the lowest number since

---

17 W. A. Hacket, The Department of Social Service and Special Education, Report. (January 1936) p. 3.
<table>
<thead>
<tr>
<th></th>
<th>1932-33</th>
<th>1933-34</th>
<th>1934-35</th>
<th>1935-36</th>
<th>1936-37</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of Families</td>
<td>11,912</td>
<td>11,678</td>
<td>11,188</td>
<td>11,608</td>
<td>11,010</td>
</tr>
<tr>
<td>No. of Visits</td>
<td>42,546</td>
<td>41,889</td>
<td>46,573</td>
<td>49,462</td>
<td>46,231</td>
</tr>
<tr>
<td>No. of Children</td>
<td>19,984</td>
<td>18,973</td>
<td>17,941</td>
<td>16,741</td>
<td>16,132</td>
</tr>
<tr>
<td>Field Work</td>
<td>1,728</td>
<td>1,693</td>
<td>1,182</td>
<td>1,614</td>
<td>2,902</td>
</tr>
<tr>
<td>Work certificates</td>
<td>21,410</td>
<td>20,688</td>
<td>19,125</td>
<td>20,556</td>
<td>15,921</td>
</tr>
<tr>
<td>Total</td>
<td>21,410</td>
<td>20,688</td>
<td>19,125</td>
<td>20,556</td>
<td>15,921</td>
</tr>
<tr>
<td>Relief, public funds:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. of families</td>
<td>6,472</td>
<td>6,617</td>
<td>6,076</td>
<td>4,601</td>
<td>2,538</td>
</tr>
<tr>
<td>Amount of relief</td>
<td>$60,287.32</td>
<td>$55,975.90</td>
<td>$69,947.08</td>
<td>$45,056.84</td>
<td>$29,734.91</td>
</tr>
<tr>
<td>Relief, private funds:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Milk</td>
<td>2,409.04</td>
<td>6,452.30</td>
<td>2,062.84</td>
<td>960.34</td>
<td>407.30</td>
</tr>
<tr>
<td>Scholarships</td>
<td>13,707.36</td>
<td>13,618.67</td>
<td>15,163.97</td>
<td>14,158.77</td>
<td>12,858.52</td>
</tr>
<tr>
<td>Amount of relief</td>
<td>$19,116.40</td>
<td>$20,031.57</td>
<td>$17,326.81</td>
<td>$15,119.11</td>
<td>$15,282.82</td>
</tr>
<tr>
<td>Total relief</td>
<td>$25,525.44</td>
<td>$26,464.17</td>
<td>$24,690.75</td>
<td>$24,728.55</td>
<td>$22,488.82</td>
</tr>
</tbody>
</table>

the depression period. An interesting relationship in the variations and changes in employment and relief activities is indicated in this drop. In regard to scholarships, a continuous decline is shown from the school year 1932-33, when an unusual effort was being made to supply the needs of children. Gradually, except for a little increase in 1934-35, donations decreased. The shrinkage of private incomes reflected the general economic situation and in curtailment of contributions through the Parent-Teacher Associations resulted. Annual relief expenditure amounted to $67,464.32. Decreased expenditures of 1933-34 reflect efforts of the Federal and state aid programs, chiefly the Works Progress Administration projects, to aid families by means of employment.

The number of families receiving relief from public funds shown below in figure #3, is a vivid picture of eight depression years.

![Figure #3 Trends in Relief](image)

A trend toward normalcy in 1936-37, before the recession, may be observed in this figure. The reduction in relief reflects economic conditions combined with the effects of the rental system of school books. Clothing is usually purchased by the schools' social workers and bills are presented to the township trustees for payment. During the period of economic stress WPA sewing projects have furnished some clothing for school children and in the early years of the depression the American Red Cross assisted materially with new clothing for children. These figures indicate that much of the school visitors' time must be absorbed in relief investigations and other relief activities. It raises the question as to whether or not this time might have been spent more advantageously in solving problems of deeper implication.

The wisdom of including the administration of Scholarship Funds and the Employment Certificate division of work, closely affiliated fields concerned with relief problems, in the Social Service Department is obvious and will be more thoroughly appreciated when these chapters, which follow, are read.

Problems of school failures, repeaters and unadjusted youth in general, have an economic connotation with relation to the local community and to the nation. The cost per capita in Indianapolis for educating a child in the elementary grades during 1935-36 amounted to $74.56; for a high school pupil it was $112.84.

The method of estimating a school budget is as interesting a subject to many people as information concerning its source. The budget
is planned by a number of people.

Building the Budget. -- School budget estimates are prepared by the superintendent of schools, the business director, and other department heads. These are submitted to the School Board which then allows or adjusts them after public hearings, when the budget is adopted and the tax rate fixed. The budget is then reviewed by the Tax Adjustment Board of Marion County. This board may reduce the budget and tax levy, or it may recommend it to the State Tax Board as received from the School Board. If the Tax Adjustment Board reduces the budget and levy so that the School Board feels that it cannot operate the schools, then the School Board may appeal to the State Tax Board which board may increase the budget and levy. But in no case can the budget be increased above the amount fixed by the School Board.

Source of Funds. -- School funds are derived from State funds based on pupils average daily attendance, $700.00 per teaching unit, and certain municipal tax funds. The 1936-37 school levy was $1.07 per $100 property tax. The various sources of school funds are as follows:

1. Taxation real and personal property. (Municipal)
2. Common school funds
3. Congressional township fund.

19 Gilbert Hendren, Special Report Concerning Common School Funds.
20 Ibid.
4. State school support funds derived from gross income tax distribution.

5. Intangible tax.


7. Federal fund for vocational purposes.

8. State aid funds from State levy distributed to poor districts

9. $700.00 per teaching unit.

Cost of the Department of Social Service. -- As the director and general supervisors of the Department of Social Service are members of the school's administrative staff, their salaries are included in the school's general administrative expense. The school visitors' salaries are part of instructional costs of the school and constitute practically the entire expense of the Department of Social Service as a unit. For the year 1935-36 this cost amounted to $30,610.00 which cost was mainly salaries with some school supplies, etc. As of the year 1936-37 this cost amounted to $36,199.730.00 in relation to the cost of the Department of Social Service for the same year which was one-half of one per cent.

Summary. -- This chapter explains (1) the nature and function of the Department of Social Service as an administrative center where a number of diverse but related services are coordinated in a program for the solution of pupil maladjustments; (2) that the Department, comprised of a division of Social Service and a division of Special

---

*aInformation secured from the general supervisor, Bertha O. Leming, Department of Social Service. Office of the School Board.

*bibid.
Cost of the Department of Social Service
$30,410.00

Total Budget $6,199,780.00

Office of the School Board, Indianapolis, Indiana.

Indianapolis Public School and Teachers, Indianapolis Federation of Public School Teachers, Pamphlet, September 1936.
Education employs one visiting staff of social workers who combine
instructions, counseling, and the dispensation of the services of visiting
teachers, and of attendance, and also school re-
sal which are known as physical and social services; (2) the relief,
administrations; (3) that the Department provides educational op-
dportunity, behavior, and personality traits, and of academic need; (4)
opportunity on a democratic level as its main purpose and aim while ful-
filling its immediate purpose of solving problems of pupil readjust-
ment; (4) the scope of the Department as including all schools; public
your personality traits, health, and behavior); (2) that the
and parochial, secondary and elementary; (5) that the supplying of
the compulsory education law the local government must supply
fundamental relief needs of children, such as clothing, consumes a
certain relief needs through the public relief law; (10) that it is
a great deal of the visitors' time; (6) that the Department admini-
trative policy to treat the problems of social relief. An admis-
tive head is one of three assistant superintendents of schools, ap-
pointed to the position of director of the Department upon recommend-
the staff organization consists of a general supervisor of Special Edu-
cation and sixty-three teachers, the general supervisor of Social Ser-
vice with twenty-four social workers and stenographers, and clerks and
prolongation of education, large families, family traditions to be
bookkeeper to complete the Department's personnel; (5) that general re-
sponsibilities are lodged with the director of the Department, while
the general supervisor of the Department of Social Service is respon-
sible for supervision of the visiting staff, the coordination of services,
with the divisions of cases or problems, and per each of relief agency;
the divisions of service, and the activities under each division; (9)
else with a cooperative service covering five years ending June 18-69
the reasons of economy and efficiency in the unification of the pro-
gram; (10) that the function of the Special Education division is to
provide suitable educational opportunity for all physically or mental-
ly handicapped children who cannot adjust to school routine; (11) the
method of referral is by parents, individuals, social agencies or any
interested persons; (12) that among the many problems presented for solution are those of physical and mental defects, those of failure, truancy, behavior, poor personality traits, and of economic need; (13) that the causes of these problems of maladjustment are complex, those of deeper significance having their roots mainly in bad environment poor personality traits, health, and heredity; (14) that in order to invoke the compulsory education law the local government must supply certain relief needs through its poor relief law; (15) that it is the policy to treat the placement of school relief in homes on a case work basis for each child on a budgetary plan, with the school social workers making purchases and the Department submitting the bills to the township trustee; (6) that though industrial and economic conditions affecting the community and the school influence the school's program of service there are some conditions of permanence, such as prolongation of education, large families, family traditions as to the necessity of high school graduation, higher standards of living and the more books and supplies that are required; (17) with figure #2 and table #2, the trends in relief over a period of eleven years with frequencies of cases or problems, and per cent of relief cases, also with a comparative report covering five years ending 1936-37; (18) by means of figure #3, the number of relief families served during the depression period; (19) that affiliated services bearing on relief such as, scholarships and employment certificates, are wisely included in the Department's program and that failures and
repeaters are an economic loss; (20) that school budget estimates are prepared by the superintendent of school, business director, and department heads, reviewed by the Tax Adjustment Board; (21) that the funds are derived from certain state and municipal tax funds, and; (22) that the cost of the Department of Social Service amounts to $30,810.00 or one-half of one per cent of the total school budget.
IV. PSYCHOLOGICAL AND PSYCHIATRIC SERVICES

Mental Equipment and School Maladjustments. Problems of school maladjustment, academic or vocational, require consideration of the pupil's mental equipment. No matter how his innate traits and capacities may be modified by training and experience, it is necessary to know and understand them as all possible future modifications will depend upon this knowledge of the child's mental life. In any study of the child, an understanding of personality traits, special abilities and disabilities is essential, and while there is still need for objective personality tests, the age-level test is a helpful guide.

The endeavor to obtain through intelligence tests an objectified approach to the problems of the socially unadjusted is of course a great improvement over the old emotional subjective approach based on "common sense" and empirical knowledge. It is understood that only competent persons would give these tests, and that caution is necessary that no tag of "dull normal" be attached to the child with an I. Q. of between 80 and 90 labeling him throughout his school life as a somewhat hopeless case regardless of the fact that proper social treatment might rule out such unfavorable prognosis.

General Purpose of the Psychological and Psychiatric Service. ---

It is felt that as a measure of both educational achievement and mental capacity, the use of psychological tests is among the most valuable instruments for the guidance of young people along educational lines either academic or vocational. Through it the possibilities of directing school children, by wise counsel, into channels of educational opportunity that will equip them with vocations in harmony with their capacities and interests in preparation for an acceptable social adjustment, is significant. The results of these tests, when properly administered, are helpful as an index to the extent and limitations of ability and as such are valuable aids to the school visitor and teachers. Sometimes the aid of the psychiatrist helps in a clarification of relationship between class room achievement and misbehavior, through which a solution of the problem is attained.

In an attempt better to analyze many of the individual problems of maladjustment in school children and to assist the school visitors in working out specific plans for the solution of these problems, a part-time psychiatric and psychological service was provided for the Department in the year 1936-37. This service is available to both the Social Service and Special Education divisions of the Department and it is used jointly by both. The duties are as follows:

**Function of Psychiatrist.** --- The function of the psychiatrist is primarily directed toward presenting to the visitors of the Social Service Division the psychiatrist's understanding of causes of child behavior and only secondarily toward the treatment of the child referred. It was felt that the psychiatrist's time for the first year could be more profitably spent in
interpreting the referred case to the visitors. The psychiatrist felt that in this way the visitors would have a greater recognition of the problems and increased skill in dealing with them. The psychiatrist functions also as a staff consultant and makes examinations and recommendations necessary.

Function of Psychologist. — The primary function of the psychological service in the school system is to aid the social service workers, teachers, and parents in their effort to help the children make better adjustments to school situations. Conferences are held with social workers and teachers concerning such problems as poor class work, attendance and maladjustments in general. The reports used for making conclusions were from workers, principals, parents and other sources. Recommendations were made on the basis of facilities and agencies available.²

It has become the practice in the schools of Indianapolis to give group tests to first grade pupils in order to ascertain the capacities of the child early in his school life. The results of such tests are kept and guide the teacher throughout the pupils progressive school life. The psychologist supervises this testing which is given by the teachers.

The following table in the report of this division of service, as made by the director of the Department of Social Service and Special Education, give some idea of the kind of problems referred to the psychiatrist and psychologist, the type of service rendered, and the recommendations made.

TABLE III. SHOWING AN ANALYSIS OF THE WORK OF THE PSYCHIATRIST AND PSYCHOLOGIST FOR THE YEAR 1936-37

A. Report of Psychiatrist

<table>
<thead>
<tr>
<th>Problems for which cases were referred:</th>
<th>Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>Attendance</td>
<td>42</td>
</tr>
<tr>
<td>Disturbing behavior in school</td>
<td>21</td>
</tr>
<tr>
<td>Disturbing behavior out of school</td>
<td>8</td>
</tr>
<tr>
<td>Stealing</td>
<td>9</td>
</tr>
<tr>
<td>Sexual delinquency</td>
<td>4</td>
</tr>
<tr>
<td>Feeble-mindedness</td>
<td>1</td>
</tr>
<tr>
<td>Feeble-mindedness with epilepsy</td>
<td>1</td>
</tr>
<tr>
<td>Neurotic behavior</td>
<td>7</td>
</tr>
<tr>
<td>Failure in school</td>
<td>2</td>
</tr>
</tbody>
</table>

B. Report of Psychologist

<table>
<thead>
<tr>
<th>Problems</th>
<th>Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>Interviews</td>
<td>403</td>
</tr>
<tr>
<td>Problems--behavior and placement</td>
<td>219</td>
</tr>
<tr>
<td>Conclusions (total number of children)</td>
<td>546</td>
</tr>
<tr>
<td>Superior</td>
<td>9</td>
</tr>
<tr>
<td>Above average</td>
<td>17</td>
</tr>
<tr>
<td>Average</td>
<td>63</td>
</tr>
<tr>
<td>Low average</td>
<td>39</td>
</tr>
<tr>
<td>Very low average</td>
<td>19</td>
</tr>
<tr>
<td>Borderline</td>
<td>18</td>
</tr>
<tr>
<td>Feeble-minded</td>
<td>27</td>
</tr>
<tr>
<td>Maladjusted</td>
<td>116</td>
</tr>
<tr>
<td>Reading deficiency</td>
<td>15</td>
</tr>
<tr>
<td>Speech defect</td>
<td>10</td>
</tr>
<tr>
<td>Other deficiencies</td>
<td>14</td>
</tr>
<tr>
<td>Recommendations (total number)</td>
<td>478</td>
</tr>
</tbody>
</table>

TABLE III. (CONTINUED)

<table>
<thead>
<tr>
<th>Service</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Special attention</td>
<td>63</td>
</tr>
<tr>
<td>Promotion</td>
<td>9</td>
</tr>
<tr>
<td>Demotion</td>
<td>2</td>
</tr>
<tr>
<td>Transfer</td>
<td>8</td>
</tr>
<tr>
<td>Special education</td>
<td>32</td>
</tr>
<tr>
<td>Exclusion</td>
<td>36</td>
</tr>
<tr>
<td>Institution</td>
<td>56</td>
</tr>
<tr>
<td>Medical attention</td>
<td>56</td>
</tr>
<tr>
<td>Psychiatric service</td>
<td>10</td>
</tr>
<tr>
<td>Further study</td>
<td>56</td>
</tr>
<tr>
<td>Other agencies</td>
<td>11</td>
</tr>
<tr>
<td>Admission of ID's</td>
<td>56</td>
</tr>
<tr>
<td>Other recommendations</td>
<td>44</td>
</tr>
</tbody>
</table>

The psychological and psychiatric services are on a part-time experimental basis as a demonstration project. The project is being financed by the Indianapolis Foundation. This division of service is constantly proving its value as a scientific aid in the planning of a program adequately designed to meet the individual child's diverse needs, special aptitudes, and abilities. For the purpose of vocational guidance in planning a program adequately designed to guide the child into educational channels suited to his abilities, the value of this service is obvious.

It is hoped that these services, valuable to the child, the teacher, and the school visitor, in effecting satisfactory pupil adjustment will become a full-time service and permanent part of the school's program.

Summary. — This chapter shows (1) the necessity for understanding child mental life with the aid of mental testing also the danger of labeling a child of subnormal rating; (2) the purpose and value of the psychiatric and psychological service to the child and
school visitor in solving problems; (3) the primary function of the psychiatric and psychological service is a constructive one for the facilitation of solutions to maladjustment problems after a study of the situation is made; (4) that this division of service is operating and being maintained on an experimental basis as a demonstration project; (5) by reports of this division of work that mental defects, personality and behavioristic difficulties are mainly the types of problems treated and that vocational guidance is an aid in the solution of many.
V. EMPLOYMENT CERTIFICATES

Legal requirements. -- When the attendance law was changed in 1921 the Child Labor law was also rewritten and combined with it, and from that time on, children were obliged to attend school to the age of sixteen years, with one exception that the child of fourteen who had completed the eighth grade and who was compelled by circumstances to work might secure an employment certificate if regular employment were available.

Guidance and Counsel Necessary. -- Because a young person requesting a certificate to work may be severing his school connections forever, and frequently under grave pressure, the highest type of vocational guidance and counsel is necessary at this time. The opportunity for rendering a great service is in the hands of the issuing officers and the school visitors at this critical period in the child's life. Granting employment certificates is one of the most important activities coordinated under the Department's program of work, and it is the only phase of its work which shows a decrease in volume in the past six or seven years. Specific legal protection of the child is incorporated in the following excerpt:

The law states that employment certificates and minor's statement of age are highly important legal documents designed to protect minors in employment and to free employers from liability, criminal prosecution, action for damages under the common law in cases of
injury to minors and to ten per cent exist tax payable to the federal government.  

Condition for Granting Certificates. -- The State Industrial Board designates the two clerks who act as issuing officers. They issue certificates, under certain conditions, to all young persons between the ages of fourteen and eighteen years. These children may secure vacation or full time employment. If the employment is of a permanent nature and requires withdrawal from school a school visitor makes this recommendation only after a conference with school and home. Every effort is made to keep children in school and certificates are not advised for children under sixteen years of age unless the school's record of the child and his home conditions give little promise of school success.

Implications of the Trend in Employment Certificates. -- The trend for eleven years in the number of children receiving employment certificates shown in figure #6, page 55 indicates a direct relationship between general economic conditions and employment. A comparison with the year 1926-27, when there were 4,868 children receiving employment certificates, with that of 1934-35, a period of eight years, shows a sharp decline to 1,182 children receiving certificates. There is a decrease to about one-fourth of the earlier number. The only rise

1 "Rules and Regulations for Issuing Certificates to Minors."

**FIGURE #5. Number of Employment Certificates by Years**

during this period of almost continuous descent occurred in 1929-30 when almost 700 more certificates were issued to children than in the previous year - an eloquent commentary, on the efforts being made in these early days of the depression by young people attempting to fill the positions of displaced traditional breadwinners. It is also coincident with the increase in school relief. Little success in children's efforts to secure employment is shown by the continuous descent until 1935-36. From this date we see an upward trend to the year 1936-37, indicating increased opportunities for young persons. But this improvement affected chiefly those eighteen years of age or older and the highest number (2,509) in 1936-37 was scarcely above the level of 1931-32.

At present there are no data available as to kind of work, length of employment, or changes of occupation for each individual. Through the resourceful planning of the school visitors many children are helped to remain in school and complete as much work as possible before withdrawing to enter commercial or industrial work. 4

Safeguards. -- The law states specifically in Section 16 of the School Attendance-Child Labor law, 5 under rules and regulations for issuing certificates, that those authorized "... shall issue such certificates only to a minor whose employment is necessary and not prohibited

---

4Ibid.
by law, and only upon receipt of the following four documents herein, referred to as (1) proof of age; (2) proof of physical fitness; (3) proof of schooling and proof of prospective employment." In addition to these safeguards it has for years been the policy of the Social Service Department to keep as many children under sixteen years as possible in school. When the NRA code prohibited the employment of young people under sixteen years for full time jobs and the Federal Children's Bureau in September 1932 inquired as to how many certificates had been revoked as a result of this law, the Bureau found that Indianapolis enjoyed the distinction of having only one certificate in force. Though the State Child Labor law provides that employment certificates under stated conditions may be issued to children between the ages fourteen and sixteen years the current applications on file in the office of the Social Service Department comprise an age group of sixteen to eighteen. This practice has been maintained generally despite the slight rise in the year 1929–30.

Table V and VI, on the following page, give some idea of the individuals receiving certificates. In table V those receiving first certificates are classified by age of student, sex and kind of certificates granted. It is interesting to note that only six children,


7 W. A. Backer "Department of Social Service and Special Education," Annual Report, 1936.
TABLE IV. INDIVIDUALS RECEIVING CERTIFICATES CLASSIFIED BY AGE AND KIND OF FIRST CERTIFICATE 1935-36

<table>
<thead>
<tr>
<th>Kind of Certificate</th>
<th>Total</th>
<th>14</th>
<th>15</th>
<th>16 &amp; Over</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Boys</td>
<td>Girls</td>
<td>Total Boys</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1814</td>
<td>103</td>
<td>91</td>
<td>12</td>
</tr>
<tr>
<td>Regular</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Vacation &amp; Holiday</td>
<td>289</td>
<td>103</td>
<td>91</td>
<td>12</td>
</tr>
<tr>
<td>Minor</td>
<td>1639</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

TABLE V. CERTIFICATES CLASSIFIED BY KIND OF CERTIFICATES, SEX, AND AGE OF THOSE RECEIVING CERTIFICATES 1935-36

<table>
<thead>
<tr>
<th>Kind of Certificate</th>
<th>Total</th>
<th>14</th>
<th>15</th>
<th>16 &amp; Over</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Boys</td>
<td>Girls</td>
<td>Total Boys</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1839</td>
<td>103</td>
<td>91</td>
<td>12</td>
</tr>
<tr>
<td>Regular</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Vacation &amp; Holiday</td>
<td>271</td>
<td>103</td>
<td>91</td>
<td>12</td>
</tr>
<tr>
<td>Minor</td>
<td>1662</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

From Report on Department of Social Service and Special Education, Jan. 1, 1930, Paul Stetson, Supt. of Schools.
boys of the ages of fifteen, had regular employment certificates issued to them, and that a comparatively few vacation and holiday work certificates were received by young people under fifteen years. The greatest number of children receiving employment certificates of permanence were sixteen years of age and older. The majority was considerably older than sixteen. Table VI, which does not emphasize first certificates shows much the same picture as table V except that there were more applications from the oldest group, and in both statistical reports the number of boys receiving work of any kind predominated over girls.

Summary. -- This chapter shows (1) the importance of legal protection and that proper guidance and counsel when young persons apply for permission to work cannot be overestimated; (2) that when a young person applies for permission to work the situation is usually serious requiring expert guidance; (3) that conditions for granting employment certificates are restricted to young persons between fourteen and eighteen years after the home and school are consulted; (4) that implications in the trend of employment certificates granted indicate a relationship between economic conditions and employment, and that resourceful planning and wiser counseling help children to remain in school in order to complete a desirable training period; (5) the safeguards necessary to the protection of youth are specifically stated in the School Attendance-Child Labor law which requires that employment be necessary and that proof of age, fitness, schooling and employment be furnished; and (6) with
aid of a figure and tables, the age level affected, and the number of certificates issued with regard to sex.

The findings indicate a dominant relationship between accessibility of the transport of motor vehicles, except bicycles, and the age level attended. The practice of issuing certificates is based on age and gender. The number of certificates issued is not

The data regarding the age level of children attending schools and the number of certificates issued with regard to sex.

The findings indicate a dominant relationship between accessibility of the transport of motor vehicles, except bicycles, and the age level attended. The practice of issuing certificates is based on age and gender. The number of certificates issued is not
VI. SCHOLARSHIPS

The Scholarship Program. -- Scholarships are another correlated activity of the Department of Social Service. Several sources of funds for high school and college scholarships are available to both public and parochial high schools. The granting of scholarships is based on need and scholarship.¹

History and Growth of Scholarships. -- Shortly after the World War a large group (151) of eighth grade graduates were planning to withdraw from school. Their plan and decision naturally was of great concern to school officials. But it so happened that at this time a national interest in the Back to School movement trailed the World War and a group of Indianapolis people interested in child welfare and progressive education, began to work earnestly for this educational goal. Through their interest, the scholarship program of work may be said to have had its inception in 1920, although it was not actually put into its present form of operation until 1926. In 1920 William A. Hacket, Director of the Department of Social Service and Special Education, held a conference with Mrs. Curtis Hodges, President of the Parent-Teachers Association, and Mrs. George Johnson, Chairman of the Civic Committee. At this conference it was decided that interested club women could help in a follow up study of these 151 children who were planning not to advance

¹Department of Social Service and Special Education. Report on Policies made to Indianapolis Council of Social Agencies. 1937.
beyond the eighth grade. The study revealed that the greatest cause for these children not continuing their education was economic. Determined that disadvantaged students who qualified should not be deprived of further education, this group of public-spirited citizens used the findings of the study as a basis for its concentrated efforts, which resulted in the immediate return of one hundred of these young people to school and the ultimate plan for a permanent scholarship fund. A campaign to secure funds was begun.

**Purpose.** -- The purpose of the scholarships is to promote a democracy of education by enabling all students of ability to continue in school. Young people who would be forced to withdraw from school because of economic necessity are aided to a completion of their education. Any student who reveals talent or interest in vocational academic, professional, or commercial courses together with a desire to progress is eligible for consideration.

**Sources of Funds.** -- Until 1922 the money accumulated from numerous projects by the Parent-Teacher Associations was used for various purposes. At this time it was decided that this money should be used for scholarships, and that the scholarship fund be administered by the Social Service Department. The president and officers of the Indianapolis Council of the Parent-Teacher Associations met with school officials and began to develop a program that would meet more

---


3Ibid.
adequately the increasing scholarship demands. By 1922-23 a definite program was established by these two groups which has continued until the present time. From 1925 the Indianapolis Foundation, the Federation of Parent-Teacher Associations and interested individuals have provided money for high school and college assistance. Some of this money has been expended for emergency school relief. The Indianapolis Foundation and the Parent-Teacher Associations, the largest donors, have cooperated in their efforts and have contributed funds sufficient to meet the educational needs of a vast army of young future citizens in preparation for a vocational and professional careers.

The council of Parent-Teacher Associations gives graduates of the eighth grade who need assistance financially a chance to enter high school for the freshman and sophomore years. It provides carfare and lunch money for beginners in high school and pupils up to the age of sixteen years. Approximately from $1,800 to $4,000 has been provided annually for this purpose. The average age of these students is sixteen years. Up to this age there are public funds to supplement these scholarships, but there were no scholarships for junior and senior pupils. An awareness of this need developed and increased interest in scholarships continued. By 1925, principals and teachers were regretting the loss of promising high school graduates who could not continue higher education in college. Interested people enlisted the cooperation of the director, and the members of the board of directors of the Indianapolis Foundation, which is a combination of charity trust funds. This resulted in the Foundation setting aside, in 1925, $6,000
to be granted annually from its A. P. Fethis Trust Fund, and $6,000 to be granted annually from the Delavin Smith Trust Fund for upper classmen in high school and freshmen and sophomores in college. The total amount is approximately $12,000 annually. Since 1927-28 to 1935-36 the money granted by the Foundation has varied from a little more than $10,000.00 to almost $15,000.00 annually. The money is turned over to the school's Department of Social Service for administration. In order to qualify for this aid pupils must be over sixteen years of age, maintain a "B" average in academic work, and continuance in school depend upon the need. The Altrusa Club sponsors a rather complete national program of vocational guidance. It maintains a fund used partly for high school scholarships and partly as a loan fund for advanced mature girl college students. Grants from the Lahn Memorial Fund which were used as loans to college students have been diverted to other fields of service. The McCoy Scholarships for colored children represent the interest from the estate of Mr. McCoy, a school principal. Clubs, sororities, and individuals also contribute to the fund. The Exchange Club makes grants of money at various times to high school boys. All scholarships except those from the Lahn Memorial Fund and the Altrusa Club have been gifts. A comparatively complete program covering the four years of high school and Junior College has been developed. More emphasis in recent years has been placed on helping high school students complete their studies.

Table VI, on the following page presents illuminating figures for the expenditure of Scholarship funds over a period of eleven years,
<table>
<thead>
<tr>
<th>Year</th>
<th>Parent-Teacher Association</th>
<th>Indianapolis Foundation</th>
<th>Other Funds</th>
</tr>
</thead>
<tbody>
<tr>
<td>1925-26</td>
<td>$1,415.62</td>
<td>$5,619.44</td>
<td>$382.76</td>
</tr>
<tr>
<td>1926-27</td>
<td>1,991.84</td>
<td>8,787.62</td>
<td>433.61</td>
</tr>
<tr>
<td>1927-28</td>
<td>1,660.00</td>
<td>11,101.17</td>
<td>347.30</td>
</tr>
<tr>
<td>1928-29</td>
<td>1,590.00</td>
<td>11,342.40</td>
<td>604.43</td>
</tr>
<tr>
<td>1929-30</td>
<td>1,736.00</td>
<td>11,625.45</td>
<td>551.89</td>
</tr>
<tr>
<td>1930-31</td>
<td>1,829.60</td>
<td>14,710.25</td>
<td>590.65</td>
</tr>
<tr>
<td>1931-32</td>
<td>2,275.00</td>
<td>12,460.52</td>
<td>1,363.00</td>
</tr>
<tr>
<td>1932-33</td>
<td>3,289.11</td>
<td>10,888.56</td>
<td>4,418.71</td>
</tr>
<tr>
<td>1933-34</td>
<td>2,809.56</td>
<td>10,093.24</td>
<td>7,365.77</td>
</tr>
<tr>
<td>1934-35</td>
<td>1,995.55</td>
<td>11,975.49</td>
<td>4,464.39</td>
</tr>
<tr>
<td>1935-36</td>
<td>2,672.32</td>
<td>10,500.32</td>
<td>2,355.55</td>
</tr>
</tbody>
</table>

The above table covers expenditures from 1925-26, date of the establishment of the current program, to 1935-6. As scholarship money is budgeted there can be little variation in expenditures. Fluctuations in funds reflect economic conditions. Considerable decrease is shown in funds other than those of the Indianapolis Foundation and the P. T. A.


*Figures of 1932-33 to 1935-36 inclusive, were obtained from school reports.
Controlling Policy Developed. -- The general policies controlling the awards and distribution of the Scholarships were developed by a committee composed of a member of the faculty of each high school, the director of the Social Service Department, and the high school visitor of that department.  

Applications. -- Schools, social agencies, friends, relatives, students, or visitors of the department make application for high school scholarships. High school principals submit college applications. Information concerning the student's achievement in scholarship, force of character, leadership, and unusual abilities is given in a personal letter from the principal and a statement from the student covering his school activities, the subjects in which he is most interested, the work contemplated in college, and his vocational ambition accompany his application. Investigation into the school record, family history, economic status, ability, personality, and health of the student as well as his vocational plan is made by the staff of school visitors.

High school scholarship applications are considered at weekly meetings of the committee. College awards are made at the close of each school year.


5 Ibid.
Basis of Awards. -- Awards are made on the basis of individual need by a budgetary plan, and scholastic attainment. In some situations clothing and books are furnished. High school scholarships range from $1.00 to $8.00 a week. They are continued as the student qualifies and needs them.

The scholarship secretary meets weekly with the new students and underclassmen who have high school scholarships and must report at a set period. For some of the upperclassmen whose problems are familiar to her, bi-monthly interviews are sufficient. Personal problems of high school pupils and their school progress are rather closely followed. Counseling and supervision of high school students is the work of the four district supervisors, while the final responsibility is lodged with the case work supervisor of the Department of Social Service.

The following figures in table VII, on the next page show the number of children in high school and college with scholarship aid, from the year 1920 to and including 1926-27. The number of students receiving funds in college has been greatly reduced in order to conserve as much money as possible for high school aid. Only five college scholarships were awarded to freshmen in 1924 as compared with from fifteen to seventeen in previous years.6

6A. Hacker, Department of Social Service and Special Education, Indianapolis Schools, Annual Report, 1926-27.
TABLE VII. NUMBER RECEIVING SCHOLARSHIP AID

<table>
<thead>
<tr>
<th>YEAR</th>
<th>CHILDREN</th>
</tr>
</thead>
<tbody>
<tr>
<td>1920-21</td>
<td></td>
</tr>
<tr>
<td>1921-22</td>
<td></td>
</tr>
<tr>
<td>1922-23</td>
<td></td>
</tr>
<tr>
<td>1923-24</td>
<td></td>
</tr>
<tr>
<td>1924-25</td>
<td></td>
</tr>
<tr>
<td>1925-26</td>
<td></td>
</tr>
<tr>
<td>1926-27</td>
<td></td>
</tr>
</tbody>
</table>

The above numbers do not indicate different individuals holding scholarships during the period of seventeen years, as some pupils who merited Parent-Teacher Association Scholarships continued to need and qualify as upperclassmen. They were transferred to other scholarships. It will be noted that not a great increase in numbers occurred during the first ten years in which scholarships were available, but with the increase in economic depression the rise continued, reaching a crescendo for the period in the school year 1934-35, with a gradual decline from then on, reflecting two years of somewhat improved conditions. More assistance than in the past has been needed by the students already attending and emphasis has been placed on helping them continue rather than starting new students with inadequate provision.

7W. A. Hacker, Department of Social Service and Special Education, Indianapolis Schools, Annual Report, 1936-37.

8Ibid.
Garcia and lunch money are frequently difficult for many families to provide. Scholarships are often given for this purpose. They vary in amounts from ten street car tokens per week with a money value of sixty-two and one-half cents for the upperclassmen to an allowance of $5.00 and sometimes $8.00 per week to juniors and seniors. Parent-Teacher Associations Scholarships average $12.64 per year per person during 1920-21. Foundation Scholarships averaged $126.64 per person and ranged in total amounts awarded to individuals from $6.00 to $540.00. The college scholarships ranged in amounts awarded from $25.00 to $999.00, the average per student being $296.21.8

All funds for scholarships are used for that purpose only. Administration is paid for by the Board of School Commissioners.

The Scholarships have set and continue to meet a very definite need in the student-aid program. The amount of the school visitor's time required in the study of individual situations in order that suitable awards may be made and money wisely expended is manifestly large but essential in extending educational opportunity to children. The careful counseling and guidance necessary in the awarding of scholarship is given.

---

Summary. — This chapter explains (1) that scholarships are another activity correlated in the program of the Department of Social Service and that several sources of funds are available to high school and college students of both public and parochial schools; (2) that it had its origin in a group of public-spirited citizens who were part of a national movement, after the World War, interested in a "back to school" crusade; (3) that a study of 161 children who were leaving school because of economic reasons was the motivating force behind this concerted action; (4) that the purpose of the scholarships is to promote democracy of education — vocational, academic or professional; (5) the various sources of scholarship funds, which have benefited thousands of children, as coming from clubs, parent-teacher associations and a charitable foundation; (6) the necessary controlling policies which were developed by a committee of the high school faculty and the director of the Department of Social Service and Special Education; (7) that applications are made by schools, social agencies, friends, relatives, students or the schools' social workers; (8) that the expenditures shown in table VII for a period of eleven years, show that there can be little variation with the budgeted funds and that fluctuations indicate economic conditions, and finally; (9) that the basis for awards is made on need, scholarship and budget plan.
VII. THE FIELD OF SERVICE AND STAFF

Field of Operation. -- All of the city's schools constitute the field of work of the Department of Social Service which is maintained and financed as an integral part of the city's public school program. The city of Indianapolis has a total of 125 public and parochial schools. The public school system maintains ninety-three grade and six high schools. The parochial school system which is privately financed, has twenty-six schools four of which are high schools.

Some idea of the size of the whole problem and its rate of increase at the end of the twenty-five year period in which the truancy department became the Department of Social Service, may be gained by comparing the present school enrollment (1936-37) of 75,000, with that of 1912, which was 33,390. There is an increase of 40,751 pupils or approximately 123 per cent. Statistics of 1912 show the services of five workers were available at that time to 5,000 children, while in 1936-37 school visitors numbered twenty-four and the number of children served has increased to 18,641.

As mentioned earlier, States that enacted compulsory education

\[\text{School Attendance. Public school and parochial school offices.}\]

\[\text{W. A. Hooker, Department of Social Service and Special Education, Annual Report, 1936-37.}\]
laws had to make provision for enforcing them. The effectiveness of operation of this logical measure of the law, which provides for the relief needs of the child as well as for his supervision, depends entirely upon the understanding, imagination, and vision of those responsible for its development, its application and its administration.

The need for Social Workers. -- In addition to the need for efficient, progressive teachers capable of presenting subject matter interestingly to pupils came the necessity for intelligent, trained school visitors to form a link between home and school for the understanding of pupil maladjustment; persons who could study and understand the child's physical and environmental handicap, as well as his native capacities; persons to whom the causes of failure to adjust were all important. By degrees, as a wise response to a recognized need, "attendance officers" were replaced by trained social workers, or school visitors.

Both the teacher and the school visitor have something to contribute in effecting an adjustment of the child to the school and eventually to his adult social adjustment. There is a mutuality of interest in service.

In the Indianapolis school system, the staff of trained social workers concerned with the causes and treatment of attendance, tardiness, and other school problems has for many years been known as the staff of school visitors. That the maintenance of a
well trained staff of capable school visitors ensures the most effective administration of the compulsory education law is increasingly recognized. Each one of the compulsory education laws has increased the school's enrollment and added to it a number of older children. The last compulsory education law influenced the volume and type of service necessary and it also added new problems involving control of student body and administration. The school visitor had much of the responsibility for interpreting these problems to students concerned.\(^1\) With a larger percentage of children in school for an extended period the school was forced to recognize and face for consideration the many environmental factors that influence the child's behavior in relation to his difficulties in the classroom. As the child reflects his environment and forms his ideals from it the teacher must understand his background and the various outside social forces which are factors affecting his conduct in school. The importance of knowing and understanding his home and community relationships in order to interpret his classroom reactions was and is constantly being better appreciated.

"Public schools must accept all educable children. Among them are a portion whose parents suffer from economic stress with its accompanying physical strain and emotional reaction to insecurity.\(^2\)

---


The teacher must teach. Her place is essentially in the classroom and hers is essentially the duty of instruction and educational guidance. But when she sees certain children are irregular in attendance, tardy and neglected in appearance, poorly clad, failing in their studies, or fast forming dangerous antisocial behavior patterns she needs assistance. Individual situations attract her attention, but she has neither time nor opportunity to know intimately the conditions under which a large number of the children in her room live and struggle, in short, the teacher is an instructor, not a social worker. She may not realize that these children are laboring under adverse conditions over which they have no control. In order to correlate the influences of social forces away from the school which condition the child's behavior in school the school social worker was needed.

With increasing awareness that causes must be studied some recognition of the need for preventive rather than therapeutic measures. Realization dawned upon those interested that a teacher of thirty-five or forty-five children had not the time for individualized study necessary for an understanding of the complex causes of maladjustment. It was also conceded that the teacher is not fitted as the social worker, for this specialized type of work requiring expert, intelligent, trained services. As the school enrollment increased, problems multiplied in number and complexity. The need for an adequate staff of school visitors or social workers, liaison
persons, to form the connecting link between the home, the school and the community grew more and more urgent because of the necessity for a solution of the many problems presented. In this way recognition of the need for school visitors developed and the original small staff of "attendance officers" was gradually increased to a comparatively large staff of "school visitors."

Liaison Service. -- The school visitor calls at the home and interprets the school's interest in the child to its parents and she explains the family situation to the teacher. She establishes a good rapport with the families of the children who present problems. In entering the home and in securing information from the teachers regarding the pupils the visitor understands, especially when economic need is present, the sensitiveness of many children and she protects them as much as possible. It is necessary for the visitor to investigate requests for financial assistance such as clothing, books, lunches, milk and carfare. The increase in the volume of this type of service, especially during the past seven years of depression, has consumed a disproportionate amount of the visitor's time which might more profitably be spent in the solution of more fundamental problems involving personality difficulties of deeper significance.

The Visiting Staff. -- The original staff of many years ago gradually enlarged as compulsory education laws were extended and broadened, particularly those of 1921 which lengthened the period of attendance for more children, extended the age, and increased
the number of those attending and problems to be met. A constructive program demands an adequate staff. The staff of visitors has increased during the twenty-five years of the visiting department's growth from the original five visitors of 1912 to a total of twenty-four school visitors at the present time (1937). Three of the staff are Negroes. A rather complete unit has been developed, as previously stated, which includes besides the visitors, a director in charge of the Department, a general supervisor of the social service staff, and other necessary personnel for an adequately functioning department. Each visitor is assigned to a number of schools in one of the four school districts. One of the four assistant supervisors, selected from the staff, supervises the visitors in each district.

Standards. -- The standards of the Department of Social Service are of high caliber. Mr. William A. Hecker, Director of the Department, has consistently and constantly demanded and secured higher qualifications. The educational standards required college training with emphasis on the social sciences is necessary and a prerequisite is experience in social work. It is the only organized visiting service within the school system except the staff of the City's Board of Health school nurses.

Qualifications.-- The school visitor is required to have a degree in social work. This implies the general training of a social worker in an accredited university or college.

Human problems confronting the school visitor signify an interrelationship in many fields. The problems of a school child may
include many interwoven considerations, from personality traits, mental and physical health, to housing, relief, and wages. The social worker's interests are centered around questions involving not only the pupil, his family, and the community, but forces of national and world power as well. Because the school meets the child problems which require the services of trained and specially qualified persons of wide experience. The school social worker must supplement her professional equipment with a knowledge and general understanding of world events, trends in government, industry and the common welfare of the world. The school visitor, a specialist, must be alert to social conditions which bear upon her problems, and she must work toward their improvement.

Techniques and Skills. — The school visitor brings the certain skills and training of her profession to this work. She interprets to the teacher the variety of influences and traditions in cultural backgrounds that may be affecting the child and molding his character. In addition she has an understanding of the teacher's problems and the extent to which the teacher's work is circumscribed. In the course of time a number of techniques have been developed. The social worker utilizes not only the resources of the different divisions of the Department of Social Service and Special Education but she also uses community resources in her efforts to solve the various problems presented. As against mass treatment she uses the individualized approach. This means she must know intimately and understand thoroughly each individual child with whom she is dealing.
It implies knowledge of his personality, capabilities, disabilities and limitations. Frequently she must have the skill to modify parental attitudes toward the child, each other, and the facts of life in general for the solution of a problem. Some or all of these forms of treatments may be necessary to contribute to the pupil's satisfactory adjustment and in the establishment of good rapport with parents and with children which is of such vital importance.

Methods used by the staff of social workers in the case work, or individualized approach, to stimulate interest and to bring about an adjustment, may in some cases mean changes of environment, school, recreation, companions, school program, home responsibilities, or part time work. The professional social worker, or school visitor, must possess many skills, and she must as was brought out in a recent study of delinquency,

... consider the child not only in relation to himself but also in relation to all of those factors, in his home and in his community which have had part in shaping his previous behavior and would wield a powerful influence in determining his future.

In a certain sense her sociological approach is eclectic in that it considers all factors and draws from various resources in search for a solution to the problem. In her study of homes and communities

3 W. A. Harker, Department of Social Service and Special Education. Report, 1935-37.

she is sensitive to conditions which cause problems. And in an effort to understand causative and contributing factors in these problems which prevent the child from making a happy normal adjustment to his academic, vocational or social school life the visitor frequently confers with the psychologist and psychiatrist for counsel. She secures from them a diagnosis of conditions which affect the pupil's behavior. When familiarizing herself with the child's away-from-school interests and activities, the factors in his home, and community environment which influence him and shape his ideals and behavior patterns, she realizes the necessity for understanding attitudes. She must know what conditioned the child's attitude toward his family, as well as the family's attitude toward him, toward the school, and toward the community in which they live and which he reflects. It is important for her to know the family's social status in the community, whether or not the family's standards are socially acceptable and whether the community is having a disintegrating effect upon the family. The school visitor must have factual knowledge of the economic condition of the family, she must know its financial ability to cooperate in a plan for the child's future welfare.

Ability to explain the school and its objective to his parents is as necessary as skill in working out with his teacher a flexible program suited to his abilities and aptitudes. All of these skills—skill in securing necessary knowledge, skill in understanding, interpreting, and utilizing this knowledge to its fullest
advantage, are required qualifications in the school visitor and of vital importance in effecting wholesome adjustment to school life.

**Function and Responsibility of Staff.** — Each visitor is responsible for all of the school children in a prescribed area needing her services.

A schedule is worked out by each visitor in conjunction with the school she serves; she plans to visit each school at least once a week. Additional visits are made as required. In adjusting the problems of individual children it is assumed that the visitor and principal work on a cooperating basis. The visitors, however, are under the direct supervision of the central office and final responsibility rests with the assistant superintendent in charge of the Department of Social Service.

It is the function of the visitor to study the children who present problems, to institute a plan of treatment and to supervise them until an adjustment is completed. The responsibility of ascertaining causes of failure to conform to school routine and to work out some satisfactory solution of the problem in the establishment of a new relationship with pupil, parents and teacher in effecting an adjustment is, as has been mentioned, the visitors. In working with failures and repeaters, the child's welfare is of course paramount, but the financial cost of failures to the community is not a small matter.


6 Ibid.
The school visitor's responsibility in working out solutions to problems which prevent adjustment of the school child has been summarized, by the staff's general supervisor, as follows:

1. The visitor is a definite part of the school and its community representative. Here is the responsibility of interpreting school to home and home to school.
2. The visitor is responsible for and interested especially in the adjustment of the child who is deficient. An understanding of the factors involved health, emotional and environmental, is essential.
3. Where the visitors' services are limited she secures the cooperation of other community resources.
4. The law makes it imperative that the visitor provide supplies to indigent children.

The social worker accepts the difficult task of continued interest in a pupil who persistently retards class progress by misconduct and lack of cooperation. She accepts this type of problem as a phase in the routine of her daily work which calls for her varied skills in effecting a solution. She realizes that she faces problems of deep significance and that only by noting symptoms and discovering causes early in their more or less incipient stage, usually in the lower grades, can an enlightened and constructive plan of service be possible. Her function is similar to the teacher's, with regard to motivating the pupil's will and kindling his emotions and imagination.

---

Extent of Service and Problems Presented to Staff. — The services of staff, as stated earlier extend to all children of the public and parochial schools of Indianapolis, who present problems involving health, school activities or the varied interests of the child.

In working out school adjustments some of the types of problems presented and accepted by the school visitors in their daily routine are specifically described as follows:

1. Misconduct and personality difficulties.
2. Truancy.
3. Unwholesome family attitudes and relationship.
4. Health problems, complicated by other kinds of social maladjustments.
5. School relief.
6. Scholarship.
7. Employment for children leaving school and part time employment.
8. Recreation and social adjustment.
9. Needs necessitating referral to and cooperation of other social agencies.5

In the first group are many children who show minor behavior problems which are susceptible to early treatment. Greater emphasis is now being placed on early recognition and treatment of these problems. School failures, delinquencies, non-attendance and neglect are a group of difficulties classified as problem cases. The mentally retarded create educable problems peculiar to themselves. Highly organized, extremely emotional, and suggestible, these children frequently cannot conform to the simplest routines, and must have

instruction in accord with their capacity and ability. Children of these groups of children require care or less intensive care with various physical handicaps, the crippled, the hard of hearing, those with defective sight and frail bodies require appropriate consideration, which is assured through the Department of Special Education. Another group comprised of indifferent pupils, who do not progress because of lack of parental interest rather than native ability require individual attention. These pupils as well as pupils of ability who lose interest for some reason in what the school has on offer them need tasteful treatment. There was an alarming withdrawal in 1936-37, for lack of interest, of more than 2,000 children. Many of these young people were impressed by the possible opportunity for employment due to the temporary improved economic conditions. All of these children are problems of great concern to school administrators, social workers, and to most of their parents.

Children who receive employment certificates are classified as "working" in the school's statistical problem file. When the school's social worker frequently finds the reason in certain instances school visitor, in the routine of her field work refers many of these children to the office they are protected even though they are no longer enrolled in a school. Those who work before sixteen years require her more special attention. Scholarship work is represented almost exclusively by a group known as "special report cases". All

10 Department of Social Service and Special Education, Report W. A. Hancock, 1936-37, p. 6.
of these groups of children require more or less intensive work according to the situation.\footnote{11}

Fundamental Causes of Problems. -- The causes of these problems are multiple and complex. They may, as mentioned earlier, be traced to the child's environment, his cultural background, traditions, family, personalities within the home circle, weakness of character, lack of religious training or the absence of a sense of responsibility and other causes including economic need. The type of recreation enjoyed by the child or his complete lack of any suitable recreation facilities deserve serious consideration as do the many unwholesome commercial amusements which may be influencing his behavior with deleterious effect. Many outside-of-school forces including part-time employment may interfere with the child's school progress and condition his behavior. The school's social workers in studying these problems in search of causes and solutions for each individual case frequently find the source in sordid histories of broken homes, parental discord, and neglect. These histories are often pitious revelations of childish hopes, fears, disappointments and shame. In unwholesome home conditions are also frequently found the causes of emotional disturbances in children which are difficult and sometimes impossible to eradicate.\footnote{12} In dealing with these problems


\footnote{12} Ibid.
the school visitor uses the best of her techniques to explain away real
or imaginary problems of many unhappy, discouraged children. Verbaliza-
tion of these problems and her interpretation of them is the beginning of
their solution. When the causative factors of misconduct, frequently
found in unwholesome backgrounds, are interpreted to the irritated and
despairing teacher she becomes the pupils' sympathetic pilot in affect-
ing his adjustment to school life.\footnote{13} In the long depression era prob-
lems naturally increased in number and complexity but an unexpectedly
large per cent of the total enrollment has needed the service of the
school visitor.

A large per Cent Require Service. -- When school statistical re-
ports show that for over a period of six or seven years, approximately, one-
fourth to almost one-third of the schools' enrollment has received social
service in one form or another the question naturally arises as to what age
and grade groups have required the services of the visiting staff to the
greatest extent. The table below shows the proportion of each for the year
1936-37.

\footnote{14}{\small \textbf{Table VIII.} Showing the Number of Pupils Referred to the Social
Service Staff Classified by Age and Grade Groups}

<table>
<thead>
<tr>
<th>Grade</th>
<th>Total</th>
<th>6-8</th>
<th>10-13</th>
<th>14-15</th>
<th>16 &amp; Over</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>10,186</td>
<td>3,486</td>
<td>3,220</td>
<td>2,300</td>
<td>1,282</td>
</tr>
<tr>
<td>Special &amp; Unclassified</td>
<td>2,081</td>
<td>206</td>
<td>208</td>
<td>199</td>
<td>22</td>
</tr>
<tr>
<td>Primary</td>
<td>2,700</td>
<td>2,200</td>
<td>500</td>
<td>7</td>
<td>3</td>
</tr>
<tr>
<td>Intermediate</td>
<td>3,230</td>
<td>300</td>
<td>2,083</td>
<td>176</td>
<td>3</td>
</tr>
<tr>
<td>Junior High</td>
<td>1,100</td>
<td>1,000</td>
<td>700</td>
<td>800</td>
<td>39</td>
</tr>
<tr>
<td>Senior High</td>
<td>1,500</td>
<td>1,100</td>
<td>300</td>
<td>200</td>
<td>100</td>
</tr>
<tr>
<td>College</td>
<td>300</td>
<td>300</td>
<td>300</td>
<td>300</td>
<td>300</td>
</tr>
</tbody>
</table>

\footnote{13}{\text{Sertha O. Laxing, Work of the Social Service Department of

\footnote{14}{\text{From the Report of Department of Social Service and Special
Education by W. A. Hacker, 1936-37.}}
The total school enrollment for all schools in 1936-37 was approximately 75,000. This table discloses that out of this enrollment 16,132 or about one-fourth was referred to the Social Service Department. High school students who number 21,000 of total enrollment or almost one-third of the school’s entire population show a comparatively high percentage of the referrals as compared with the elementary schools whose population is 52,000. These figures seem to call for an explanation, and it is reasonable to wonder if earlier and more intensive treatment of personality problems might not have prevented much of this later high school maladjustment, despite the fact that adolescence is a difficult period for academic and social adjustment. A more accurate picture of age and grade group maladjustment might have been obtained by an elimination of the 20,630 relief problems which constituted a little more than a third of the frequencies of all problems which totaled 63,204 for the years 1936-37.

In 1936-37 the total problems numbered 70,763 with 34,636 of these presenting relief problems. The large percentage of children now referred to the social service staff would be greatly reduced by a change of policy in relief activities.

It is to be expected that with the extension of education and increased enrollment more problems will be brought to the school's

---

[b] Ibid., p. 4.
Department of Social Service. But eventually, if greater emphasis is placed on the discovery and treatment of problems in their incipience, when symptoms are first manifest, problems will decrease as the result of these preventive measures. Table IX, compiled from school statistics, gives an enlightening view of the school's enrollment during a ten year period in which the number of pupils enrolled per visitor varied little. These percentages changed considerably during the succeeding six years of the depression.

TABLE IX. SHOWING THE SCHOOL ENROLLMENT FOR EACH YEAR FOR PERIOD OF TEN YEARS, THE NUMBER OF VISITORS IN THE SOCIAL SERVICE DEPARTMENT, AND AVERAGE NUMBER OF PUPILS ENROLLED PER VISITOR.

<table>
<thead>
<tr>
<th>School Year</th>
<th>Enrollment</th>
<th>Number of Visitors</th>
<th>Number per Visitor</th>
</tr>
</thead>
<tbody>
<tr>
<td>1921-22</td>
<td>50,176</td>
<td>10</td>
<td>5,017</td>
</tr>
<tr>
<td>1922-23</td>
<td>54,930</td>
<td>11</td>
<td>4,946</td>
</tr>
<tr>
<td>1923-24</td>
<td>57,679</td>
<td>11</td>
<td>5,243</td>
</tr>
<tr>
<td>1924-25</td>
<td>59,181</td>
<td>12</td>
<td>4,931</td>
</tr>
<tr>
<td>1925-26</td>
<td>68,657</td>
<td>12</td>
<td>4,888</td>
</tr>
<tr>
<td>1926-27</td>
<td>70,662</td>
<td>12</td>
<td>4,988</td>
</tr>
<tr>
<td>1927-28</td>
<td>61,693</td>
<td>14</td>
<td>4,407</td>
</tr>
<tr>
<td>1928-29</td>
<td>65,380</td>
<td>15</td>
<td>4,206</td>
</tr>
<tr>
<td>1929-30</td>
<td>65,869</td>
<td>15</td>
<td>4,378</td>
</tr>
<tr>
<td>1930-31</td>
<td>86,108</td>
<td>16</td>
<td>4,193</td>
</tr>
</tbody>
</table>

15 From the Thesis of Miss Bertha O. Laming, Work of the Social Service Department in the Indianapolis Schools.
From 1921 to 1931 the per cent of the total enrollment referred to the Department of Social Service, varied only six per cent. It was logical at the time these figures were compiled and compared to think that this decade would serve as a basis for estimating the necessity for maintaining a visiting staff sufficiently large to handle eighteen per cent of the enrollment. It was not possible to foresee the continuing years of the depression which were to follow.

The annual enrollment shown in table IX gives some idea of the growing school population, and the number of children enrolled to a visitor. A continuous annual increase, except in one year will be noted. This increase was due in part to city growth but also to the fact that more children of school age attending school. A comparison of the present daily enrollment which is approximately 97 per cent of the total school population with that of 1865 when it was 60 per cent of the school population is interesting. This degree of attendance is attributable to several conditions and influences, and not alone to the laws of compulsion however valuable they have been in instilling attitudes and in the formation of habits. It is due also to the fact that parents in general have developed an appreciation of their children's need for education in a highly competitive civilization. In relation to the enrollment the visiting staff of social workers though enlarged is still inadequate as the table on the following page shows.
TABLE XI. SHOWING THE SCHOOL ENROLLMENT, THE NUMBER OF CHILDREN SERVED, PER CENT OF ENROLLMENT, NUMBER OF VISITORS, AND THE AVERAGE NUMBER OF CHILDREN PER VISITOR FROM 1931-32 TO 1936-37 INCLUSIVE.

<table>
<thead>
<tr>
<th>School Year</th>
<th>Enrollment</th>
<th>Children Served</th>
<th>Per Cent</th>
<th>Number Visitors</th>
<th>Children per Visitor</th>
</tr>
</thead>
<tbody>
<tr>
<td>1931-32</td>
<td>70,146</td>
<td>19,510</td>
<td>-39.1</td>
<td>18</td>
<td>1,062</td>
</tr>
<tr>
<td>1932-33</td>
<td>67,563</td>
<td>21,410</td>
<td>-32.1</td>
<td>18</td>
<td>1,163</td>
</tr>
<tr>
<td>1933-34</td>
<td>68,617</td>
<td>20,565</td>
<td>-30.8</td>
<td>18</td>
<td>1,142</td>
</tr>
<tr>
<td>1934-35</td>
<td>68,108</td>
<td>20,123</td>
<td>-29.3</td>
<td>21</td>
<td>1,043</td>
</tr>
<tr>
<td>1935-36</td>
<td>65,465</td>
<td>20,656</td>
<td>-30.5</td>
<td>23</td>
<td>956</td>
</tr>
<tr>
<td>1936-37</td>
<td>75,000</td>
<td>18,641</td>
<td>-25.3</td>
<td>24</td>
<td>777</td>
</tr>
</tbody>
</table>

In the six year period covered by Table XI there was an average annual fluctuation of more than 2,000 pupils with a final gain in 1936-37 of 7,351 over the first year of the depression era, 1929-30. In 1932-33 despite the drop in the school enrollment, due to children's attempt to fill the places in the industrial sector of their displaced elders, the percent of the enrollment coming to the attention of the visiting staff was highest for the six year period with nearly 32 percent or almost a third of the school's total population presenting problems. In 1935-36, when expanding government projects absorbed more adults, the enrollment

*State Board of Public Instruction, State House, Indianapolis.
increased and there was a decline in the numbers of children referred to the Department of Social Service. This reflected lessening relief needs. It will be noted that the number of children coming to the attention of the school visitor ranged from 16,641 to 21,410 annually for the six year period. Each visitor had the responsibility for an average case load of from 777 to 1,169 children during this period. These figures are, of course, considerably less than if consideration were given to the number of children enrolled per visitor, which was the basis for the 1930 White House Conference recommendation. It will be remembered that the recommendation was one visitor to every 500 pupils enrolled. In the decade from 1921-22 to 1930-31 the enrollment per visitor was from approximately 4,000 to 5,000 children. In the following years encompassed in table X a decline is shown but there is still an average of more than 3,000 children enrolled to a visitor which is indicative that staff increase has not kept pace with increased school population and still falls short of the minimum standards recommended. The goal of one visitor for every 500 pupils enrolled is considered by the general supervisor of the Department as ideal of doubtful attainment by a public institution. But it will be difficult to build the desired constructive program unless the numbers more nearly approach the ideal goal.

Evaluation of Staff Activities. -- In any effort to evaluate the results of a child welfare program of this type in relation to staff activities it must be remembered that the child actually spends a relatively short period of his life in school. In fact, only five
out of twenty-four hours is spent in school each day when school is in
session or only twelve per cent of the child's time. This should be
held in mind in considering the other environmental forces that influ-
ence his behavior. Also that during the eight years of his elementary
schooling he spends only one-eighth of his time or a period equal to
one year in school.16 The school visitor realizes the importance of
the various social forces that play upon the child during the other
seven year period of his life. She knows that the influences on
eighty-eight per cent of his life, whether they be home or community,
must be reckoned with as strengthening or destructive in effect and
that they must be correlated with his school standing.

Measurement and evaluation of the results of effort and time
spent by school visitors is hardly possible. Sometimes long and con-
centrated effort is necessary for permanent results while other sit-
uations, with effective treatment, may respond in a comparatively short
time. There are certain satisfactions in the recognition that the
bridge between home and school has been greatly shortened. Parents and
children feel freer than ever before to bring their problems to the un-
derstanding teacher, principal, or school visitor. An easy and satis-
factory rapport with parents has been established by the visiting staff.

Salaries. -- The school visitors are on par with special
teachers in other departments of the educational system. Theirs is a

16 Mary R. Sayles, The Problem Child at Home. New York:
The Commonwealth Fund, Division of Publications, 1926.
cooperative relationship with principal and teacher; their salary schedule as shown in table XI, on the following page, is identical with the members of the teaching staff who have comparable training. Columns A to C inclusive represent the salary schedule of the teaching staff while columns D and E represent that of the school visitors. Salaries of both of these groups have undergone cuts, during the past strained economic conditions. They are now slowly being restored to their pre-depression basis. Administrative salaries have not regained their earlier status. In 1936-37 the board set a minimum of $1,200 for teachers after one year of service. All members of the staff are college graduates except three who are continuing their courses.

Newer Trends in Education and the Social Service Department.--

With regard to trends in education college enrollment reached a new high in the fall of 1937 with about one out of every one hundred persons in a college or a university. But high school enrollment has increased even faster than college enrollment with more than 6,500,000 students registered this year as compared with 203,000 in 1890. The Officer of Education statisticians estimated that 35,000,000 children and adults would be in school in the 1937 school term with the enrollment divided as follows: Elementary schools, 22,500,000; high schools, 6,500,000; universities and colleges, 1,260,000; all other schools 2,760,000.

"See Article "Enrollment in Grade Schools Drops but Rises in Colleges," St. Louis Post Dispatch, September 18, 1937. (Office of Education, Washington, D. C.,

dIbid."
TABLE XI. SHOWING BEGINNING SALARY AND RATE OF INCREASE FOR EACH YEAR OF TRAINING, FOR TEACHERS AND SOCIAL WORKERS.

<table>
<thead>
<tr>
<th>Range of Schedule Salaries</th>
<th>Group A Two Yrs. Training</th>
<th>Group B Three Yrs. Training</th>
<th>Group C Four Yrs. Training</th>
<th>Group D A.Y. Degree</th>
<th>Group E M.A. Degree</th>
</tr>
</thead>
<tbody>
<tr>
<td>1200</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1300</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1400</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1500</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1600</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1700</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1800</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1900</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2100</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2200</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2300</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2400</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2500</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2600</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2700</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2800</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The above table, columns D and E now refer to the social workers, was in use prior to the depression era during which cuts were made generally. It shows the range for new employees and the rate of increase which is based on additional training and experience. As salaries have been gradually restored to their pre-depression rate this table is approximately correct.

Apropos of trends, the more local ones affecting changes in Indiana's educational future, were listed by Floyd Mahurrey, State Superintendent of Public Instruction in his future trend, key note theme speech, at the opening session of the Indiana Association of Township Trustees (1936), four points as expected developments of Indiana's school system. They are:

1. The establishment of regular adult classes in public schools;
2. The teaching of facts in connection with controversial subjects of current interest;
3. Raising the compulsory age limit for pupils from sixteen to eighteen years;
4. Lengthening school terms in rural schools.

Reviewing past progress in education and conditions as they obtain today these prophecies seem reasonable, in fact, inevitable rather than probable. Economic conditions, labor's regulations, and industry's restrictions in connection with insurance risks, cause young persons between the ages of eighteen and twenty-one to present a serious problem today. And in an increasingly more mechanized world there will be less of certain types of employment opportunities for many of them. In relating these changes to the schools social service program it must be remembered that a large group of older children will continue in school and that statistics of the Department of Social Service (see Table III, chapter III) indicate that problems of high school adolescents are more numerous and complex than those of any other age group. The staff of school administrators and social workers are sensitive to the need for adequate preparation to meet these growing problems and the following changes have begun:
In cooperation with the State Vocational Department and the
GOVR, another worker has been added to the staff.17 She will help in
working out satisfactory plans for the educational, vocational and so-
cial needs of physically handicapped children and; a cadet visitor has
been taken on the staff in order to add to her training under supervi-
sion the actual field experience which she lacked. If successful in
the specialized training period this visitor will be eligible for full-
time appointment.18 The staff has been divided into four committees;
each committee has been assigned a project in connection with some phase
of the Department's work and must report on its finding and make recom-
mendations. By this plan of staff activity the Department will not
only increase its practical value to the schools and to the children
but it will also develop its individual staff members.

The Files. -- The files of the Department of Social Service con-
tain all permanent record cards for the elementary school children,
There is also a record here of every child who moves from the city, with
drawn from school, transfers from one school to another, or completes
the eighth grade. For 1936-37 records of 10,754 children who moved from
one local school district to another and 4,912 records of children who
left the local school were received. Transfers of 463 children from one
high school to another are also on file.19

17Department of Social Service and Special Education, Report
1936-37, W. A. Hackett.
18Ibid.
19"Mr. Hacket, A Public School Executive," Welfare News Depart-
The Case Record, and Forms in Use. -- The type of record kept in the Social Service Department for the child's history has changed from the individual statistical card for each child, used in the past, to a family face sheet of the type used by approved social agencies. There is on this sheet provision for all identifying information. The running record is typed and attached to it. The complete material kept on file includes a record on each child of the family in addition to the one presenting a problem. This is in the form of a chronological case history of cumulative reports which provide a running record of information concerning the child's health, his family relationships, as well as a record of the family's attitudes toward the child, the school, and the community. The social status of the family in the community is also recorded. It is necessary to note the pupils present and past experiences and accomplishments, including his experiences away from school. The case record is used by the visitor for reference and study in planning for the child's welfare and future adjustment. The information is important as an aid in guiding him and in securing the cooperation of the teacher and other social agencies in any program for his reconstruction. Obviously a case record is valueless unless the information contained in it is properly verified and the information intelligently interpreted. Each child has an individual folder in which all the forms and cards used for his particular benefit are enclosed.

Summary. -- This chapter depicts (1) the field of service in
the Department of Social Service in which a staff of twenty-four school social workers carry on their operations in serving 73,000 children of Institute a plan of treatment for the solution of the problems raised 128 Indianapolis Schools, public and parochial, in their efforts to and to carry that treatment through to its completion; (10) the solve problems of pupil maladjustment; (2) the need in a new philosophy of Education for social workers, or school visitors, rather than of "officers"; (3) explains the liaison service performed by the visiting staff needs, lack of wholesome recreation and others which are essential for developed to meet more adequately the demands of a constructive program for prevention, and the method of dividing the field and the service so that each visitor is assigned to a district in which she serves a number of schools under the supervision of one of the four district superintendents, all of whom are under the direction of a general supervisor; (5) the high standards required of the school's staff of social workers, the only organized visiting service in the school; (6) the requirements for this staff as identical with that of the teaching staff; (7) the necessary college training demanded with emphasis on the social sciences; (8) the other qualifications necessary in dealing with human problems as including experience in social work with supplementary knowledge and understanding of world events which influence human welfare; (9) the techniques and skills employed by the social workers as including necessary background of knowledge of child psychology; (10) the need for understanding personality problems, environmental influences, and social conditions which bear upon the problem; (11) the use of the individualised, or case work approach with the need for planning a flexible program.
suited to the child's need; (12) the function and responsibility of
school children are basic, concerns of saving, and of transfers within
the visiting staff as requiring study of the situation and ability to
institute a plan of treatment for the solution of the problems presented
and to carry this treatment through to its completion; (13) the
extent of services of each visitor, as including all of the children
in a prescribed area of service; (14) the various problems of behav-
ior difficulties, truancy, poor mental and physical health, relief
needs, lack of wholesome recreation and others which are accepted for
a plan of treatment in effecting a solution; (15) the fundamental
causes of these problems as usually traceable to unwholesome family
or community backgrounds, lack of recreation, or recreation of a detri-
mental character, emotional needs, and economic need; (16) the large
percentage of children referred to the visiting staff over a period
of years as ranging from approximately one-fourth to one-third of the
total enrollment; (17) the difficulties in evaluating the result of a
social service program as not resulting from its abstract nature alone
but also because of the relatively short period of the child's life
spent in school, which amounts to about one-eighth of the total time
in the elementary school, or a period of one year out of eight with
many other social forces active in his informal education; (16) the
salary schedule and its basis for rate of increase; (19) newer trends
in staff activities whereby groups of its social workers are assigned
to a study project relating to their field of service, thereby increas-
ing their value to the school, to the children, and to self develop-
ment; (20) the filing system where all permanent records of elementary
school children are kept, records of moving, and of transfers within
and out of a school district; and (16) the case records and various
forms in use with provision for all identifying information regarding
attitudes, health, family, relationships, hospital or court action
taken, as well as treatment of the situation.
VIII. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary

Restatement of Problem. — The problem involved in this study is to present and interpret the program of social service in the Indianapolis school system. The study confines itself to an analysis of the work of the Social Service Division with brief reference to that of the Special Education Division both of which form the Department of Social Service and Special Education. It attempts to clarify the importance of each division of the Department's service in relation to the other and to the program as a whole. The Division of Special Education is shown as filling an indispensable place in the whole program of pupil adjustment by its provision for suitable educational facilities and training, academic or vocational, for certain types of children presenting varied physical or mental handicaps. In order to refresh the reader's memory with respect to the more significant questions concerning facts of the problem, which this study in its introductory chapter proposed to answer, a summary of these most important facts recalls them as follows:

A. What was the origin of the Department of Social Service?

The Department of Social Service has been found historically to have had its beginning in the first compulsory education law which can be seen threading its way through its whole program of work. All states enacting compulsory education laws naturally had to provide for
their enforcement. Persons employed for this purpose in the earlier
days were designated "attendance", or "truant officers". These "of-
ficers", usually political appointees, have been gradually replaced
with a staff of well-trained college women versed in the social sci-
ences and in their application to unwholesome social situations which
prevent pupil adjustment.

In relating progressive changes in the approach to school
problems, and procedure in treatment processes, the study reveals a
shift from emphasis on the traditional problems of attendance and
tardiness with disciplinary measures and mass treatment as the cure,
to an enlightened individualized approach which searches for causes.
The broad interpretation of a compulsory education law and the devel-
opment and organization of a comprehensive, progressive social service
program in a school is shown to be dependent upon not only the re-
sources within the school but also upon the wisdom, insight and init-
iative of those responsible for the growth and development of children
on a democratic level.

B. What is the nature of the Department?

The nature and function of the Department of Social Service,
which is an administrative center, is revealed in its definite pro-
gram of a number of diverse but closely related services designed to
solve pupil maladjustment. These specialized fields of service are
coordinated under one department.

C. What is its purpose and scope?
The purpose of the Department is specifically to solve problems of pupil maladjustment. The scope of the Department in conformity with democratic ideals extends to all of the city's school children. The growing of scholarship, the easing of overcrowding, the raising of educational standards and discipline of secondary schools.

D. What are the problems presented?

The problems presented in this study involve physical and mental handicaps, behavioristic difficulties, academic failure, loss of interest in school, personality defects, poverty, and many other difficulties presented by the children who come to the attention of the Department. They have developed largely as the result of environmental conditions and mainly from local school reports. The kinds of problems presented, their multiplicity, the age groups affected in certain situations and the complex factors which cause or contribute to the cause of these problems are described.

E. What are the types of services rendered? The techniques employed?

The types of services rendered in this program include (1) a division of special education; (2) a psychiatric and psychological service; (3) an employment certificate division; (4) scholarship aid and (5) the services of a visiting staff of trained social workers. The general techniques employed by the school's social workers are largely the result of training and experience; they might be considered as
resourcefulness in the use of the various services of the divisions just enumerated, under which fall such activities as relief distribution, educational enrichment, and the granting of scholarships, the issuing of employment certificates and the securing of psychological and psychiatric services with reference to special educational needs. The special techniques of the school's social work staff are based on a knowledge of child psychology and best revealed through the individualized, or case work approach, by which each child is studied in order that the causes of his maladjustment may be learned and skillful treatment applied. This somewhat modern approach is the antithesis of the old mass treatment approach which attempted to fit all children into a set curriculum without consideration of individual differences, levels of ability or attitudes.

F. What is the advantage of tying these services in one unit?

The advantage of tying up the various divisions of service, the special education, the psychological and psychiatric service, the employment certificate division, the scholarship aid, and the services of the social work staff, into one integrated and coordinated unit or Department, is clearly manifest. It promotes efficiency of technique and economy of operation.

G. What is the cost of this service to the Indianapolis school system and the citizens of Indianapolis?

The cost of the Department of Social Service in the year 1935-36 amounted to $30,610.00, or one-half of one per cent of the
total school budget. Practically it constitutes the salaries of the staff of social workers and it is considered as part of the instructional cost of the school. The director and general supervisors salaries are included in the school's administrative expense.
Conclusions

The data analyzed in the foregoing pages seems to justify the following conclusions:

1. The Indianapolis Department of Social Service has, considering its modest beginning, been in operation for approximately twenty-five years. This would seem a sufficient period of time for an appraisal of its value to the community. But because of its abstract nature, difficulties in any attempt to concretely measure values in social work by means of a yardstick are explained. This and consideration of the many factors that influence the behavior of youth which cannot be reduced to forms acceptable to statistical treatment can be understood.

2. Statisticians of the Office of Education, Washington, D.C., state that within the past thirty years high school enrollment has increased from 10 per cent of the school population to 50 per cent at the present time. With rising educational standards, with continued pressure for ratification of the Child Labor Amendment and with the trend toward extended education, it seems reasonable to expect that a continuously larger proportion of the population will be in high school for some time to come despite the shrinkage of 1,000,000 in primary grades since 1930.1

---


2 Ibid.
This implies an increased need for vocational guidance and social service for youth in the perplexing period of adolescence.

2. In the establishment of this comprehensive program of social service with its many divisions and activities, the Indianapolis school system appears to occupy a somewhat unique position as research revealed no exactly comparable program in other cities. It seems to have blazed a trail somewhat in harmony with Glenn Frank's idea regarding the schools function, when he says, "... it must conserve the golden heart of traditions in which the race distills the wisdom of centuries. But the school must also blaze trails into the future."  

3. It would seem that the democratic aim of the Department should be approved by all citizens, when its general purpose is clearly explained by its Director, William A. Hacker, as, "an effort, ... to give all children the greatest possible opportunity under the best possible conditions." This is in keeping with the present day concept of Education in which it is considered as a preparation for life in a democracy where not a few, but all children must be prepared for wholesome citizenship. Each chapter of the study reveals efforts made to

---


help the unadjusted, and disadvantaged child to use the opportunities the school presents for his development into a well integrated, socially adjusted citizen.

4. Relief activities are heavy. Out of a total of 70,736 problems accepted by the school social workers in the year 1935-36, the largest number, 34,636, or almost half of the total were relief problems. Health problems appeared as second with 8,600 cases. Truancy and family problems followed third and fourth in order mentioned. These and many other problems listed with their frequency in chapter III table 1, represent maladjustments which the Department was organized to solve or modify. Relief activities are absorbing a disproportionate amount of the school social workers' time.

5. The program of the Department of Social Service is scientific in its approach. It is concerned with causes; it seeks to know why the child whose behavior does not conform to socially acceptable patterns acts as he does; why he is failing and not accepting opportunities open to him.

6. In any summation of the whole program of the Department of Social Service, the most important of its activities for final reflection and discussion is the division which includes the staff of social workers, or school visitors, the machinery which sets the vital services of the different divisions in action. Statistics used in this study show that during the past three years from one-fourth to almost one-third of the school's total enrollment was referred to the school visitors for
services of some kind. Each visitor is seen to have been responsible annually for from 777 to more than 1,189 children who presented problems. Relief problems figured prominently in this load and consume the time of specialists.

7. The practice of the Department is sound. The staff of trained social workers, or school visitors, utilizes all other community resources, in effecting the solution of problems presented by school children.

8. Though the two main divisions of the Department, that of Social Service and that of Special Education, are separate as to function the study shows that theirs is a cooperative relationship united in main trend with the Department's objectives.

9. Pupil failure is now recognized as not only a personal but also an economic loss to the community in which teachers as well as parents share the responsibility. Teachers in seeking to know the unadjusted child, to enlist his interest, in order to guide him into constructive attitudes and toward desirable goals are aided by the school's social worker, sometimes a part of the school staff, sometimes a social worker, to meet the needs of each child. There is growing realization by the school that its job is a big share in what Glenn Frank refers to as "the business of making men as well as developing minds."

With an understanding that the whole child goes to school including

---

his background, home problems, and attitudes, which are the result of his cultural setting—guidance and service, not compulsion, have become the keynote in treatment. With such a philosophy it is demonstrated that the school's social workers perform a necessary liaison service by connecting the school with the home and by linking the parents with the teacher in what should be a partnership of mutual interest.  

10. A constructive service is performed by the school's social worker. She is conversant with the away-from-school forces which strongly condition the child's behavior. She knows that studies in delinquency reveal that a large percentage of children are exposed to abnormal experience beyond the school's environs. She is also aware that large urban centers with blighted areas and transitional zones, where crime and delinquency flourish, contribute their share to the problems which place great responsibility on her and on the school. In her liaison position she must be able to correlate all of these influences with the child's school achievement.

This program of service rests on the solid foundation of need. The study shows convincingly that from necessity the various divisions of service in the program were developed with certain techniques of method developing almost concomitantly in order to meet these problems as scientifically as possible.

12. In view of the large number of problems found as the cause or contributing cause of pupil maladjustment and the proportion of enrolled children who have received the services of school visitors in an endeavor to effect a happy adjustment to school life in preparation for social adjustment in adult life, the cost of the Department of Social Service for the care and correction of delinquent children in the Department of Social Service is not large. The cost and value obviously are not comparable. Compared with the school's total budget it is negligible as an investment in the preparation of future citizens - the community's greatest wealth. As a program of prevention the cost appears too insignificant to compare with money expended for the building of jails and reformatories as "monuments to neglected childhood." Future surveys should be under the general direction of a policy-making body whose dividends should amply satisfy taxpayers of the city in the investment.

The Department should be a permanent five-year unit with a constant school heart of the city as a social education unit rather than a policy-making body.

In answer to the question of what is the cost of the present school heart of the city, the financial in the past five years for the purposes of these tests is shown in the report made in the August meeting. Then, it will be obvious, if a far greater number than the present basis investments are maintained at a stable and progressive balance of some improvements are made in the methods of investigation and report of maladjustment, the present basis of the cost of the present school heart is not in the same proportion as the present basis of maladjustment to the adult life.
Recommendations

In presenting the high points of this program in the preceding pages, a program which is essentially fine, the study would be futile if it did not indicate what appears as weak points, or at least parts of the program which seem possible of improvement. As the study was undertaken with sincere interest the following recommendations are made in a cooperative spirit:

1. It is felt that the Department of Social Service and Special Education, because of its importance to the whole city which it serves should be under the general direction of a policy making committee; that this committee might include lay membership of civic and social minded citizens among whom should be a representative from the parochial school board of the city as parochial schools are participating agencies.

2. Adequacy in staff is imperative to a constructive program. Each social worker of the staff, was responsible in the past five years for the problems of from 777 to more than 1,000 children annually. This, it will be remembered, is a far greater number than the White House Conference recommended as a minimum requirement. Relieved of the time-consuming details of relief administrations, such as investigation of economic status, and the buying and dispensing of wearing apparel, the visitor's time and skills could be concentrated earlier in the impressionable years of the child's life upon problems of deeper origin.
and greater implication, thus preventing many serious problems and later delinquencies. A transfer of the relief function of the staff would in relieving the visitor give time equal to considerable staff increase, and allow time for more intensive study of difficult cases in cooperation with the psychologist and psychiatrist.

3. It would seem the way of wisdom and economy in promoting adequacy of staff to consider a transference of the responsibility for providing relief, except that closely connected with the school such as books, school supplies and milk, to the public relief department which has developed a more adequate personnel than it had when the school was forced to assume this responsibility. This could be accomplished without a change of the law as the present plan is a cooperative one between the school and the county trustee. Or private agencies might be held cooperatively responsible for the children of the respective families with whom they are dealing. This would prevent duplication of effort and visiting by the different agencies that might be interested in the same family.

4. Provision should be made to bridge the gap of the twelve or thirteen summer vacation weeks, a period in which all case work with a child, no matter how important, must be suspended until the fall term of school. If the school cannot arrange for a change in the vacation period for some of its social workers, some cooperative arrangement might be made with the private social agencies of the city to continue with the more important cases during this period.

5. There also seems to be a gap for young persons between the
ages of sixteen and eighteen years. This is a time in which only limited employment is possible because of insurance restrictions. It creates the problem of children who do not wish to continue on through high school and for whom no suitable vocational plan can be made if they then do not wish it, as they are beyond the school's authority. It might be possible for the School's Department of Social Service to work out a solution for this problem in cooperation with social case work and group work agencies of the city as well as with the Department of Public Welfare.

Though reminiscent of the old days, when an attempt was being made to fit the child to the school's fixed curriculum there are still some school systems in large and prosperous cities which maintain attendance and truancy departments with "officers" to "enforce" school regulations. In many of these cities the "officers" turn too readily to juvenile courts as the most convenient recourse for the solution of typically school problems. The need for understanding causes and treating situations scientifically in early childhood is still not generally recognized and appreciated.

And in conclusion it is hoped that the Indianapolis plan of organization and administration of its Department of Social Service, with the few suggested modifications, will stimulate interest in further study by other school systems not so well organized; that it will demonstrate that a social service department with a program of sufficient breadth and flexibility to allow for progressive changes and adaptations fills a very definite need in any school system of democratic
ideals, in its contribution to the health, happiness and security of
the community and of a sounder social order.
APPENDIX
The Following Pages Contain the Forms for Recording in the Order of Their Use.

<table>
<thead>
<tr>
<th>Name of pupil</th>
<th>Sex</th>
<th>Color</th>
</tr>
</thead>
<tbody>
<tr>
<td>Address</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Date of Birth</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Name of Parents or Guardian</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teacher's explanation of the problem</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**INDIANAPOLIS SCHOOLS**
DEPARTMENT OF SOCIAL SERVICE AND SPECIAL EDUCATION

**Teacher**
INQUIRY BLANK

| NOTE: Send carbon and original in the Exchange using a separate blank for each family. |
| --- | --- |
| Surname of Family | NATIONALITY: |
| Alias | SOCIAL STATUS |
| Address | Social Status |

| Latest Previous Address | NOTE: Send carbon and original in the Exchange using a separate blank for each family. |

<table>
<thead>
<tr>
<th>Man's first name</th>
<th>AGE RELIGION</th>
</tr>
</thead>
<tbody>
<tr>
<td>Woman's first name</td>
<td></td>
</tr>
<tr>
<td>Woman's maiden name</td>
<td></td>
</tr>
</tbody>
</table>

CHILDREN

<table>
<thead>
<tr>
<th>Children's Name</th>
<th>Age</th>
<th>Religion</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

RELATIVES

<table>
<thead>
<tr>
<th>Relative's Name</th>
<th>Relationship</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td></td>
</tr>
</tbody>
</table>

Agency inquiries

☐ [ ] Check here indicates that the Exchange has No Record
☐ [ ] Check here indicates that the family is known to the Agencies. Refer on the reverse side.

The Inquiry Slip. — On this slip is placed some identifying information of the family. The case is then at once cleared with the Social Service Exchange, a confidential clearing center used by all social agencies, in order to learn if any other agency is interested in the family.
### INDEX CARD

<table>
<thead>
<tr>
<th>Name of Child</th>
<th>First Name (3)</th>
<th>Date of Birth</th>
<th>Race</th>
<th>Sex</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>of Father or Guardian</th>
<th>Occupation</th>
<th>Residence in Day</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>of Mother or Guardian</th>
<th>Occupation</th>
<th>Grade from</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Iris and Sisters</th>
<th>Date of Birth</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Indianapolis Schools — Social Service and Special Education — Index Card

The Index Card. — This card is filled out and filed.
**FAMILY RECORD SHEET**

When Complete Identifying Information Is Recorded on This Sheet

<table>
<thead>
<tr>
<th>Name</th>
<th>Date of Birth</th>
<th>Place of Birth</th>
<th>Race</th>
<th>In city since</th>
<th>Nationality</th>
<th>Religion</th>
</tr>
</thead>
</table>

**MARITAL STATUS**

<table>
<thead>
<tr>
<th>Status</th>
<th>Date of Marriage</th>
<th>Place of Marriage</th>
</tr>
</thead>
</table>

"School Year and Grade"

![](image)

**S R MARRIAGES**

<table>
<thead>
<tr>
<th>Date of Marriage</th>
<th>Place</th>
<th>Death or Divorce Date</th>
</tr>
</thead>
</table>

**Sensibly Median IN HOUSEHOLD**

<table>
<thead>
<tr>
<th>Name</th>
<th>Relationship to No. 1 or No. 2</th>
<th>Sex</th>
<th>Age</th>
<th>Date</th>
</tr>
</thead>
</table>

**DATE**  
**ADDRESS**  
Rent  
Rms.  
**DATE**  
**ADDRESS**  
Rent  
Rms.

*See school number in space below grade.*  
*Indicate parents as No. 1 and No. 3 etc.*
<table>
<thead>
<tr>
<th>Surname</th>
<th>ALL RELIEF IS RECORDED ON THIS SHEET</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>End of Family</td>
<td></td>
<td>120</td>
</tr>
<tr>
<td>Man</td>
<td>Date of Birth</td>
<td>Age</td>
</tr>
<tr>
<td>Occupation</td>
<td>Date</td>
<td>Woman</td>
</tr>
<tr>
<td>Date</td>
<td>Date</td>
<td>Age of each Male</td>
</tr>
<tr>
<td>Date</td>
<td>Date</td>
<td>Age of each Female</td>
</tr>
<tr>
<td>Date</td>
<td>Date</td>
<td>Children</td>
</tr>
</tbody>
</table>

- How long in county?
- Nationality
- Why is relief necessary?
- Is help for family?
- How many members shared it?
- Came to city from where?
- Relatives live where?

<table>
<thead>
<tr>
<th>Address</th>
<th>Date</th>
<th>Address</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Date</td>
<td>Date</td>
<td>Date</td>
<td>Date</td>
</tr>
</tbody>
</table>

- Agencies interested
- Books furnished

---

Indianapolis Schools—Dept. Social Service Relief Card
REQUEST FOR PSYCHOLOGICAL EXAMINATION

Name ____________________________ Date ____________________________

Sex ____________________________ Color ____________________________

Address ____________________________ Date of birth ____________________________

School ____________________________ Grade ____________________________

1. Problem __________________________________________________________

2. Parental cooperation ________________________________________________

3. Additional remarks ________________________________________________

4. Referring teacher _________________________________________________

5. Referring principal ________________________________________________

6. Referring social worker _____________________________________________

Space for office use:

Date for psychological examination ____________________________
**STATISTICAL CARD, REPORT OF PROBLEMS**

<table>
<thead>
<tr>
<th>PLACES VISITED</th>
<th>NO.</th>
<th>TIME AND EXPENSE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Schools</td>
<td></td>
<td>Schools and Districts</td>
</tr>
<tr>
<td>Parochial Schools</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Homes</td>
<td></td>
<td>Carfare or Mileage</td>
</tr>
<tr>
<td>Reference Calls</td>
<td></td>
<td>Time Spent</td>
</tr>
<tr>
<td>Social Agencies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stores, Factories</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Office</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CASES</th>
<th>Boys</th>
<th>Girls</th>
</tr>
</thead>
<tbody>
<tr>
<td>In Office</td>
<td></td>
<td></td>
</tr>
<tr>
<td>At School</td>
<td></td>
<td></td>
</tr>
<tr>
<td>At Social Agency</td>
<td></td>
<td></td>
</tr>
<tr>
<td>By Phone</td>
<td></td>
<td></td>
</tr>
<tr>
<td>By Letter</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>COLOR</th>
<th>Boys</th>
<th>Girls</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Colored</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Daily Report

**Statistical Card.** -- This is used daily in reporting the various problems accepted, and it is filed weekly.
BIBLIOGRAPHY


Burns' Annotated Statutes of Indiana 1897, 1913, 1921, 1933. Indianapolis Bobbs-Merrill Co.


"Rules and Regulations for Issuing Certificates to Minors." State Industrial Board of Indiana. Indianapolis, Indiana, 1931.


Indianapolis Schools Scholarship Fund. Report, Pamphlet, August, 1930.
Indiana:apolis Public Schools and Taxes, Pamphlet, Published by Indiana:apolis Federation of Public School Teachers, September, 1935.

Institutional Treatment of Delinquent Boys, U. S. Children's Bureau, Publication, Number 2997 1930, Washington, D. C.

Shaw, Clifford, Delinquency Areas, Chicago University Press. 1929.

"Enrollment in Grade Schools Drop But Rises in Colleges." St. Louis Post Dispatch. September 18, 1937. Office of Education Washington, D. C.