1926

Social Service in the Public Schools

Elizabeth R. Witt

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**S O C I A L  S E R V I C E  I N  T H E  P U B L I C  S C H O O L S.**

**A D I S S E R T A T I O N  P R E S E N T E D**

**I N  P A R T I A L  F U L F I L L M E N T  O F  T H E  R E Q U I R E M E N T S**

**F O R  T H E  D E G R E E**

**M A S T E R  O F  A R T S**

**I N  E D U C A T I O N.**

**E L I Z A B E T H  R.  W I T T**

**B U T L E R  U N I V E R S I T Y**

**1 9 2 6**
This dissertation opens with an argument in favor of Social Service in the public schools. The second part discusses the manner by which Social Service came into the schools.

The Body of the paper, Part III, enters into a detailed discussion of the several services as administered in the cities considered, namely: Philadelphia, Detroit, Chicago, Indianapolis, St. Louis, and Denver. In this part are considered the various phases of social service in regard to methods of accounting for the school population; the administration of scholarship funds; and the history, development, present status, and future possibilities of the treatment of each of the following:

- the deaf,
- the deaf, the crippled, the pre-tubercular,
- the retarded, the delinquent,
- the child in industry, the truant, and
- the uneducated adult.

Each of these is treated in a chapter by itself with recommendations immediately following.
In Part IV the paper is concluded with a summary in which are brought together the recommendations made at the close of each of the chapters in the third part.
PREFACE

The problem that the writer has attempted to solve in this dissertation may be very briefly stated as follows:

From a study of the history of social service, and a study of the administration in various American cities together with a comparison, one with the other, of the services in these cities, the writer has endeavored to determine what elements of social service should be included and how they should be administered in the public schools.

This study opens with a brief history of social service showing how it came into the public schools. It further describes and compares the administration of social service in the schools in the several cities under consideration. After comparing the results in the various cities studied, the writer arrived at certain conclusions that have been incorporated in the recommendations.
The problem that the writer has attempted to solve in this dissertation may be very briefly stated as follows: From a study of the history of social service, and a study of the present day administration in various American cities, together with a comparison, one with the other, of the cities in these cities, the writer has endeavored to determine what elements of social service should be included and how they should be administered by the public schools.

This study opens with a brief history of social service showing how it came into the public schools. It further describes and compares the administration of social service in the several cities under consideration. After comparing the results in the various cities studied, the writer arrived at certain conclusions that have been incorporated in the recommendations.
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SOCIAL SERVICE IN THE PUBLIC SCHOOLS.

PART I.

Social Service: What It Is.

Civilization as it is constituted today is a vast complex of interwoven human activities carried on under established but changing methods and standards. To keep a proper state of civilization it is necessary to educate each individual as to how to perform his part in this complex, cooperative enterprise and to furnish him such motives as will make him want to do his part.

Families, schools and churches should normally accomplish this, but sometimes they fail. If a person is either unable or unwilling to meet the minimum standard that can be tolerated in any of his relationships, he should be examined and treated and, if necessary, given a special environment adapted to a sick, defective or delinquent person, an environment that will make him as small a liability to society as possible.

Social service is the repair department of our social machinery, and in a measure the laboratory for social invention. In current usage the term social service has
Since the recent realization of the value of organized social service, there has been a more determinative definition of the field of social service. Under this most inclusive definition the field of social service may be marked off from the rest of the activities of the world by establishing a broad distinction between enterprises which have for their main object the promotion of human welfare and enterprises which have for their main object the accumulation of money, in the modern sense. So we may say that, Social Service is the business of producing.

In accordance with this distinction the field of social work would include the activities of the church, in the interests of human welfare according to scientific standards; the state, the charitable enterprises, and the reform movements; while the other class of activities would be what is known as business or commercial enterprise.

The next narrower definition of social service includes only what is done about misfortune and bad conditions; in this sense it deals only with pathological conditions.

But there are many little voluntary acts being done by almost everybody to relieve distress or adjust difficulties and so for technical purposes this definition is too vague. The term is therefore again narrowed to apply only to the service performed by people who make of it a special activity.
Since the recent realization of the value of organized social service, there has been a more determined effort to reduce this work to a scientific basis.

Now only that portion of the business of helping the unfortunate which takes advantage of the social sciences and tests its work by scientific standards is entitled to call itself social work in the modern sense. So we may say that, "Social Service is the business of producing, changing or adjusting social organization and procedure in the interests of human welfare according to scientific standards."

The program of public welfare, like that of medicine, with this new viewpoint, it is natural to consider the public school not only as a social service agency of the highest importance, but because of their peculiar functions, the schools become of their peculiar importance. This being true we find that our educational system must expand its functions to include an ever increasing number of social services, some of which seem rather remotely connected with education but are really the heart of the question.
In the second place schools are unquestionably and indubitably the most far-reaching agency in the community.

How and Why It Came Into The Schools.

In modern social work the emphasis has been shifted from the parent to the child. The fact that this is true is due largely to the belief that the most effectual means of preventing misery is not in the administration of temporary relief but in the more complete education of all children.

Not relief, but prevention is the slogan of modern social work; not palliatives but fundamental social reforms are demanded today, and we are beginning to realize that the more time and energy spent on the child, the more lasting and profitable the investment.

The program of public welfare, like that of business, must be organized on the basis of economy and substantial results. The schools as a social service agency of the highest importance.

This being true we find that our educational system must expand its functions to include an ever increasing number of services, some of which seem rather remotely connected with education but are really the heart of the question.

The argument for such expansion is practically irrefutable. The public schools are not a static institution for it has every reason to be dynamic. The tradition which may hold it back has no right to prevent adjustment of school services to current needs. Adaptation, therefore, is in line with social progress.
In the second place schools are unquestionably and incomparably the most far reaching agency in the community. The blank wall of indifference, ignorance, and passive endurance on the part of the public can be penetrated through the door of the school room, and through it, groups of children may give instant and amazingly effective access to the adult in the community.

Shall the school ignore these opportunities and insist on the development of other organizations which would under its control during their plastic period. Almost at best be forced to duplicate much of the work which the school is now doing and which would of necessity be required to gain a large part of the information needed to do the work from the officials of the educational system?

The program of public welfare, like that of business, must be organized on the basis of economy and substantial net returns, and the schools because of their peculiar relation to the public must necessarily leave our educational system to play a much larger role in the control and guidance of the child.

There is no social agency in which all lines of social work cross as they do in the school. The teacher may know an incipient case of delinquency or a distressing family situation before any other worker in the community. She is able to identify the moron before he has committed the
misdeeds which would lead to his downfall. A large number of these cases might never exist if the schools were equipped to do what they might do. It is only common sense that our state and city normal schools should provide in their departments of education thorough courses in social service so that workers may be properly trained.

The public school also possesses certain strategic advantages for it reaches practically all the children and has them under observation and to a certain extent under its control during their plastic period. Almost universally it possesses the parent's confidence and since the schools belong to the people, there is no taint of philanthropy about any activity it may undertake.

Social service in the schools began with the work of the truant officer but cannot end there. The expansion of this service must go on until it includes all the possible ways which will enable the child who is handicapped physically, mentally, or morally to make his way in the world.

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See Table I.
TABLE I.

The gradual decrease in number of children not enrolled in school because of a mental or physical defect.

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PART III.

Social Service.

As We Now Find It In The Schools.

CHAPTER I.

Introduction.

It is the purpose of this part of the dissertation to show in broad outline rather than in detail the kinds of work now carried on in the departments of Social Service in the Public Schools in the cities of: Chicago, Denver, Detroit, Indianapolis, Philadelphia, and St. Louis.

The progress made in one city alone in a ten year period shows strikingly what is being done by this better provision for children who have hitherto been denied an education because of mental or physical defects and with the entire country working and planning along these lines it would be impossible to predict the lasting influence upon the future citizens of our nation.

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* See Table I.

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1934 Year Book Public Schools of Philadelphia.
TABLE I.

The gradual decrease in number of children not enrolled in school because of some mental or physical defect.

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<td>9</td>
<td>9</td>
<td>91</td>
<td>315</td>
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</table>

B. - Blind  
C. - Crippled  
D. - Deaf  
SpD. - Speech Defect  
Ep. - Epileptic  
Bk. - Backward  
TB. - Tubercular  
Ht. - Heart  
Nv. - Nervous  
Mis. - Miscellaneous

* Data not available.

Note. In this table it is shown that during the years 1914 to 1925 the number of children who were unable to attend school because of some mental or physical defect decreased from 1302 in 1915 to 315. This decrease was made possible by the increased facilities for handling such cases.

1924 Year Book Public Schools of Philadelphia.
Child Accounting.

In this part we will consider the various phases of social service in regard to methods of accounting for the school population; the administration of scholarship funds; and the history, development, present status, and future possibilities of the treatment of each of the following:

- the deaf,
- the crippled,
- the tuberculosis,
- the retarded,
- the delinquent,
- the child in industry,
- the truant,
- and the uneducated adult.

Accurate child population records will also be helpful to the use of trained workers trained to enable the local district to benefit to the limit in the use of state funds distributed on a per capita enumeration and maintenance service in the field.

In many school districts the taking of the school census has been turned over to the public schools, and in such instances has been repeated the experience that only when handled by the schools can the service be rendered efficiently. The taking of school census forms is really a method of covering all the children in the school district, whether or not they actually attend school. It is a method of making a check on the attendance of all the children in the community, whether they attend school or not.
Child Accounting.

were the three state laws dealing with school census, compulsory education, and child employment, properly. A peculiar and heavy responsibility rests upon the child accounting department of the public school for it is one that involves all the many and varied phases of social problems presented in the average community of the children within the local school age and the experience in

Although primarily a problem of bookkeeping, child accounting has to deal with one of the most serious phases of the social problem in American society, and upon the conscientious and efficient manner in which it is handled rests the welfare of the child in our schools. The number enumerated was 66,146 and the total cost of the Efficient child accounting will tend to eliminate work was $4,670.33. In 1925 the number enumerated was violation of the compulsory education laws by members of 79,753 at a cost of $4,684.24. The increase in numbers of our floating population, the type which moves from district enumerated was 19,700 and the cost was reduced from 7.05 district, from city to city, and from state to state, per capta in 1919 to 5.18 per capta in 1925. This large increase in the number enumerated with the decrease in cost attendance. Accurate child population records will also enable the local district to benefit to the limit in the use of state funds distributed on a per capita enumeration basis.

The factors of an adequate school census are, first, how important has this department become that in every how many children ought to be in the school; second, how large city the taking of the school census has been turned over to the public schools, and in each instance has been repeated the experience that only when handled by the schools
ing sources of information are used: first, duplicate copies of entrance records of public, private, and parochial schools; second, enumeration sheets (see exhibit); third, moving lists published by transfer companies; and fourth, lists of inmates of institutions for the housing of children.

Another valuable feature in this department is the continuous census now in use in all of the cities under consideration. This record is checked daily and contains the following information for every child in school: child's name, date of birth, address, parents' names, occupation, vaccination dates, grade in school, and date of entry.

The office is immediately notified when the child moves to another district and if his entry into the new school is delayed he is visited by one of the officers in this department. Removals from the city, arrivals, deaths, marriages, and the granting of work certificates are reported daily.

That this bureau is just beginning its valuable work and that the need for its expansion is most urgent is shown in the following statistics taken from the census of 1930 populations is much greater in Denver. This indicates better enforcement of the child labor law in Denver.

* See Table IV for comparison of population and school population in the cities under consideration
for the nation. Out of fifteen million children between
the ages of seven and fourteen, three million were not
regularly attending school of any kind and out of this
number, one million four hundred thousand did not attend
any institution of any kind from September 1919 to June
1920.

**Table showing comparison of population and school**

<table>
<thead>
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<th>Pop.</th>
<th>School Pop.</th>
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</tr>
<tr>
<td></td>
<td>G 26,846</td>
</tr>
<tr>
<td></td>
<td>55,583</td>
</tr>
<tr>
<td><strong>Indianapolis</strong></td>
<td>B 27,415</td>
</tr>
<tr>
<td></td>
<td>G 36,840</td>
</tr>
<tr>
<td></td>
<td>64,255</td>
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<tr>
<td><strong>St. Louis</strong></td>
<td>B 61,218</td>
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<tr>
<td></td>
<td>G 60,784</td>
</tr>
<tr>
<td></td>
<td>122,000</td>
</tr>
<tr>
<td><strong>Chicago</strong></td>
<td>B 232,169</td>
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<tr>
<td></td>
<td>G 326,980</td>
</tr>
<tr>
<td></td>
<td>459,109</td>
</tr>
<tr>
<td><strong>Detroit</strong></td>
<td>B 90,776</td>
</tr>
<tr>
<td></td>
<td>G 87,686</td>
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<td></td>
<td>178,462</td>
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</table>

From the above table it may be seen that in com-
parison with Detroit, the city of Indianapolis has
done well in the number of children there are actually
enrolled in school, but when compared with Denver,
it is seen that the number enrolled in proportion to
population is much greater in Denver. This indicates
better enforcement of the child labor laws in Denver.
for the nation: Out of fifteen million children between the ages of seven and fourteen, three million were not regularly attending school of any kind, and out of this number, one million four hundred thousand did not attend any institution of any kind from September 1919 to June 1920. Tobacco, and onion fields, work all summer, and move to the cities in the fall and as a consequence are not discovered by the present census until spring; it is felt that a fall census would be more desirable, requires to be taken with light such employment as I. It is recommended that the school census be taken from September. Hence the importance of the action in September, everywhere complete in education. The human example is ill. It is further recommended that closer co-operation between city and township schools be maintained in the matter of transfers. Scholarships should be in order all with work of that movement, correspondence, auxiliary education. Strictly reading is seriously.
Compulsory Education.

Recommendations.

"Compulsory Education is a recruitment of the souls for the Since it has been found that children from states where seasonal occupations are available, as in the cotton, tobacco, and onion fields, work all summer and move to the cities in the fall and as a consequence are not discovered by the present census until spring; it is felt that an annual census would be more desirable. It requires intelligence and light: such nourishment is I. It is recommended that the school census be taken found in reading. Hence the importance of the school, in September. everywhere adequate to education. The human race is at ill. It is further recommended that closer co-operation between city and township schools be maintained in the matter of transfers.

Philosophers are about to shine and plane under the focus of that luminous lens—Compulsory Education. 'Humanity reading is humanity knowing.'

—Victor Hugo
Compulsory Education.

"Compulsory Education is a recruitment of the souls for the light. Henceforth all human advancement will be accomplished by swelling the legion of those who read. The diameter of the moral and ideal good corresponds always to the caliber of man's minds. In proportion to the worth of the brain is the worth of the heart. The book is the tool of this transportation. What humanity requires is to be fed with light; such nourishment is found in reading. Hence the importance of the school, everywhere adequate to education. The human race is at last on the point of spreading the book wide open. The immense human bible composed of all the prophets, of all the poets, of all the philosophers is about to shine and blaze under the focus of that enormous, luminous lens—Compulsory Education. "Humanity reading is humanity knowing." Victor Hugo

For only by universal education can this ideal be realized.

In conclusion, during the last twelve years the school enrollment in the high schools has increased one hundred percent and the length of the school year has been increased throughout the country about thirty percent. The development of the educational opportunities for the youth of America is due to definite measures in the minds of the..."
Every state in the Union has compulsory attendance law with penalties for noncompliance ranging in severity from a fine of ten dollars to a six months jail sentence. The idea of compulsory school attendance is not new. Since culture began in the race governments have insisted on some degree of education. An attendance law in Indiana, enacted in 1897, required an attendance of twelve weeks. National ideas have differed widely and as a consequence the ends of education have also varied. As long as fourteen. In 1901 the law was amended to require attendance was for some specific purpose the question of dance during the entire school year of these under state compulsion was not a vital one. With the thought that men who had not finished the eighth grade. In 1901 the people are the state, there came a larger signification to education; and with a larger revelation that only government of the people, for the people, school only with a work permit granted when an extra the people can hope to endure, there came the ordinary economic stress in the home demanded his release belief that there was an absolute necessity for the education of every man, woman, and child. For only by universal education can this ideal be realized.
The Union has compulsory attendance laws with penalties for nonobservance ranging in severity from a fine of ten dollars to a six months jail sentence. Every state in the Union has compulsory attendance laws, the first of which was enacted in Indiana in 1897.

The first compulsory attendance law in Indiana, enacted in 1897, required an attendance of twelve weeks each year for children between the ages of seven and fourteen. In 1901 the law was amended to require attendance during the entire school year of those under sixteen who had not finished the eighth year. In 1902 the law was further amended to provide that children between the ages of fourteen and sixteen might leave school only with a work permit granted when extraordinary economic stress in the home demanded his release for entrance into industry.

The significance of such compulsory attendance laws is apparent. During the last twelve years the enrollment in the high school has increased one hundred percent and the length of the school term has been increased throughout the country about thirty percent. This enlargement of the educational opportunities for the youth of America is due to definite knowledge in the minds of the
people that education is necessary to meet the problems of life.

The work of the attendance department is educational, social, ethical, and philanthropical. As the name implies, its purpose is to overcome the obstacles to school attendance and the various types of service incidental to that end involve the following kinds of activity: securing attendance at school of non-attendants or idlers under sixteen years of age; securing the regularity of attendance of children between the ages of seven and sixteen actually enrolled, as well as to encourage parents to send their younger children also; dealing with truants and children of vicious habits; safeguarding carefully the rights of children before releasing them from school for work; following up the children that work and seeing that no phase of the child labor law is being violated; filing petitions petitions in juvenile court and assisting in the prosecution in cases of neglected and delinquent children; securing special information regarding the home life of the child and assisting in establishing proper relations between the school and the home.

However efficient the school may become in utilizing the time allotted to its specific purposes, the fact remains that it is but one of the forces that educates the child.

During the months that school is in session the child can be
in attendance scarcely twenty percent of his entire time. Taking the year as a whole, during which the child is in school not more than two hundred days, the proportion is less than twelve percent. Therefore the school must not only improve its own procedure from year to year, but must take into account the other forces which are affecting the child and co-ordinate these forces with its own constructive plans.

Thus the realization of the schools that their broader purpose of training for full citizenship cannot be accomplished without building up contacts with the community is shown in the number of workers in this department and the number of cases reached.

For figures comparing the volume of work, i.e., cases handled, with the population and school population in the cities under consideration see Table II.

For conditions existing in truancy cases as found in Chicago in 1925 see Table III.

For investigation and disposition of cases of apparent infringement of compulsory education laws in Philadelphia in 1925 see Table IV.

For summary of attendance officers’ reports in St. Louis in 1925 see Table V.
TABLE II.

Table showing comparison of cases investigated with population and school population in the cities in truancy cases as found in Chicago in 1924-25 under consideration.

<table>
<thead>
<tr>
<th>City</th>
<th>Parents Living</th>
<th>School Pop.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Denver</td>
<td>123,021</td>
<td>55,583</td>
</tr>
<tr>
<td></td>
<td>Father Dead</td>
<td>256,401</td>
</tr>
<tr>
<td></td>
<td>Mother Dead</td>
<td>23,6</td>
</tr>
<tr>
<td></td>
<td>9.4</td>
<td></td>
</tr>
<tr>
<td>Indianapolis</td>
<td>33,333</td>
<td>54,255</td>
</tr>
<tr>
<td></td>
<td>Father Dead</td>
<td>316,194</td>
</tr>
<tr>
<td></td>
<td>Mother Dead</td>
<td>5.4</td>
</tr>
<tr>
<td>St. Louis</td>
<td>62,428</td>
<td>122,000</td>
</tr>
<tr>
<td>Environment Good</td>
<td>772,897</td>
<td></td>
</tr>
<tr>
<td>Environment Fair</td>
<td>46.9</td>
<td></td>
</tr>
<tr>
<td>Chicago</td>
<td>68,124</td>
<td>459,109</td>
</tr>
<tr>
<td>Environment Good</td>
<td>2,701,705</td>
<td></td>
</tr>
</tbody>
</table>

Note: The increase in 1925 cases over 1924 is accounted for in the above table states the truancy problem in truancy cases as found in Chicago by the action of the school authorities in many cases together with the increased school attendance, but many other influences contribute to it.

Compiled from the reports of the superintendents of schools in the cities under consideration for the years 1924-25. Each investigation constitutes a case.
APPARENT infringement of compulsory attendance law.
Number of cases investigated and disposition made in Philadelphia in 1925.

**TABLE III.**
Classification of cases reported by enforces tors as not enrolled and not employed.
Table showing by percentages conditions existing in truancy cases as found in Chicago in 1925.

<table>
<thead>
<tr>
<th>Condition</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parents Living</td>
<td>49.2%</td>
</tr>
<tr>
<td>Parents Dead</td>
<td>5.7%</td>
</tr>
<tr>
<td>Father Dead</td>
<td>23.6%</td>
</tr>
<tr>
<td>Enrolled in school after visit</td>
<td>9.4%</td>
</tr>
<tr>
<td>Not enrolled</td>
<td>33.9%</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
</tr>
</tbody>
</table>

**TABLE IV.**

APPEARANT infringement of compulsory attendance law.
Number of cases investigated and disposition made in Philadelphia in 1925.

**Note:** The increase in 3210 cases over 3116 is accounted for by the 64 unrecorded cases discovered by the office.

The above table indicates that the problem of truancy is not due to the broken home nor to poor environment. It is due to various other influences such as the condition of the child itself, the family environment, and many other influences contributing to it.
### TABLE IV.

APPARENT infringement of compulsory attendance law.  
Number of cases investigated and disposition made in Philadelphia 1925.

<table>
<thead>
<tr>
<th>Classification of cases reported by enumerators as not enrolled and not employed.</th>
<th>To be enrolled in September</th>
<th>Incapacitated</th>
<th>Temporarily unemployed</th>
<th>Illegal non-attendance</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>13,268</td>
<td>315</td>
<td>52</td>
<td>146</td>
<td>13,751</td>
</tr>
</tbody>
</table>

**Disposition of above cases after investigation.**

| Enrolled in school after visit of officer | 10,665 |
| Not enrolled** | 3,116** |
| Total | 13,781** |

**Causes of non-enrollment.**

| Incapacitated | 350 |
| Removed to unknown address | 670 |
| Legally employed | 120 |
| Left city | 870 |
| Died | 553 |
| Over sixteen years of age | 160 |
| Under age | 1042 | 3210** |

**Note:** The increase in 3210 cases over 3116 is accounted for by the 94 unrecorded cases discovered by the officers while investigating those of record.

The work of the attendance department in bringing into school 10,665 children proves conclusively the value of such an organization as the one maintained in Philadelphia.

---

23 24
Recommendations.

A service which provides as great and intimate a contact with the home should be an important factor in arousing public interest in the schools, especially among those parents who for various reasons have not grasped the full importance of the school. One indication that the amount of supplementary work in connection with the St. Louis investigation has given parents a better chance to 'sell' the school to the parents than any other single group of school officials. They should be

| Warning notices of proposed prosecution | 932 |
| Parents cited before Prosecuting Attorney | 57 |
| Children taken to school | 276 |
| Juvenile Court to hospitals and other institutions | 57 |
| Houses of Detention | 6 |
| Persons prosecuted for violating school law | 4 |
| Persons over 16 prosecuted for other reasons | 1 |

The above table indicates the tendency to employ every available means to prevent a child receiving a court sentence. Compare the number of warning notices with the number sentenced.

In order to do this these officials must be of good character, honest, truthful, forceful, pleasing, enthusiastic, and well trained. They must be specialists who

familiar with the field of social service, its purpose, its method, and its resources.

Therefore it is recommended that the salaries should be such that they will attract this type of officer.
Recommendaions.

A service which provides so great and intimate a contact with the home should be an important factor in arousing public interest in the schools, especially among those parents, who for various reasons have not grasped the full importance of the school. Attendance officers have a better chance to 'sell' the school to the parents than any other single group of school officials. They should be urged to convince rather than coerce, to explain rather than demand, to spread everywhere the gospel of free education and its advantages, in short, to advertise intelligently the fine quality of service which the schools are rendering and to stimulate parents to desire that their children shall have the largest possible measure of participation in the benefits of this service.

In order to do this these officers must be of good character, honest, truthful, forceful, pleasing, enthusiastic, and well groomed. They must be specialists who understand the philosophy of education in general; who are familiar with the field of social service, its purpose, its method, and its resources.

I. Therefore it is recommended that the salaries should be such that they will attract this type of officer.
II. That the tenure of office be secure.

III. The law should be so amended as to make the same attendance regulations apply to the six year old as at present to the seven year old.

When our manufacturing enterprises began to spring up in the eastern states it was generally believed that industry could be made more productive and children more useful by their employment in gainful occupations especially in the manufacture of textiles. The cotton and woolen mills, therefore, soon swarmed with little children called from the farms and small towns of New England. The wages received were absurdly low and in 1813 many children were employed at less than half a dollar a week. Our legislators were not interested in the wages of children but in the development of industry and child labor was a mere means to a justifiable end.

Compulsory education had not yet dawned and consequently there was no impelling motive to prevent the child from
entering industrial enterprises that there is nothing.

In the eastern states it was generally believed that industry could be made more productive and children more useful by their employment in gainful occupations especially in the manufacture of textiles. The cotton and woolen mills, day-demand a rapid evaluation in appropriate occupations; therefore, soon swarmed with little children called from the farms and small towns of New England. The wages received were absurdly low and in 1812 many children were employed at less than half a dollar a week. Our legislators were not interested in the wages of children but in the development of industry and child labor was a mere means to a justifiable end. It interfered with school, and therefore retard mental growth and as a result places landscape Compulsory education had not yet dawned and consequently there was no impelling motive to prevent the child from
entering industry at any age.

realize that there is nothing

that takes the work of children just as young for hours

Changing social standards have now awakened the Ameri-

just as long in the fields, out of this general al기는-

and laws for its control are in effect in nearly every state.

and familiar with farm work can say that it

A perfect child labor law is not even a theoretical possi-

bility, for in a dynamic society no absolute adjustment to

the conditions can be made. Even the prevailing standard

age-limit is an arbitrary one: for example, in England

children from fourteen to sixteen are included among "young

persons," whereas in the United States they are legally

considered children until the age of sixteen and are pro-
tected by regulations concerning the industries and occupa-
tions they may enter. The law must therefore be suitably

adapted through its agents has been trying to make this

revised from time to time to meet the new conditions.

The increasing complexity of our social relations,

the changing requisites for social and industrial survival,

and the necessity of adapting ourselves to the needs of the
day demand a rapid evolution in appropriate legislation.

third, the showing would be much worse.

While it was formerly thought, for example, that

rural children needed no protection in the matter of laws,

we have now come to realize that this is one of the most

serious problems in child conservation. Admitting that

long hours in mines and mills prevent full physical develop-
ment, undermine health, interfere with school, and there-

and legislation of the National Child Labor Commission, for

fore retard mental growth and as a result place handicaps
on the child for life, we realize that there is nothing
takes the work of children just as young, for hours
just as long in the fields, out of this general classi-
fication. No one familiar with farm work can say that it
is not as exhausting nor that it fails to interfere with
normal physical development.

There are about three-quarters of a million child
agricultural workers in the United States and their employ-
ers surrender them most reluctantly; often the direct
mandate of the law is ignored by common consent and the
problem remains unsolved.

For a number of years the national child labor com-
mitee through its agents has been trying to solve this
problem. They have learned that thousands of rural child-
ren are greatly retarded in their school work and that the
states having the highest percentage of child agricultural
workers have the highest percentage of illiteracy. If we
should measure by the completion of any grade above the
third, the showing would be much worse.

A serious handicap to adequate legislation is the right
of each state to enact its own child labor laws and until
the federal government makes a law which can be nationally
enforced, these discouraging conditions will be found.

* From the report of the Departments of Administration
and Legislation of the National Child Labor Committee,
New York 1924.
That there is a close relationship between child labor and delinquency is shown in the table compiled by the federal government and giving the proportion of delinquents among working and non-working children. Among the working boys it is from two to ten times as high as among the non-working, while among the girls the disproportion is still more startling.*

We have been prone to say that the foreign born were the ones who sought to evade these child labor laws, but a study of the work certificates issued for the year 1925 in the city of Philadelphia shows that the American parent is a most constant offender in this respect. For example we find that 51 percent of the certificates issued are to those of American parentage.**

* See Table VI for relationship of child labor and delinquency in the cities under consideration.

** See Table VII for relationship of American to foreign born receiving work permits in Philadelphia in 1924.

*** See Table VIII for report of industries entered by children in St. Louis.
### Table VII.

Table showing nativity of children receiving work certificates in Philadelphia.

<table>
<thead>
<tr>
<th>Nativity</th>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>United States</td>
<td>3,771</td>
<td>21.45</td>
</tr>
<tr>
<td>Italy</td>
<td>922</td>
<td>5.33</td>
</tr>
<tr>
<td>Poland</td>
<td>590</td>
<td>3.47</td>
</tr>
</tbody>
</table>

I. Percentage of working boys under 16 found delinquent.

II. Germany " non " 423 " " 0.75 "

III. " working girls " 960 " " 1.6 "

IV. and " non " 359 " " 0.26 "

<table>
<thead>
<tr>
<th>Cities</th>
<th>I.</th>
<th>II.</th>
<th>III.</th>
<th>IV.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indianapolis</td>
<td>6.67</td>
<td>3.15</td>
<td>1.41</td>
<td>0.31</td>
</tr>
<tr>
<td>Philadelphia</td>
<td>1.66</td>
<td>1.55</td>
<td>1.34</td>
<td>0.04</td>
</tr>
<tr>
<td>Boston</td>
<td>15.71</td>
<td>1.46</td>
<td>1.36</td>
<td>0.08</td>
</tr>
<tr>
<td>Baltimore</td>
<td>2.87</td>
<td>1.66</td>
<td>1.51</td>
<td>0.02</td>
</tr>
<tr>
<td>Pittsburgh</td>
<td>6.56</td>
<td>1.54</td>
<td>2.47</td>
<td>0.14</td>
</tr>
</tbody>
</table>

This table compiled from the 1924-25 report of the Federal Department of Labor. Pamphlet.

Contrary to popular belief it will be seen from the above table that by far the largest percent of work certificates is granted to children of American parentage.
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Contrary to popular belief it will be seen from the above table that by far the largest percent of work certificates is granted to children of American parentage.
It is surprising to note the number of children who come under the provisions of the compulsory education law who have been excluded from school for full-time participation in industries entered by children in St. Louis. Public school tabulation indicates for the cities under consideration is given here-

<table>
<thead>
<tr>
<th>Industry</th>
<th>Boys</th>
<th>Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clothing, hats, etc.</td>
<td>91</td>
<td></td>
<td>130</td>
</tr>
<tr>
<td>Dry goods, millinery</td>
<td>148</td>
<td></td>
<td>250</td>
</tr>
<tr>
<td>Leather goods</td>
<td>167</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fur, silk, wool, feathers</td>
<td>53</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Clay, stone, glass, coal</td>
<td>77</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cotton, jute, rubber</td>
<td>293</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Food products</td>
<td>242</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Machinery (iron)</td>
<td>154</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other metals</td>
<td>242</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Paper products</td>
<td>94</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tobacco plants, seeds</td>
<td>71</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wood products</td>
<td>260</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chemicals, drugs</td>
<td>199</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Laundry, cleaning</td>
<td>119</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Transportation</td>
<td>124</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Telegraph, telephone</td>
<td>136</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Printing, engraving</td>
<td>128</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vehicles, implements</td>
<td>117</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Beverages</td>
<td>11</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Department stores</td>
<td>132</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Street trades</td>
<td>215</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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<tr>
<th>Industry</th>
<th>Boys</th>
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</tr>
<tr>
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<td>167</td>
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<td></td>
</tr>
<tr>
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<td>53</td>
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</tr>
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<td></td>
</tr>
<tr>
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<td></td>
</tr>
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<td>Machinery (iron)</td>
<td>154</td>
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<td></td>
</tr>
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<tr>
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<tr>
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</tr>
<tr>
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<tr>
<td>Telegraph, telephone</td>
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<td></td>
<td></td>
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<tr>
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<td></td>
<td></td>
</tr>
<tr>
<td>Street trades</td>
<td>215</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Note: This table shows the variety of industries entered by children who are still of school age. Little consideration seems to have been given to prohibiting the child’s entrance into industries which by their nature are dangerous, especially to the immature. New permit is required; second, certificates are required until the age of eighteen is reached.
It is surprising to note the number of children who come under the provisions of the compulsory education law who have been excused from school for full time participation in industry. The number of full time work certificates since the evil effect of child labor is apparent indicates for the cities under consideration is given here-in the mental, moral, and physical development of the youth for the school year 1924-25. It is necessary that steps be taken to eliminate it not only locally, but nationally. The following recommendations were made from the 1923-24 Report on the Child In Industry, United States Labor Bureau, Department of School Attendance.

<table>
<thead>
<tr>
<th>City</th>
<th>Permits</th>
<th>School Pop.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Philadelphia</td>
<td>10,672</td>
<td>293,975</td>
</tr>
<tr>
<td>Detroit</td>
<td>7,859</td>
<td>178,462</td>
</tr>
<tr>
<td>St.Louis</td>
<td>3,215</td>
<td>122,000</td>
</tr>
<tr>
<td>Denver</td>
<td>3,121</td>
<td>55,583</td>
</tr>
</tbody>
</table>

Note: Chicago following recommendations were made from the 1923-24 Report on the Child In Industry, United States Labor Bureau, Department of School Attendance.

Note: Detroit and Philadelphia include summer permits.

Note: The large number of permits issued in Indianapolis in proportion to population in comparison with other cities is due to the following causes: first, each time the child changes his place of work, a new permit is required; second, certificates are required until the age of eighteen is reached.
Recommendations.

I. It is recommended that a national law containing the following provisions be made applicable to all child labor cases:

Since the evil effect of child labor is apparent in the mental, moral, and physical development of the nation's youth of our country, it is necessary that steps be taken to eliminate it not only locally, but nationally. Therefore, changes in our laws pertaining to this phase of social welfare should embody the following:

Note: The following recommendations were compiled from the 1923-24 Report on the Child In Industry, United States Labor Bureau, Department of School Attendance.

4. Minors should not work more than eight hours per day nor after six P.M.

5. No child should be granted a work certificate unless he has been examined by a qualified physician and found to be healthy and normally developed.

6. Full time school attendance until sixteen years of age.

II. Since in many states where the law does forbid child labor, thousands of loopholes are made for the employer wish-
Recommendations.

I. It is recommended that a national law containing the following provisions and in conformity to a child labor amendment be passed:

1. An age minimum of sixteen years for all occupations except agriculture and domestic service during vacation when children of fourteen may be employed with restrictions as to hours.

2. Minimum age for work about mines and quarries should be eighteen, and for night messenger service twenty-one.

3. Minors should not be employed in hazardous occupations.

4. Minors should not work more than eight hours per day nor after six P. M.

5. No child should be granted a work certificate unless he has been examined by a qualified physician and found to be healthy and normally developed.

6. Full time school attendance until sixteen years of age.

II. Since in many states where the law does forbid child labor thousands of loopholes are made for the employer wish-
Dr. George E. Logan, Director of the Psychological Laboratory in the South-Western University, Massachusetts, conducted an investigation relative to the causes of truancy and delinquency with the following results:

Scientifically regarded, truancy and delinquency involve the same essential factors of conduct and laws of life that control other forms of conduct. In industrial schools for delinquents, the environment of the child is usually such as to lead him away from the right path, so that, the results of his conduct are not the same as those of the child who is left under the influence of his home environment. The problem is one of reforming bad habits and giving the child the opportunity to lead a normal life.

It is well known that the ordinary school is organized for the normal child who would not care for children who had become truants or delinquents. Hence, the suggestion was made that methods should be used in special schools for the education of these children.

Several outstanding characteristics were found to be essential to this special type of school. First, the characteristics of the course of study and the method of instruction should be scientifically adapted to the needs of the pupil. The classes in these schools should be limited to an enrollment of twelve, thus insuring individual instruction and personal contact, so important in making children contented with their work.
Truants and Delinquents.

Scientifically regarded truancy and delinquency involve the same essential factors of conduct and laws of life that any other conflict between an individual and his environment involve. Truancy and delinquency are forms of maladjustment and maladjustment, here as elsewhere, is a result of all possible forces acting within the individual and the environment affecting his life.

The problem being so complex, it is with difficulty that the schools are approaching a solution. It was readily seen that the ordinary school as organized for the normal child could not care for children who had become truants or delinquents, so a nation wide study was made of the best methods to be used in special schools for the education of these children.

Several outstanding characteristics were found to be essential to this special type of school. First the character of the course of study and the methods of instruction should be scientifically adapted to the needs of the pupil. The classes in these schools should be limited to an enrollment of twelve, thus insuring individual instruction and personal contact, so important in making children contented with their work.
Dr. George E. Dawson, Director of the Psychological Laboratory in the Schools of Springfield, Massachusetts, conducted an investigation relative to the causes of truancy and delinquency with the following results: *

Environmental causes, 40 percent.

Physical defects making adjustment to school conditions difficult if not impossible, 30 percent.

Maladjustment of the pupil to his work, the result of failure to adapt the curriculum of the school to the type of mind characteristic of the habitual truant and delinquent, 25 percent.

Mental deficiency, 5 percent.

These proportions may be regarded as representative of the conditions existing in any other system of schools and gives an idea of the immensity of the problem confronting social workers.

Table X shows the various American cities providing residence schools, day schools, or special disciplinary classes for this type of pupil.

* National League of Compulsory Attendance. 1925.
**Recommendations.**

**TABLE X.**

| I. Cities which provide Residence or Parental Schools. |
|---|---|
| Atlanta | Albany |
| Baltimore | Cleveland |
| Chicago | Columbus |
| Cincinnati | Dayton |
| Detroit | Grand Rapids |
| Kansas City | Indianapolis |
| Newark | New Haven |
| New York | Patterson |
| Seattle | Philadelphia |
| Spokane | Providence |
| St. Louis | Richmond |
| | San Francisco |
| | Denver |

| II. Cities providing central Day Schools. |
|---|---|
| Akron | Boston |
| Buffalo | Los Angeles |
| Louisville | Rochester |
| Washington |

| III. Cities which have scattered Disciplinary Classes. |
|---|---|
| Eleven | Thirteen | Seven |
Recommendations.

The Backward Child.

Since it is evident that the country as a whole does not make adequate provision for this type of child, it is recommended:

I. That school cities be empowered to levy special taxes so that additional schools may be provided for the delinquent and truant children.

II. That physical and mental tests be given all children upon entering school.

III. That provision be made for the truant and delinquent girls. The establishment of these schools was regarded with suspicion and distrust and their growth was necessarily very slow.

The education of the backward child is distinctly a question to be solved by the public schools for these children have an unquestioned right to an education and the number involved makes it a problem of great importance.

In the organization of the work for the retarded, the first step is mental testing; tests are carefully selected and usually applied in the following groupings: primary, grades two to four, grades five to nine.

Backward children may be dealt with in two ways, one, by individual instruction on the so-called tutoring plan and the other by the organization of special classes.
The Backward Child.

The first attempts to educate the mental defective were made in France by the physician, Itard, in 1800. He was assisted by the physician and educator, Seguin, who experimented for many years until in 1842 he began the training of a small class of mentally deficient children.

His methods were given to the world and in a few years schools for defective children were established in various countries. The establishment of these schools was regarded with suspicion and distrust and their growth was necessarily very slow.

The education of the backward child is distinctly a question to be solved by the public schools for these children have an undoubted right to an education and the number involved makes it a problem of great importance.

In the organization of the work for the retarded, the first step is mental testing; tests are carefully selected and usually applied in the following groupings: primary, grades two to four, grades five to nine.

Backward children may be dealt with in two ways, one, by individual instruction on the so-called Batavia plan and the other by the organization of special classes.
generally ungraded where instruction adapted to the needs of the children is provided.

In all classes special attention is given to the training of these children in habits of industry, punctuality, neatness, persistence and ability to complete a piece of work assigned. It is felt that if the school succeed in inculcating these habits the handicapped children are likely to attain a degree of social and economic competence otherwise impossible.

The mentally handicapped child needs an enriched curriculum in addition to a slow moving program. In the acquisition of the formal arts, he needs his interests and his learning capacities fed and stimulated. It is important for the school to provide constantly for the emerging impulses and tendencies of the child to react. These are means of his real education and can be made the means of real growth and of development of personality. Only a small part of the course for the handicapped child, therefore, will be the formal subjects.

The problem of retardation with its great social and economic loss has been earnestly considered by every educational system and statistics are now available which show that the mental condition is responsible for almost fifty percent of the number of failures.*

* See Table XL.
The best known registration of the growth of these special classes in our public schools is shown in the number of schools, teachers, and pupils as published by the National Bureau of Education for the years 1912 to 1925 inclusive.

Causes of non-promotion and percentage of cases in each group based on retardation report for cities considered.

<table>
<thead>
<tr>
<th>Causes</th>
<th>Percent of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mental Condition</td>
<td>45</td>
</tr>
<tr>
<td>Irregular Attendance</td>
<td>26</td>
</tr>
<tr>
<td>Ill Health</td>
<td>14</td>
</tr>
<tr>
<td>Environment</td>
<td>12</td>
</tr>
<tr>
<td>Administration</td>
<td>2</td>
</tr>
<tr>
<td>Discipline</td>
<td>1</td>
</tr>
</tbody>
</table>

This table was compiled from the annual school reports made by the superintendents of schools in the cities under consideration and indicates the large percentage of mental cases in the number of those retarded, thus shows the need for special consideration.

* See Table: XII, XIII.
The best known registration of the growth of these special classes in our public schools is shown in the number of schools, teachers, and pupils as published by the National Bureau of Education for the years 1913 to 1925 inclusive. *

<table>
<thead>
<tr>
<th>Year</th>
<th>Pupils</th>
<th>Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>1913</td>
<td>9357</td>
<td>506</td>
</tr>
<tr>
<td>1914</td>
<td>10890</td>
<td>650</td>
</tr>
<tr>
<td>1915</td>
<td>12797</td>
<td>797</td>
</tr>
<tr>
<td>1916</td>
<td>16524</td>
<td>936</td>
</tr>
<tr>
<td>1918</td>
<td>18133</td>
<td>1134</td>
</tr>
<tr>
<td>1922</td>
<td>23852</td>
<td>1321</td>
</tr>
<tr>
<td>1925</td>
<td>25182</td>
<td>1582</td>
</tr>
</tbody>
</table>

The above table does not include those children in institutions for the feeble minded but are those whose mentality is such that special instruction should be given in the public schools.

—1924 Conference Report on Care of Retarded Children.

* See Tables XII, XIII.
TABLE XII.

The national growth of facilities for caring for mentally defective children.

<table>
<thead>
<tr>
<th>Year</th>
<th>Pupils</th>
<th>Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>1913</td>
<td>9357</td>
<td>586</td>
</tr>
<tr>
<td>1914</td>
<td>10890</td>
<td>650</td>
</tr>
<tr>
<td>1915</td>
<td>12797</td>
<td>797</td>
</tr>
<tr>
<td>1916</td>
<td>16524</td>
<td>936</td>
</tr>
<tr>
<td>1918</td>
<td>18133</td>
<td>1134</td>
</tr>
<tr>
<td>1922</td>
<td>23252</td>
<td>1321</td>
</tr>
<tr>
<td>1925</td>
<td>25182</td>
<td>1582</td>
</tr>
</tbody>
</table>

The above table does not include those children in institutions for the feeble minded but are those whose mentality is such that special instruction should be given in the public schools.

—1924 Conference Report on Care of Retarded Children.
TABLE XIII.

The number of mentally deficient children being taught in special classes in the cities under consideration.

<table>
<thead>
<tr>
<th>City</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chicago</td>
<td>2,662</td>
</tr>
<tr>
<td>Detroit</td>
<td>2,650</td>
</tr>
<tr>
<td>Philadelphia</td>
<td>2,438</td>
</tr>
<tr>
<td>St. Louis</td>
<td>439</td>
</tr>
<tr>
<td>Denver</td>
<td>440</td>
</tr>
<tr>
<td>Indianapolis</td>
<td>335</td>
</tr>
</tbody>
</table>

VI. A vocational guidance bureau should be established in these cities.

It appears from the above table that, in proportion to its size, Detroit has made better provision for its mental cases than any of the cities under consideration. However, each city is extending its facilities for this type of instruction, the average growth, as shown by the annual school reports of the cities under consideration, was the addition of three classes of fifteen pupils each.

Establish advanced English adjustment classes to provide for the older foreign child.

Recommendations I to VII are universally necessary. VI to VII are coming into practice especially in large centers.

Patterson, R. J.

1925 Conference on Training of Exceptional Children, Pamphlet.
Recommendations.

I. It is recommended that only specially trained teachers be employed.

II. A thorough mental analysis of each child should be made before it is admitted to the school.

III. Physical condition, family history, and environment should be carefully investigated.

IV. Development of health habits should be stressed.

V. Pre-vocational training should be given.

VI. A vocational guidance bureau should be organized to work closely with those training the subnormal child in order that the efforts used in training these children may benefit society to the utmost.

VII. Establish classes in primary English adjustment to assist foreign children who have failed in first grade work.

VIII. Establish advanced English adjustment classes to provide for the older foreign child.

Recommendations I to V are universally followed; VI to VII are coming into practice especially as in Patterson, N. J.

_1924 Conference on Training of Retarded Children. Pamphlet._
pays for every child in this special class $330.00. Ohio
also pays up to $330.00, in excess of the cost of educating a
normal child and Missouri, where the law is mandatory,
allows $75.00 for each child, while Illinois and Michigan
both in Europe and in the United States special ed-
ucation for the crippled child was initiated and fostered
by the social service workers and the work was taken over
by the schools very slowly when children were discovered
by officers as unable to attend school because ortho-
opedic care was needed. It was felt that this was outside
the jurisdiction of the school and they were allowed to
remain at home.

The Unwieldy, however, demands that education be
provided for these children and that every facility for
making them self-supporting citizens be furnished.

The entire number of handicapped and one-half of that mass
Twenty-five years ago a noted English barrister said:
will be under sixteen years of age. The number in
"The education of the crippled child is not philanthropy,
cities will be somewhat higher. For a concrete example from
it is enlightened self-interest." It is a coincidence
figures compiled by the International Society for Crippled
that the first public school classes for crippled children
Children, New York would have thirty thousand; Illinois,
were opened almost simultaneously in 1900 in London, New
York, and Chicago. It is now conservatively estimated
that there are thirty-five cities in the United States main-
sing special facilities for education, and not one of those
would be neglected, negligence.

Six states have acts enabling local school commission-
At first only academic and pre-vocational training
ers to establish classes for the crippled. Minnesota pays
were attempted. It was not until 1914 that the physical

** Report on the Education of Crippled Children,
New York City, 1923.
pays for every child in this special class $250.00. Ohio 
rehabilitation of the children in these classes was under-
pays up to $300.00, in excess of the cost of educating a 
taken as a part of the public school work. Since that time 
normal child and Missouri, where the law is mandatory, 
it has grown in scope until today nothing but the refusal 
allows $75.00 for each child, while Illinois and Michigan 
of the parent stands in the way of scientific physical re-
pay $300.00 more than the cost of the normal pupil.* 
habilitation for every crippled child. This is accomplis-
Every crippled child is a potential tax consumer and 
properly trained physically and mentally every child of 
normal intelligence can be a tax producer. What right, 
What the leading question in education today is: 
therefore, has any school system levying taxes for all the 
"What is the cost?" but as compared the cost of maintaining 
children of all the people to overlook any child with this 
the crippled child in school with its care in an institu-
tion? In school, including the cost expensive item, 
It has come to be recognized that the number of crimp-
ple children in any state may be found by taking sixty-
five hundredths of one per-cent of the total population for 
Moreover the public school can give, as no other in-
stitution can, the continuity of care and training through 
ber will be under sixteen years of age. The number in 
the ten or twelve years necessary to make self-supporting 
cities will be somewhat higher. For a concrete example from 
citizens out of potential luxuries and at the same time from 
figures compiled by the International Society for Crippled 
the child in his home environment and socialize normal as 
Children, New York would have thirty thousand; Illinois, 
19, 200; and California, 10,200. Not all of these chil-
dren are untaught or uneducated, and not all of them 
need special facilities for education, but not one of them 
should be neglected in the interest of the public.

At first only academic and pre-vocational training 
were attempted. It was not until 1914 that the physical

** Report on the Education of Crippled Children, 
New York City, 1923.
rehabilitation of the children in these classes was undertaken as a part of the public school work. Since that time it has grown in scope until today nothing but the refusal of the parent stands in the way of scientific physical rehabilitation for every crippled child. This is accomplished by closest co-operation with each city's best surgeons, physicians, and many social agencies.

Since the leading question in education today is: "What is the cost?" let us compare the cost of maintaining the crippled children in school with that of an institution. In school, including the most expensive item, that of transportation, it is $350.00 annually, while in an institution it is $600.00. State of the nineteen-eighteen class earns thirty-five dollars a week in an engraving. Moreover the public school can give, as no other institution can, the continuity of care and training through which the child is not solely dependent on street begging for his existence, the ten or twelve years necessary to make self-supporting citizens out of potential burdens and at the same time keep the child in his home environment and maintain normal relationships with other children and the world.

Physical handicaps no longer mean helplessness for those for whom the school could give. Great need and diplomatically crippled children are trained to become self-supporting by receiving special training in:

* Report of Superintendent of Schools, Chicago, 1924.
Education of Crippled Children shows the following classification:

- **Millinery**
- **Sewing**
- **Cooking (including bread)**
- **Industrial Arts**
- **Printing (except causes)**
- **Typewriting**
- **Wood Work**
- **Typewriter**


The above table conclusively shows that the problem of the disabled has paid, as shown in a report published by the Alumni of the Chicago Schools for Cripples which states that ninety graduates have gone on to high school another graduate is in the third year of medical school, another supports his family with his printing work being done in the Chicago center may be re-established, while a graduate of the nineteen-eighteen garded as typical of that done elsewhere. Under the center class earns thirty-five dollars a week in an engraving shop or the supervising orthopedic surgeon in Chicago house. Contrast this with the average adult cripple who during the school year 1924-25, 70 cases were applied for, now solely dependent on street begging for his existence. muscle tests given, 134 X-rays were taken showing various cases.

One of the problems in a school of this kind is obtaining the permission of the parents to allow his child to enter, many of them prefer to allow it to struggle on with enrolled in the schools under consideration in its handicap rather than have the special instruction and year 1924-25 were children as follows: Chicago, 1029; Philadelphia, 242; Detroit, 344; Denver, 128; St. Louis, 116; and Indianapolis, 28. Indianapolis has just to obtain permission for surgical treatment.

A survey of the cases on record in the schools of the United States as compiled by the National Society for the...
Education of Crippled Children shows the following classification:

- Crippled from infantile paralysis, 43 percent
- Bone and joint tuberculosis, 20 "
- Spastic Paralysis, 15 "
- Miscellaneous causes, 22 "
- Accidents, 4 "

The above table conclusively shows that the problem of the crippled child could not be obviated by any program of accident prevention because by far more than ninety percent of these cases are congenital and constitute a direct burden which society cannot avoid.

The work being done in the Chicago center may be regarded as typical of that done elsewhere. Under the direction of the supervising orthopedic surgeon in Chicago during the school year 1924-25, 70 casts were applied, 126 muscle tests given, 334 X-rays were taken showing deformities, 600 orthopedic examinations, and 5,351 treatments were given.

Enrolled in the schools under consideration in the year 1924-25 were children as follows: Chicago, 1029; Philadelphia, 346; Detroit, 342; Denver, 126; St. Louis, 110; and Indianapolis, 24. Indianapolis has just completed its first year and is making plans for a greatly enlarged service for the coming year.
Reoommulendations.

Investigation proves that a great number of crippled children are not in schools of any kind.

I. It is recommended that all of them be found so that they may have the opportunities of their more fortunate brothers and sisters.

II. That the decennial federal census take particular account of these children.

III. That the state make special provision for their education.

IV. That placement and follow up work be provided for the crippled child who has been educated but has difficulty in locating work.

V. That the opportunity for high school education be extended to the crippled child.
Chapter VII.

Just a little more than sixty years ago Alexander Graham Bell, a young man of twenty-four, was invited by some teachers of the deaf in Boston to come to teach them sign language. He was, however, refused, because he had no successful teaching record.

For centuries it was believed that the deaf child was unable to learn. It was a common belief that the deaf child could not learn to read or to speak. The only thing that could be done was to put the deaf child in a school where he could learn to read and to write.

Finally, there arose in Paris a man, the Abbé de Spéjni, who believed that all deaf children could be taught and who set about teaching a small group.

From the very greatness of his devotion there arose a difficulty which has caused unending controversy ever since. He could not turn away any applicant, and some, in many cases, he found himself unable to teach them by the slow process of speech and lip reading. Therefore, he devised a language of signs by which he could give them both ideas and an understanding of written language much more quickly than if he had taught them by the slow process of speech and lip reading.

These signs, still in considerable use, are an excellent means of communication, but they do not follow the English order of words and consequently their use by the deaf child makes it necessary for him to learn two distinct languages, and confuses him in his effort to use English. Moreover, if a child who is being taught speech and lipreading is allowed to use signs, he does not rely sufficiently upon his speech and the environment of other people who have not learned signs, that of others to become proficient in its use.

55
Just a little more than fifty years ago Alexander Graham Bell, a young man of twenty-four, was invited by the teachers of the deaf in Boston to come to teach them. His eagerness, his enthusiasm, and above all, his ability to get results inspired all who came in contact with him. His interest in the deaf grew into an ardent championship and it is impossible to overestimate his influence upon them in this country, hearing into the general groups—the totally deaf child and the child who is hard of hearing. It is not difficult even more recent establishment than the work for crippled to recognize and classify the totally deaf child and he is children, although the same arguments show forcibly the at once placed in the school. It is not so easy to infer-necessity of its being a public school problem. The deaf are physically abnormal, this condition being both deaf exceed the blind in number, and the majority of the cause and effect. An important effect is the inferior deafness and the relief necessary, lungs and chest development, due in part to the failure to use the organs of speech.* The oral method of communication will lessen the difficulty, but physical training is necessary to develop properly every part of the body, for those with defective hearing his interest is sustained. It has been shown that the deaf at the ages of seven-sixteen show in school and he needs to be a first of his. He is the first deaf child and the child twenty-one are retarded educationally on an over- average and a problem to the teacher.

* For age-grade distribution see Table XIII.
Just a little more than fifty years ago Alexander Graham Bell, a young man of twenty-four, was invited by deaf teachers in Boston to come to teach them. His interest in the deaf grew into an ardent championship and it is impossible to overestimate his influence upon them in this country, hearing into the general public - the totally deaf child.

Education of the deaf in our public schools is of and the child she is not of being a public school problem. The total of hearing blind are frequent but true-deaf exceed the blind in number, and the majority of the condition being both only close observation will indicate the extent of its cause and effect. An important effect in the inferior intelligence and the relief necessary, lung and chest development, due in part to the failure to use the organs of speech.

The oral method of communication will lessen the difficulty, but physical training is necessary to develop properly every part of the body. It has been shown that the deaf at the age of seven years lose the and he seems to be a drug on his arm to twenty-one are retarded educationally on an average of six years and seven months. This is a condition not equalled in any of our other handicapped classes and indicates that the radical change now taking place in

* For age-grade distribution see Table XIV.
their instruction was very imperative. Many of the deaf acquire considerable power of speech, but in this respect the congenital cases are much inferior to the others, although hearing may have been destroyed during the first two years of life.

<table>
<thead>
<tr>
<th>Grade</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>15</td>
<td>4</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td></td>
<td></td>
<td>8</td>
</tr>
</tbody>
</table>

Many a child has stood before a juvenile court judge charged with some more or less serious offense, whose initial failing was that he could not hear. In a class for those with defective hearing his interest is sustained, truancy loses its charm and he ceases to be a drag on his companions and a problem to the teacher.

|       | 20| 10| 17| 2 | 5 | 5 | 4 | 1 | 64    |

Through the influence of the special class he gradually and perhaps unconsciously begins to realize that his handicap is only in degree. The inheritance of mind and

*For age-grade distribution see Table XIX.
TABLE XIV.

Age-grade distribution in Gallaudet School for the Deaf, St. Louis, Mo.

Grade  1  2  3  4  5  6  7  8  Total

Age  5  1  6  2  7  2  6  1  31

1. The total enrollment in 1924-25 in the cities under consideration is as follows: Chicago, 310; Detroit, 67; St. Louis, 70; Philadelphia, 62; Denver, 40; and Indiana.

This table shows the late start and consequent retardation of deaf pupils. (cf., previous discussion. - 1927).

2. Detroit City Survey, 1923-24
Recommendsations.

spirit are his birthright and he goes forth with his head
up to join the great company of those who, seeing the
vision, beheld that it was good. Federal census in order
that all deaf children may be located.

Some time ago a survey as to the causes of deafness
was made in the city of Detroit, which showed that seventy-
six percent became deaf from preventable diseases; scar-
ellet fever, measles, mumps, whooping cough, and other
illnesses. That employment bureaus be established, thereby
preventing children's diseases. Here again the school
enabling those pupils trained in special schools to be
should carry on its campaign of health protection to pre-
vent employment for which they have been trained.

IV. That the schools employ trained otologists who may
industrial training is very important in the train-
early discover and remove conditions which might result
of the deaf and certain occupations are so adapted
that self support is within the reach of all. Emphasis
is placed upon vocational training - cooking, sewing,
and household economy being taught the girls, while the
boys do shop work and learn sign painting, book binding,
pottery, and printing.

The work requires intensive individual instruction,
therefore the numbers in the classes must be small, usually
about ten.

The total enrollment in 1924-25 in the cities being
considered was as follows: Chicago, 313; Detroit, 167;
St. Louis, 70; Philadelphia, 62; Denver, 40; and Indiana-
polis, 0. (classes are being organized for 1926-1927).
Recommendations.

I. It is recommended that a careful survey be made in connection with the decennial federal census in order that all deaf children may be located.

II. That each state be empowered to levy taxes sufficient to give the deaf special training.

III. That employment bureaus be established, thereby enabling those pupils trained in special schools to secure employment for which they have been trained.

IV. That the schools employ trained otologists who may early discover and remove conditions which might result in impaired hearing.

The first American experiment with an open air school was made in Providence, Rhode Island in 1908. This was followed by the establishment of schools in Boston and New York and since then scores of cities have provided open air treatment for pre-tubercular children.

Types of children properly admissible to open air classes are as follows: those exposed to tuberculosis, those with arrested tuberculosis, those suffering from malnutrition, those who become tired easily, children frequently absent from school because of bronchitis.
Chapter X

The Pre-Tubercular Child.

The first school for the care of the tubercular and pre-tubercular children was opened in Germany in 1904. In a pine forest near Charlottenburg shelters were erected to protect the children from inclement weather but the greater portion of the time was spent out in the open air. Weak and anemic children and those touched as yet but lightly by disease were selected for the experiment and in all 107 children were admitted. The periods of school work were made comparatively short and adequate sleep and rest were provided. Favorable results were soon noticeable; they improved in general attention and temperament and were successful in their school work.

The first American experiment with an open air school was made in Providence, Rhode Island in 1908. This was followed by the establishment of schools in Boston and New York and since then scores of cities have provided open air treatment for pre-tubercular children.

Types of children properly admissible to open air classes are as follows: those exposed to tuberculosis, those with arrested tuberculosis, those suffering from malnutrition, those who become tired easily, children frequently absent from school because of bronchitis,
those suffering from certain nervous diseases, those suffering from cardiac disease if recommended by a responsible physician.

In the cities under consideration the number enrolled in the fresh air schools is as follows: Chicago, 1029; Detroit, 857; St. Louis, 413; Philadelphia, 354; Indianapolis, 274; Denver, not reporting. (These figures for the school year 1924-25.)

The earlier a case of tuberculosis may be detected and receive proper treatment before it is too late.

III. That instruction classes be established in schools where the tendency toward subnutrition is large.

IV. That the school city be empowered to levy taxes for the support of schools for pre-tubercular children.

* New York City Annual Report Department of Health 1920.
Recommendations.

I. It is recommended that legal authority be given the schools to compel the parent to place the child in a fresh air school before he becomes actively tubercular and a greater potential burden on the community.

II. That careful surveys be made and classes established in all sections of the city so that children on the 'border line' of tuberculosis may be detected and receive proper treatment before it is too late.

III. That nutrition classes be established in centers where the tendency toward malnutrition is large.

IV. That the school city be empowered to levy taxes for the support of schools for pre-tubercular children.
Chapter

EVENING SCHOOLS

In former years the evening school was a place where boys and girls who had dropped out of the regular day school before some of them had reached the fourth grade might secure some assistance in acquiring an elementary education. The majority of these boys and girls were required by parents to attend the night school so that they came unwillingly and there was little satisfaction from an educational standpoint either to teachers or pupils.

During recent years the night schools have assumed a very different character and are now composed of: young men and women who have been compelled by financial considerations to drop out of high school but who desire to enter college; graduates of the elementary schools who desire to continue their education through high school; and the older men and women who were without educational advantages in their youth and who find the evening schools offering opportunities that are inviting.*

Until recently little more was taught than the common school branches; later there was added some opportunity to

* See Table VII for age distribution of night school students.
The above table indicates the apparent realization of the need for additional training among those who recently withdrew from school. (Note ages 16-30.)
use the manual training and domestic science equipment
while now technical and commercial education of the high-
14.
15.
16.
17.
18.
19.
20.
21.
22.
23.
24.
25.
26.
27.
28.
29.
30 and over

age.
14.
15.
16.
17.
18.
19.
20.
21.
22.
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25.
26.
27.
28.
29.
30 and over

age.
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23.
24.
25.
26.
27.
28.
29.
30 and over

ages 6-20. speed. The courses
taken and numbers enrolled are shown in Table XVI.
No factor in our plans for Americanization
which has been more valuable than that of the evening
school. The foreigner learns not only the lan-
guage of the country he has chosen but also its history
and customs. In every center in the night school the
classes for foreigners are among the largest and most inter-
esting. For enrollment in the elementary school, the
high school, and the opportunity school in the cities un-
der consideration see Table XVII.
The above table indicates the apparent realization
of the need for additional training among those who re-
cently withdrew from school. (Note ages 16-25.)
use the manual training and domestic science equipment
while now technical and commercial education of the high-
est order is given. These courses include practical work
in bricklaying, mechanical drawing, automobile repairing,
limnology, management of steam-heating plants, dietetics,
millinery, and shoe repairing.

These courses are so planned that students may pro-
gress at greatest possible individual speed. The courses
taken and numbers enrolled are shown in Table XVII.

No factor in our plans for Americani-
zation which has been more valuable than that of the even-
ing schools. In them the foreigner learns not only the lan-
guage of the country he has chosen but also its history
and customs. In every center in the night school the
classes for foreigners are among the largest and most inter-
esting. For enrollment in the elementary school, the
high school, and the opportunity school in the cities un-
der consideration see Table XVII.

This table shows the large number taking subjects
with the expectation of achieving an increased earning
capacity, such as bookkeeping, English, office training,
secretarial, shorthand, typewriting.
<table>
<thead>
<tr>
<th>Subject</th>
<th>H. S.</th>
<th>Elementary</th>
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<tr>
<td>Algebra</td>
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<td>603</td>
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<td>Arithmetic</td>
<td>426</td>
<td>603</td>
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<tr>
<td>Bookkeeping</td>
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<td>603</td>
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<tr>
<td>Bricklaying</td>
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<td>603</td>
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<td>Business Correspondence</td>
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<td>603</td>
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<td>Chemistry</td>
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<td>603</td>
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<tr>
<td>Citizenship</td>
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<tr>
<td>Civics</td>
<td>175</td>
<td>603</td>
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<tr>
<td>Commercial Art</td>
<td>272</td>
<td>102</td>
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<tr>
<td>Domestic Science</td>
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<td>133</td>
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<tr>
<td>Mechanical Drawing</td>
<td>812</td>
<td>92</td>
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<td>Practical Electricity</td>
<td>74</td>
<td>438</td>
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<td>English for Foreigners</td>
<td>99</td>
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<tr>
<td>English</td>
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<td>Geometry</td>
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<td>654</td>
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<td>Physical Training</td>
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</tr>
<tr>
<td>Physics</td>
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<td>343</td>
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<td>Public Speaking</td>
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<td>Printing</td>
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<td>399</td>
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<tr>
<td>Reading</td>
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<td>230</td>
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<td>Salesmanship</td>
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<td>Shop:Automobile</td>
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<td>603</td>
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<td>Carpentry</td>
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<td>Turning</td>
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<td>Shorthand</td>
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<td>Spelling</td>
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<td>Telegraphy</td>
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<td>35</td>
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<tr>
<td>Typewriting</td>
<td>737</td>
<td>56</td>
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</tbody>
</table>

This table shows the large number taking subjects with the expectation of achieving an increased earning capacity. Note: bookkeeping, English, office training, penmanship, shorthand, typewriting.
Recommendations.

Since the demand for this class of work in the school now comes largely from the adult, several changes are advised.

**TABLE XVII**

<table>
<thead>
<tr>
<th>City</th>
<th>Night School Enrollment</th>
<th>High School Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chicago</td>
<td>63458</td>
<td>20729</td>
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<tr>
<td>Philadelphia</td>
<td>8121</td>
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<td>Detroit</td>
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<td></td>
</tr>
<tr>
<td>Denver</td>
<td>1188</td>
<td></td>
</tr>
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<td>St. Louis</td>
<td>22740</td>
<td></td>
</tr>
<tr>
<td>Indianapolis</td>
<td>2400</td>
<td></td>
</tr>
</tbody>
</table>

Note high enrollment in cities with large foreign population, i.e., Chicago, Detroit, and St. Louis.
Recommendations.

Since the demand for this class of work in the night school now comes largely from the adult, several changes are advised.

In conclusion it may be said that the writer favors a

I. The school year should be divided into three terms instead of two as at present so that units of work could be completed more easily.

II. Hours per evening should be increased in order that work may be finished more quickly. The adult loses interest when unable to make definite and rapid progress.

III. Standard courses should be offered equivalent to the present courses for him. The new evening-day high school in English, Latin, Mathematics, History, should make him as small a liability to society and Science. This would make available the equivalency of as possible.

the present high school course.

IV. Classes for foreigners should be organized at education is the only medium through which adjustment of the scientifically strategic points and have instruction so varied individual may be effectively made. Since attempts as to include all lines of interest in the home and thus to effect an adjustment of the individual should be made as early in his life as possible, it is reasonable to assume that the first contact should be made in the public schools. Since the child is in the school social service may be administered without the duplication that would take place were these organizations functioning separately and apart.
SUMMARY.

In conclusion it may be said that the writer favors a social service department in a city public school system for the following reasons:

Family, school, and church ordinarily accomplish the adaptation of the individual to his environment, but often they fail. When a person fails to meet the minimum standard that society feels may be tolerated in any of his relationships, a special environment should be created for him. The new environment should make him as small a liability to society as possible.

Organized social service as we know it today is the only medium through which adjustment of the individual may be effectively made. Since attempts to effect an adjustment of the individual should be made as early in his life as possible, it is reasonable to assume that the first contact should be made in the public schools. Since the child is in the school social service may be administered without the duplication that would take place were these organizations functioning separately and apart.
This social service would include the following activities:

Investigation of cases of poor environment which affect physical as well as moral conditions.

Adaptation of the instruction to the child who is physically unable to receive an education in a standard school as in the case of the deaf, blind, and crippled.

Segregation and provision for the education of the mentally deficient.

Provision for the continuance of the education of those who were unable to remain in school.

Investigation of and protection for those children who by the stress of economic conditions might be forced into industry illegally.

The development of these activities would result advantageously to the principal business of the school in the training of youth, imparting of knowledge, and the developing of character.
With respect to child accounting it is felt that since this department involves all the various phases of social problems in their initial investigation, a greater care should be exercised in its organization in order that the work may be administered more efficiently. To this end it is recommended that the school census be taken in September in order that that class of children whose moves from place to place may be located at the beginning of the school term. It is also felt that there should be a national standard for these departments thereby eliminating the possibility of law evasion. Minor properly many changes must be made in the provisions for the compulsory school attendance department is so closely allied to that of school accounting that the improvement in the service of one will not directly on the other. In the department of compulsory school attendance it is evident that the officers who are to administer these laws furnish the link between the school and the home and who are in a position to stimulate parents to desire that their children shall have the largest possible measure of participation in the benefits of the public schools. In order to do this successfully, a high type of officer should be employed. This is not possible under the present salary schedule and the uncertainty of tenure due to political manipulation.
A third department closely related to these two is that one concerned with the protection of the child in industry. Possible exploitation of child labor should be made impossible by the narrowing of the list of industries that children may enter and by the levying of a surtax on products of child labor throughout the United States.

The problem of educating the truant and delinquent child has been given little attention in proportion to its extent and seriousness and if the school is to function properly many changes must be made in the provisions for the education of this type of child. An increased tax fund must be available, the type of school completely reorganized, and the child considered from the standpoint of his mental and physical possibilities rather than from that of his moral obliquities. Provision should be made for the education of the delinquent girl, for up to the present time practically none has been made.

In the matter of adult education course should be a question to be solved by the public schools particular care should be given to the type of instruction provided and the qualifications of the teachers in charge. The work of finding employment for those who are capable of
self-support after such training has been given, is of great importance.

Since every child is a potential tax consumer and with proper training may be made a tax producer, no school system levying taxes for the education of all children has any right to overlook the training of those who because of physical defects are unable to obtain an education in the regular classes. Heretofore tax boards have not recognized the great need for and the value of special training for the crippled and deaf children and greatly increased provisions should be made for the education of this type of child.

The potential menace of the tubercular child without treatment is too readily understood to warrant further discussion and laws should be enacted whereby the school may demand that the tubercular and the pre-tubercular accept special treatment in order that he may not become a greater burden on the community.

In the matter of adult education course should be organized in such a way as to interest the adult's more mature mentality.
In conclusion it may be stated that without organized social work many who wish to help wisely could not do so and it is the vast system of cooperation which includes hospitals, health centers, social settlements, children's societies, family welfare organizations, and those extensions of school service that we have discussed, which convey the spirit of generosity from the thousands who reach out to express it to the thousands who are in need of help and friendliness.
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