CHILD CARE
AND
CHILD WELFARE

OUTLINES FOR STUDY

Prepared by
The Children's Bureau
United States Department of Labor
in cooperation with
The Federal Board for Vocational Education

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FOREWORD.

From institutions that are offering courses for the training of vocational teachers of home economics there has been a very general demand for source material which could be used as the basis of instruction in child care and child welfare. This demand comes because of the emphasis that is now placed upon child care as an important part of the vocational training for home making.

The Federal Board for Vocational Education is charged with the duty of making studies, investigations, and reports which will be of assistance to the States in the establishment and conduct of vocational schools and classes. When deemed advisable, these studies and reports may be made in cooperation with or through other Government departments interested in similar lines of work.

One of the chief functions of the Children's Bureau of the Department of Labor is to make studies and investigations in the field of child care and child welfare. Through a cooperative arrangement between that bureau and the Federal Board for Vocational Education this bulletin has been prepared.

The bulletin deals with the important phases of childhood and is published with the hope that it may serve to stimulate the right kind of instruction in child care as a part of the training for vocational teachers of home economics.

These outlines are not prepared for use directly as lessons. They are not in lesson form, but are published as source material from which the instructor may make her own course.

Many of these outlines will be found to overlap, and it may be that certain subjects are not presented, or at least not given sufficient emphasis. Occasionally slight differences of opinion will be found to exist, for authorities are in disagreement on some of the important points discussed.

Both the Children's Bureau and the Federal Board will welcome frank criticism and constructive suggestions which may lead to an improvement of the teaching of this subject, both in the colleges and in vocational schools of less than college grade.

The preparation of this material has been undertaken by the Children's Bureau of the Department of Labor, under the direction of Dorothy Reed Mendenhall, M. D., assisted by Miss Mercy Beardsley Hooker.
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CHILD CARE AND CHILD WELFARE.

INTRODUCTION.

Children are a nation's most valuable asset, for on their inherent possibilities and their development the future of the State depends. Although the responsibility for the welfare of the child rests ultimately with organized society, or the community, this responsibility has only comparatively recently been recognized in the United States. Investigations have brought to light the fact that a great number of our children are dying needlessly, and that other large groups are subjected to preventable disease and to various conditions injurious to mental and moral progress. A recognition of this has been the basis in recent years for constructive legislation and public and private effort to remedy these conditions. The World War, moreover, revealed evils which have brought about further measures on the part of Federal, State, and local agencies to care for the child population.

I. FUNDAMENTAL RIGHTS OF CHILDHOOD.

Every child has certain fundamental rights. These include:

A. The best possible heredity.

B. Basic requirements for health, both physical and mental.
   1. Breast feeding if possible; otherwise feeding under direction of physician.
   2. Proper and sufficient food.
   3. Correct hygienic care and training.
   4. Protection from communicable diseases.
   5. Treatment of remediable defects.

C. Normal home life.
   1. Sufficient income for the needs of the family.
   2. Decent, clean home, not overcrowded.
   3. Parents with an appreciation of their duties, making an effort to fulfill them.

D. Education.
   1. Schooling at least nine months a year, either full or part time, up to 18 years of age.

E. Opportunity for play and companionship.

F. Protection from child labor.

G. Moral and religious training.
II. THE HOME AND THE CHILD.

A. Family life is the highest and finest product of civilization.
   1. The family has developed as a result of the need of the child for long-continued care and protection.
   2. Family life is the medium through which the development of the child naturally takes place.
   3. The early years of a child's life, which are recognized as of great importance from the point of health, education, and training, are the years when the child is most completely under the influence of the home.
   4. The stability and progress of a nation depend on the character of the homes in which its children are reared.

B. Protection of the home is necessary.
   1. By the parents.
   2. By the community.

C. Conditions menacing the stability of the home are:
   1. Divorce, separation, and desertion.
   2. Delinquency, drunkenness, and immorality.
   3. Poverty and shiftlessness.
   4. Unemployment and low wages.
   5. Mental defect and insanity.

III. THE PARENTS AND THE CHILD.

A. Parents owe their child—
   1. Good heredity, mental and physical health.
   2. Happy, wholesome environment.
   3. Best care and training of which they are capable.
   4. Sympathetic understanding and love.
   5. Good example.
   6. Fullest possible preparation for life.
   7. An opportunity for proper companionship.

B. Parenthood is a profession, and as such demands training.

IV. THE STATE AND THE CHILD.

The duty of society to the child includes:

A. The establishment of minimum standards for child welfare.
B. The establishment of means for maintaining these standards.
INTRODUCTION.

V. NATIONAL AGENCIES WORKING FOR THE WELFARE OF THE CHILD.

A. Federal agencies.
   1. Children's Bureau, United States Department of Labor.
   3. Public Health Service, United States Treasury Department.
   4. States Relations Service, United States Department of Agriculture.
   5. United States Federal Board for Vocational Education.
   6. Office of Internal Revenue, United States Treasury Department. (Enforcing Child Labor Tax Law.)

B. Agencies financed by private funds.
Some representative agencies are as follows:
   1. American Child Hygiene Association, 1211 Cathedral Street, Baltimore, Md.
   2. American Red Cross, Washington, D. C.
   3. American Social Hygiene Association, 105 West Fortysecond Street, New York, N. Y.
   4. Child Health Organization of America, 156 Fifth Avenue, New York, N. Y.
   8. National Committee for Mental Hygiene, 50 Union Square, New York, N. Y.
   11. National Organization for Public Health Nursing, 156 Fifth Avenue, New York, N. Y.
   12. National Probation Association, 370 Seventh Avenue, New York, N. Y.
   13. National Tuberculosis Association, 381 Fourth Avenue, New York, N. Y.
   14. Playground and Recreation Association of America, 1 Madison Avenue, New York, N. Y.
   15. Russell Sage Foundation, 130 East Twenty-second Street, New York, N. Y.
VI. STATE AGENCIES WORKING FOR THE WELFARE OF THE CHILD.

A. State boards of health and bureaus of child hygiene.
B. State boards of charities and correction and child-welfare divisions.
C. State departments of education.
D. State departments of labor.
E. State institutions for dependent, delinquent, and physically or mentally handicapped children.
F. State child welfare or children's code commissions, and other special boards.

VII. LOCAL AGENCIES WORKING FOR THE WELFARE OF THE CHILD.

A. City and county: Departments of health, divisions of child hygiene, departments of charities, children’s institutions, juvenile courts, departments of education, recreation, etc.
B. Private: Child hygiene associations, health centers, visiting nurse associations, day nurseries, associated charities, children’s aid and protective societies, children’s institutions, etc.

READING REFERENCES.

CHILDREN IN NEED OF SPECIAL CARE
SECTION VII.—CHILDREN IN NEED OF SPECIAL CARE.

OUTLINE 1. CAUSES AND PREVENTION OF CHILD DEPENDENCY AND NEGLECT.

No amount of individual or social effort can recompense a child for the lack of normal home life in his own family. There is no adequate substitute for parental care and affection. The payment of wages sufficient to maintain a proper standard of living, and the supplying of means of livelihood to families who have lost their breadwinners will do much to eliminate child dependency. Knowledge of the causes of dependency and understanding of community resources is essential to successful work with individual children and general preventive and constructive measures.

I. CAUSES.

A. Lack of normal home.
   1. Death of one or both parents.
   2. Divorce, separation, or desertion.
   3. Illegitimacy.

B. Inadequate family income.
   1. Low wages.
   2. Unemployment.
   3. Sickness or physical disability.
   4. Economic inefficiency due to low mentality, shiftlessness, or bad habits.

C. Parental neglect.
   1. Willful nonsupport or misuse of family income.
   2. Shiftlessness, ignorance, and low mentality.
   3. Alcoholism, immorality, or other delinquency.

READING REFERENCES I.


II. PREVENTION.

A. Supplying means of livelihood to families whose breadwinners are absent or incapacitated.
   1. Workmen's compensation for accident or sickness.
   2. Allowances and compensation for soldiers' and sailors' families.
   3. Mothers' pensions.
   4. Family relief from public or private agencies.

B. Adequate family incomes.
   1. Wages sufficient to supply the necessities of life.
   2. Regularity of employment and unemployment insurance.

C. Enforcement of parental responsibility and prevention of neglect.
   1. Through nonsupport and desertion laws.
   2. Through enforcement of support of children of illegitimate birth.
   3. Supervision by courts or other social agencies of families failing to provide proper home conditions.
   4. Community measures for improved social and moral conditions, including prevention of alcoholism, immorality, and crime.

READING REFERENCES II.

ABBOTT, EDITH, and BRECKINRIDGE, SOPHONIBA P.: The Administration of the Aid-to-Mothers Law in Illinois, U. S. Children's Bureau, Publication No. 82, 1921.


CHILDREN IN NEED OF SPECIAL CARE.

LATHROP, JULIA C.: Provision for the Care of the Families and Dependents of Soldiers and Sailors, in Academy of Political and Social Science, Proceedings, vol. 7, No. 4. (Reprint distributed by the U. S. Children's Bureau.)


MANGOLD, cited above, pp. 442-447, 482-487.


SPRINGER, ETHEL M.: Children Deprived of Parental Care, U. S. Children's Bureau, Publication No. 81, 1921, pp. 84-93.


Standards of Legal Protection for Children Born Out of Wedlock, U. S. Children's Bureau, Publication No. 77, 1921.


OUTLINE 2. CAUSES AND PREVENTION OF JUVENILE DELINQUENCY.

Juvenile delinquency results most often from adverse environmental conditions, or from a defective physical or mental constitution. The remedy lies chiefly in the improvement of family and community standards and the scientific treatment of physical and mental defects and disabilities.

I. CAUSES.

A. Environmental.

1. Lack of proper home conditions and parental supervision, due to inadequate income, employment of mother, poor housing conditions and overcrowding.

2. Parental neglect due to ignorance, shiftlessness, alcoholism, immorality, or other delinquency.

3. Bad neighborhood conditions; bad companions; degrading influences.

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B. Physical and mental.
   1. The physical bases of delinquency.
   2. The effect of adolescent instability, mental conflicts, or neurotic tendencies on conduct.
   3. Mental defect and delinquency.

C. Premature employment or employment under morally detrimental conditions.

D. The spirit of adventure and the lack of opportunity for wholesome recreation.

READING REFERENCES I.


II. PREVENTION.

A. Maintenance and improvement of family standards.
   1. Adequate family incomes.
   2. Improved housing conditions.

B. Community and civic betterment.
   1. Elimination of bad conditions in the community, such as vice and drunkenness.
   2. Protective work on the part of police and other agencies—"curfew ordinances;" breaking up of gangs, supervision of places of amusement, work with individual children.
   3. Provision of facilities for wholesome recreation, including parks and playgrounds, community centers, boys' and girls' clubs.

C. Provision for discovery and treatment of physical and mental abnormalities and defects.
C. Provision for discovery, etc.—Continued.

2. Psychopathic clinics in connection with juvenile courts.

D. Enforcement of compulsory education laws and child labor laws.

Prohibition of premature labor, or child labor under detrimental conditions.

READING REFERENCES II.


OUTLINE 3. THE CARE OF DEPENDENT, NEGLECTED, AND DELINQUENT CHILDREN.

For children who must be provided for outside their own homes, as close an approximation as possible to normal home life and parental care is necessary. Essential to a right solution of the difficult problems involved is a thorough knowledge of the family background and the child's history and characteristics. Treatment must be adapted to individual needs. The child's physical, mental, and moral development must be safeguarded, and normal outlets for his natural instincts provided.

That a delinquent child shall not be deemed a criminal but a child in need of the protection of the State is the fundamental principle in modern juvenile court legislation. Parental responsibility for the child's conduct is emphasized, and whenever possible the child is allowed to remain in his own home, under the supervision of a probation officer. Training schools and reformatories exist, not to inflict punishment, but to give the child advantages in the way of physical training, education, preparation for industry, and training in self-control and self-government.

I. METHODS OF CARE OF DEPENDENT AND NEGLECTED CHILDREN.

A. Types of provision.

1. Placing in family homes; free; boarding; for wages.
2. Adoption.
3. Institutional care; temporary; prolonged.
B. Systems of care.

1. Direct care by State boards or departments through placing in family homes, institutional care, or both. (For illustration of placing-out: Massachusetts, New Jersey, District of Columbia; State public schools: Michigan, Minnesota, Wisconsin, Colorado; State orphans' homes: Kansas, Iowa, Illinois, Maine, Pennsylvania, Indiana.)

2. Supervision by State boards over agencies and institutions caring for children: inspection and licensing of homes in which children are placed; investigation of adoptions.

3. County and municipal care of children.

4. Semipublic institutions and agencies: Subsidized by State or local governments; per capita payments from State or local governments.

5. Private child-caring societies: Children's aid societies; home-finding societies; societies for prevention of cruelty to children; other societies placing children in family homes or for adoption, or supervising them in their own homes.

6. Orphanages, schools, and homes for dependent and neglected children: Types—congregate; cottage.

READING REFERENCES I.


CHILDREN IN NEED OF SPECIAL CARE.


II. JUVENILE COURTS.

A. History of the juvenile-court movement.
B. Jurisdiction—delinquent children; dependent and neglected children; adults involved in children's cases; mothers' pensions.
C. Organization.
D. Fundamental principles.
   1. Child not treated as a criminal.
   2. Privacy of hearings: Children's cases heard in special room or special session.
   3. Separate place of detention provided for children.
   4. Adults held responsible for contributing to juvenile delinquency.
   5. Adequate knowledge in regard to each child through mental and physical examination and social investigation.
   6. Probation.

READING REFERENCES II.


III. REFORMATIVE TREATMENT.

A. The probation system (the supervision in their own homes of children who have been adjudged delinquent).

B. Training schools and reformatories.
   1. Types: Training schools and reformatories for boys, institutions for delinquent girls—cottages and congregate; industrial, agricultural, others; self-governing, partially self-governing, nonself-governing.
   2. Modern principles: Absence of prison features; encouragement of self-control; modern educational methods; physical training; industrial and agricultural training.

READING REFERENCES III.

CLAGHORN, KATE HOLLADAY: Juvenile Delinquency in Rural New York, U. S. Children's Bureau, Publication No. 32, 1918.
FOLKS, cited above, pp. 198-236.
HART, cited above, pp. 11-49.
MANGOLD, cited above, pp. 377-406.

OUTLINE 4. CHILDREN HANDICAPPED PHYSICALLY OR MENTALLY.

The physically handicapped child presents problems of medical care and treatment, and of education and employment. Specialized training may in many instances enable the individual to become a useful and self-supporting member of society. The work being done in connection with the vocational rehabilitation of persons disabled in industry and the work with the disabled soldiers will lend stimulus to all efforts of this kind.

Mentally defective children present urgent needs. Never attaining a mental development above that of a child of 12 years, mentally defective individuals require supervision and guidance throughout life, while the lowest grades require constant physical care. The frequent coincidence of mental defect and lack of self-control, or tendencies toward vicious or delinquent conduct make the unprotected feeble-minded a serious menace to society. Institutional facilities are nowhere adequate for the accommodation of all who are
in need of care. The possibilities of supervision in the community for certain types of mental defectives are only beginning to be recognized.

I. THE PHYSICALLY HANDICAPPED.

A. Classes.
1. The blind.
2. The deaf and dumb.
3. The crippled.
4. The tubercular and anemic.

B. Treatment.
1. Correction of remediable defects and disabilities through hospital treatment, clinics, and dispensaries.
2. Education (including sense training and industrial training) adapted to special needs; special classes in public schools; special day schools; institutions.
3. Industrial opportunities.

READING REFERENCES I.


Reeves, Edith: Care and Education of Crippled Children, Russell Sage Foundation, New York, 1914, pp. 28-38; 40-93; 75-90.

The Volta Review, Volta Bureau, Washington, D. C.


II. THE MENTALLY DEFECTIVE.

A. Causes of mental defect.

B. Types.
1. The low grade: Un trainable; in need of constant physical care.
B. Types—Continued.
2. The higher grade: In need of training and supervision.
3. Those with delinquent and vicious tendencies: In need of close supervision or institutional care.

C. Treatment.
1. Clinics for mental examination and diagnosis.
2. Supervision in the community and training in special classes or special day schools—for those whose home conditions are favorable, and who have not exhibited delinquent tendencies.
3. Institutional training—for those who can not be provided for in the community, but who may be able to go out under supervision after a period of training and discipline.
4. Permanent custodial care for dependent and delinquent mental defectives.

READING REFERENCES II.


Lundberg, Emma O.: A Social Study of Mental Defectives in New Castle County, Delaware, U. S. Children's Bureau, Publication No. 24, 1917.


Towne, cited above, pp. 194-204.


CHILDREN IN NEED OF SPECIAL CARE.

OUTLINE 5. COMMUNITY ORGANIZATION FOR CHILD-HELPING WORK.

Child-helping work has been handicapped by lack of coordination and cooperation. This has resulted in duplication of effort, neglect of certain fields, and an absence of common ideals and standards. The revision of children's laws which has already been undertaken in half the States is a first step in the direction of organizing and unifying child-helping work. Attempts at definition of the scope of public and private effort have been made, and the need for State supervision of local and private agencies is becoming more widely recognized.

I. GENERAL.

A. National.

1. Federal Government: The United States Department of Labor, through the social service division of the Children's Bureau, investigates and reports on problems concerning dependent, defective, and delinquent children; agencies; institutions; juvenile courts; etc.

2. Private nation-wide organizations: Purpose—investigation, publicity, education, standardization, and coordination of local effort.

B. State and local.

1. Functions of public organizations.

   (a) Supervision and standardization of work of agencies and institutions.

   (b) Administrative—providing care for the delinquent, the mentally or physically defective or diseased, and dependent children in need of prolonged care; supervision and care of children in own homes.

   (c) Judicial—adjudication of questions involving relations of parent and child, and child and community.

2. Private organizations.

   (a) For preventive work—constructive work with families; child protective work; recreational activities.

   (b) Child-caring agencies and institutions.

READING REFERENCES


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II. CHILD-HELPING WORK OF THE STATE AND OF THE COMMUNITY IN WHICH THIS COURSE IS GIVEN.

A. Study of work of State boards or bureaus concerned with the care of dependent, delinquent, and defective children; organization, powers, and duties. (See Section VII, Outline 5, Topic I, B, 1.)

B. Description of State agencies and institutions dealing with children in need of special care: scope of work; methods; types of institutions; care given.

C. Description of local organizations doing constructive and preventive work. (See Section VII, Outline 5, Topic I, B, 2.)

D. Description of private child-caring agencies and institutions.

READING REFERENCES II.

State boards or bureaus and State and local institutions and agencies, reports; State conferences of charities and correction, proceedings.

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