

Reports from State and Local Child Labor Committees and Consumers' Leagues

Made to the National Committee at the Third Annual Convention, Held in Cincinnati, December 13-15, 1906.

REPORT OF THE NEW YORK CHILD LABOR COMMITTEE

Since the last annual meeting of the National Child Labor Committee, in December, 1905, the New York committee has been actively engaged in pursuing the work for which it was organized in 1902, namely: "To increase the efficiency of existing child labor laws by securing legislation in the form of amendments which may seem necessary; to assist the authorities in the enforcement of laws relating to compulsory education and child labor, and to educate public sentiment concerning the preventing of child labor."

The legislative work of the committee at the last session of the New York legislature was attended with considerable success, and a number of measures were passed which mark a real advance in child labor legislation. The most notable of these was the law bringing New York State practically into line with Illinois, Ohio and Massachusetts in the matter of evening work. Formerly children under sixteen were allowed to work in factories in our state as late as 9 o'clock at night, and in stores, messenger offices, restaurants, hotels and apartment houses until 10 o'clock. Since October 1, 1906, the closing hour has become 7 p. m. for all establishments, with the exception of places outside of New York and Buffalo, where the 10 o'clock provision regarding mercantile establishments remains unchanged. The enforcement of this new law will be watched with much interest, particularly in New York City, during the busy holiday season.

Through the vigorous protests of the committee and of its contributors and endorsers, a serious situation was averted last spring when the legislature early in the session not only failed to give the state department of labor a larger appropriation in order to increase the efficiency of this law-enforcing body, but reduced the appropriation \$8,000 under that of the previous year. As a result of the agitation of the committee and of other interested organizations and friends the department finally received the increased appropriation sought after, and the appointment of twelve additional inspectors was made possible. Several other bills which would have had a tendency to weaken the child labor law were actively opposed by the committee and failed of passage.

It is with much pleasure that the committee is able to report a marked improvement in the adequacy of the enforcement of the laws with respect

to the employment of children in *factories*. The administration of Hon. P. Tecumseh Sherman, the head of the State Department of Labor, has been full of encouragement to the members of our committee. While not agreeing fully with all of the provisions of the law, he has shown a determination to conscientiously enforce the law in so far as he was able with the number of inspectors at the command of the department. The most notable advance made by this department has been in the matter of prosecutions of employers. For the year ending September 30, 1906, proceedings for violations of the law with respect to the employment of children were commenced against 121 employers, covering 192 instances of children illegally employed, and \$810 in fines were collected. The report for the year ending September 30, 1904, of the preceding commissioner of labor, shows fifteen employers prosecuted for illegally employing twenty-one children, and \$135 fines collected.

A great deal of attention of the committee has been centered upon efforts to secure through official channels a better enforcement of the compulsory education law. A careful study of the situation has shown that the ambiguity and complex wording of the present law are the most serious obstacles in the way of its proper enforcement. This is especially true in New York City with respect to attendance of children fourteen and fifteen years of age who are required to attend school unless regularly and lawfully at work. Our investigations have shown that the law breaks down seriously at this point, and it is therefore the desire of the committee to secure at the next session of the legislature some amendments which will meet this serious difficulty. Because of its great importance for compulsory attendance purposes, our committee for more than a year, together with other organizations, has been strongly urging an adequate school census of New York City. The taking of such a census every two years is required by a state law, but has been allowed to lapse since 1897. As a result of the agitation of the committee and other social organizations the State Department of Education instituted the taking of such a census throughout the state in October of this year. The committee has been closely associated with the school officials in New York City who have been responsible for the enumeration, and has assisted, by suggestion and in other ways, in the preparation of the census schedule. Although begun on October 23d, the canvass throughout the five boroughs of Greater New York is not yet completed. The tabulation of the data secured is under way, but it will take several months to fully compile the facts. It remains to be seen whether or not the children shown by the census unlawfully absent from school are promptly followed up and placed in school. Unless immediate attention is given to this part of the work, the census will be of very little practical value for compulsory attendance purposes, because of the large amount of shifting of families from one address to another in a city of the population of New York.

In our state the enforcement of the laws with respect to the employment of children in stores, messenger offices, restaurants, hotels, apartment houses, etc., is in the hands of local health boards. A study of enforcement of these provisions under these boards has shown that there is a distinct tendency

to subordinate this work to the sanitary duties of such health boards, much to the detriment of the enforcement of the child labor laws. If an adequate enforcement of the law by the present authorities cannot be secured, our committee will probably take steps to secure legislation transferring the responsibility to other authorities.

The condition of the street trades with respect to employment of children is as unsatisfactory as reported to this committee a year ago. The special squad of plain-clothes men assigned by the police department to the duty of enforcing the so-called newsboy law was transferred, in February last, to other duties, and the responsibility of enforcing the law was again put upon the regular uniformed police, with the result that the law is as much a dead letter as it was before the days of the special squad. As the members of our committee were not clear whether the fault for this condition was to be found in the law itself or in its administration, a paid investigator has been carefully studying the entire problem since July. It is hoped by the first of January to have a report upon this subject, and to be able then to reach some solution of the difficulty.

At the meeting of this committee a year ago Miss Lillian Wald, a member of the New York committee, spoke of the establishment of child labor scholarships by our committee. It will be recalled that these scholarships were created for the purpose of preventing hardship to a child laborer's family when the child's illegal earnings were really needed. An equally important object of these scholarships is to remove from the minds of officials who were charged with enforcing the law any fear of causing suffering to a family by requiring a full compliance with the law. This plan of substituting children's earnings where it was proved such earnings were genuinely needed, has now been in effect in New York City for nearly fifteen months. As the scheme has become better understood by school officials and others who refer applications for scholarships to our committee, there is a distinct tendency to bring to our attention more cases which are directly within the scope of the fund, and probably more instances of genuine poverty. Without going into details, it may be of interest to those present to know the general results of this work. For the year ending October 1, 1905—the first year of the plan—345 applications were received and investigated, either by the committee or at our request by representatives of the relief societies. Of this number 203, or 59 per cent, were deemed not to be in need of assistance. Of the remaining 142 cases, or 41 per cent, help in the form of scholarships was given in sixty-two instances, while in the other eighty cases, in many of which the need was only temporary, assistance was provided through the various relief societies. These scholarships vary in amount from \$1 to \$3 a week, and extend over a period of from three to thirteen months. The holders are required to present weekly at the office of the committee a card signed by the school principal certifying to their regular attendance at school. For the first year \$2,500 was placed at the disposal of the committee for this work, and this amount was sufficient to meet all demands upon the funds. The large number of applications for

assistance from this fund which have been coming to the committee during the first quarter of the second year of this work indicates that from \$1,000 to \$2,000 additional will probably be necessary to meet the needs of this work for the second year. We are happy to announce that this additional money has been already promised, so that the continuance of the plan is assured. The committee is convinced of the practical value of this plan, not so much as a means of assisting worthy families, but for the purpose of disarming public criticism in regard to the poverty plea for child labor. Another very valuable result of this phase of our work is the moral and educational effect upon both children and officials that the law cannot be evaded. Much important data, otherwise unobtainable, regarding the way in which the laws are actually being enforced, has also been secured through the correspondence and visiting of our paid visitor for scholarship work.

A new line of investigation has recently been entered upon by our committee, namely, a study of the condition of children working in tenement homes. In conjunction with the College Settlement Association of New York City and the Consumers' League, a paid investigator is now giving all her time to this work, and is finding startling conditions among the child workers in the dark and badly ventilated tenements of our great city. It is hoped that in the near future some legislation may be secured to protect these children, who, if attending school, are not at present otherwise covered by the law.

For the coming year the committee has under consideration the following subjects for a legislative action; a prohibition against the employment of children under sixteen in the fourteen dangerous occupations specified in the Illinois law:

An eight-hour day for children; a transfer to the children's courts of jurisdiction over cases against employers for violating provisions of the labor law, and against parents for allowing children to remain unlawfully absent from school, and appointment of additional inspectors to strengthen the hands of the department of labor.

GEORGE HALL, *Secretary.*

New York, December 12, 1906.

REPORT OF THE MISSOURI CHILD LABOR COMMITTEE.

I. The comfortable conviction that Missouri has been and is relatively free from the evils of child labor has, I think, been rather widely cherished by good people in this state. The laws, though confessedly not models of their kind, at least prohibit the employment of children under fourteen in factories and mines; the industries which most tempt to violations of such laws—the textile and glass industries and coal mining—are among the least important in the state; and these two facts have sufficed to engender the optimistic supposition that, although there was doubtless room for improvement, Missouri was on the whole fairly well off in this respect. To this

supposition, in fact, the present reporter and other members of the Executive Committee of the Children's Protective Alliance inclined when that Alliance was first organized. Yet a little examination of the last census would have shown that, in 1900 at all events, Missouri had an exceptionally bad standing in the matter of child labor. The census reports on such subjects doubtless depart widely from perfect accuracy; but their error in the recording of child labor is likely to be rather by defect than excess, and there seems to be no reason to doubt their trustworthiness for purposes of comparison between the states. In the last census year Missouri employed children to a degree out of proportion to its industrial importance. Ranking as eleventh state in manufactures, with regard to the number of wage-earners employed, and tenth with regard to the amount of capital invested, Missouri stood eighth in the number of children between ten and fourteen years of age engaged in gainful occupations other than agriculture; 8,648 boys were so employed and 4,542 girls, a total of 13,190 children under fourteen, being a little less than four per cent of all children in the state between ten and fourteen. This represented an increase of about 5,550 over the (not very reliable) figures of 1890. How many of these children were employed in violation of the law it is impossible to say; but the law at that time forbade the employment of children under fourteen in factories, while the census report shows 400 between ten and thirteen years, inclusive, in tobacco, shoemaking and printing establishments alone. Equally detailed figures of more recent date are not available, as the effort of the Children's Protective Alliance to get a new and comprehensive investigation made, with the help of the State Bureau of Labor and Statistics, has thus far borne no fruit. The situation has undoubtedly improved, chiefly as a result of the passage of the state's first compulsory education law by the last legislature (1905); thus the chief truant officer of St. Louis, Mr. J. B. Quinn, informs me that, out of the 3,000 children added to the schools of that city through the enforcement of this new law, some 2,000 were taken from industrial employment. In St. Joseph the truant officer, Mr. Harvey Nash, reports that, in round numbers, out of 1,000 additional children under fourteen brought into the schools there by the compulsory attendance law, three hundred were taken from work, many of these having been employed in violation of the already existing child labor laws. These figures show the badness of the situation before the new attendance law became effective as eloquently as they do the service which that law has already rendered. But even since the enactment of this beneficent though inadequate statute, there is a good deal of evidence that child labor exists in Missouri to a degree and in kinds altogether intolerable; and it is open to serious question whether, even with the improved laws of 1905, we have done more than prevent the evil from extending, by offsetting the tendencies (such as a large Russian-Jewish and South European immigration, and a great multiplication of factories) which have made since 1900 for the increase of child labor. It is, indeed, true that the report of the State Bureau of Labor Statistics for 1905 records the employment of only 6,373 minors under sixteen years in factories, but these

reports—through the fault of the system and the laws, not of the officials in charge—are so unreliable, especially in such a matter, as to be practically negligible. The reports are derived chiefly from written answers to questions sent managers and superintendents; the inherent probability that underage employees would not be reported at all is shown to correspond to the fact by a comparison between these state returns and those of the United States census. Whereas the census reports over 13,000 children under fourteen years to have been employed in 1900 in gainful occupations other than agriculture, the state report for 1902—the nearest year in which such records were kept—shows only 6,450 employees in factories under sixteen years. More precise evidence of the questionable accuracy of the state labor reports may be seen in the fact that the census of 1900 shows 1,998 females over sixteen years employed in shoe factories in St. Louis, while the state report for the same year shows only 844 females of all ages in the same factories in the same city; or, again, that the census shows 1,713 females over sixteen employed in tobacco factories in St. Louis, while the state report shows only 1,248 females of all ages in such factories. Here, in one case, is a discrepancy of 1,000 in the returns for a single sex in a single industry in a single city; and it can hardly be supposed to be all due to the inflation of the census returns. In view of such facts it seems necessary to disregard the evidence of the state labor reports altogether. And the serious doubt therefore remains whether the child labor situation in Missouri has greatly improved, even after the series of well-meant, more or less helpful, but loosely conceived and partially ineffective legislative measures of the past five years.

A single instance may be cited of the sort of facts that gives color to such doubts. St. Louis should be freer than any community in the state from violations of the existing statutes, since it is the headquarters of the state factory inspector, an official who is sincerely interested in the work of eliminating child labor, and since, also, the city has a vigorous and intelligent enforcement of the compulsory education law. Yet quite recently Mr. Owen R. Lovejoy, assistant secretary of the National Child Labor Committee, while passing through the city on another errand, made a visit to the glass bottle house connected with one of the largest and best conducted of the breweries, and declared that he had seen nothing outside of Wheeling and Pittsburg that was worse in kind. The present reporter was led by this statement of Mr. Lovejoy's to go down to the place to see for himself, and found between twenty and thirty boys under sixteen employed on both day and night shifts—perhaps fifty altogether. Of these nearly half appeared to be under age; they were certainly under size; and it has since been shown that several of these boys, working from 5 p. m. to 3.30 a. m., under the peculiarly unhealthful conditions and with the feverish activity characteristic of the glass industry, were ten or eleven years of age. This sort of thing had apparently been going on for an indefinite period without the knowledge of the factory inspection and compulsory attendance officials, and was brought to light only as the result of a casual visit by an expert of the National Committee's staff. This particular situation, I am happy to say,

has since been rectified through the efforts of the chief truant officer, who has induced the superintendent to do considerably more than the present laws require.

It is, however, scarcely necessary either to cite special cases or to pile up statistical summaries, to establish the probability of the existence of child labor on a large scale in Missouri. For it is, however uncomplimentary to human nature, a safe assumption to make that, in any highly competitive industries, when there is a distinct profit to be made or a considerable economy to be realized by the employment (even illegally) of cheap labor, and no real risk to the employer therein, that labor will be widely used. It is enough, therefore, to point out the kinds and amount of child labor to which the present Missouri laws oppose no real obstacle. In the first place, much labor of children under fourteen is not even nominally prohibited by the present laws, even when we take the compulsory school law into account. This last requires attendance during only half the school year, which means from twenty weeks in the large cities to twelve weeks in some towns and rural districts. During the remaining thirty-two to forty weeks of the year any child under fourteen is legally at liberty to be employed in any industry not specified in the existing child labor laws. This means that children may legally be employed in any factories in which steam or mechanical power is not used, in workshops, stores, warehouses, laundries, hotels, etc., and in the singularly demoralizing messenger and delivery services. There is, moreover, no legal restraint upon the employment of children of any age in night work, except in bakeries and in factories where steam or mechanical power is used, and no restriction whatever upon night work, except in bakeries, in the case of children between fourteen and sixteen.

It is, however, trivial to talk about the law's mere prohibitions; it is not the evils that the law prohibits, but the evils that it prevents, that make a difference. And the laws prevent the social crime of child exploitation only when they contain adequate provision for the inspection of all industries and for the prosecution of all who engage in the prohibited acts. It is here that Missouri's laws are particularly weak. In the first place, the financial provision for the factory inspection department is entirely inadequate and not in proportion to the size and industrial productivity of the state. Consequently, not enough inspectors can be employed to do more, for the most part, than make routine inspections twice a year, or less often, along regular and carefully mapped routes. Consequently managers and foremen often know pretty well when inspectors may be looked for, and can be ready to hurry suspiciously young-looking children out of the way before the official eye falls upon them. In the second place, even this insufficient appropriation for inspection is required to be collected by the inspectors themselves in the form of one dollar fees; this has the effect of largely converting what is supposed to be an inspection bureau into a collection bureau; about half the time of the chief inspector and of his office staff is taken up in correspondence and bookkeeping necessitated by this duty, incongruously laid upon him, of providing the revenue for the payment of the salaries and expenses of

himself and his assistants. And when an inspector does, in spite of these hindrances, succeed in discovering young children actually at work in a prohibited industry, his troubles have only begun. For, first, in the absence of the requirement of an employment certificate, there rests upon the inspector the burden of proving by legal evidence that the child is actually under age; and this he often or usually must do in the face of parental prevarication or perjury. Second, if he can get enough such evidence to warrant carrying the case into court, he is likely to be confronted with a plea for exemption under the extreme poverty clause of the law. And the St. Louis courts, at least, have shown a tendency to find extreme destitution in the circumstances of most parents who care to represent themselves in that light. Finally, if this difficulty is also got over, the inspector may find himself under the necessity of proving precisely who it was that hired the child. In a case tried in St. Louis on December 10, 1906, the father, a prosperous mechanic, admitted that he did not need the wages of the child—a girl of twelve—for the support of the family; the poverty plea being thus barred, attorney for the defendant—the superintendent of a box factory—made the point that "to employ" means "to hire" or "engage to work," and that the actual hiring of the child was not done by the superintendent, though with his cognizance, but by one of the foremen in the establishment. The court considered this point sufficiently serious to justify it in taking the case—which in all other respects was absolutely clear—under advisement for five days; though the prosecuting attorney pointed out that if this plea were held valid it would render the penal clauses of the child labor law futile, since superintendents wishing to secure child laborers would then need only to employ third parties temporarily to act as intermediaries in luring the children. In view of all these difficulties, it is, perhaps, not greatly surprising that informations for violations of the child labor laws were filed by the factory inspector during the past twelve months in only twenty-two cases. Warrants were issued in sixteen of these cases. Twelve of the cases resulted in convictions, with fines aggregating \$150; in two other cases a general continuance was ordered, and one case is still pending.

But the worst deficiency of the Missouri provisions for factory inspection has yet to be mentioned; namely, the fact that the jurisdiction of the state factory inspector extends only to cities having more than thirty thousand inhabitants. This singular feature was incorporated in the law by an amendment passed in 1903. Missouri has a large number of small manufacturing cities and towns; in none of these is there any practical restriction whatever upon the employment of children of any age, at any hour of day or night, in any industry. The enormous loophole thus deliberately put into the law is rapidly growing bigger and more serious because of the increasing tendency of certain classes of manufacturing establishments to remove from the large cities to smaller places. Firms are led to this move chiefly by the prospect of cheap land and greater freedom from trade union control; but they are usually ready incidentally to take advantage of their exemption from inspection in those places to ignore not only the child labor but many

other provisions of the state factory laws. Two of the largest shoe manufacturing corporations of St. Louis have recently opened factories in several different small cities, employing in most cases several hundred hands. That one of these cities which is nearest St. Louis I have personally visited, and have testimony from neighbors and prominent citizens of the place, that child labor is employed there upon a considerable scale. There is no reason at all to doubt that liberal advantage is generally taken of the free license which the law thus practically gives industrial greed to prey upon the children of all communities in the state that are so unlucky as to have less than thirty thousand of population.

II. Such is the situation with respect to the present child labor laws and their enforcement. But it is the hope and confident expectation of many citizens of Missouri that after the session of the General Assembly, which begins next month, the situation will be completely transformed, and that Missouri will be able to boast a comprehensive, coherent, carefully articulated and thoroughly enforceable body of laws for the protection of the children of the state from exploitation. For the purpose of helping to bring about such a result the Children's Protective Alliance of Missouri was formed in the spring of 1905, as the result of a meeting called in St. Louis by the secretary of the National Child Labor Committee. The executive committee of this organization, of which Mr. N. O. Nelson, of St. Louis, is chairman, and Mrs. Philip N. Moore, president of the State Federation of Women's Clubs, is vice-chairman, is engaged in preparing drafts of a connected series of bills that are to be presented at that session, and in arousing public interest in the matter by the circulation of petitions and by other methods. Vigorous public support is being given the agitation by the women's clubs, by the clergy—who are represented on the committee by Rev. J. W. Day and Rabbi Samuel Sale—and by the trades unions—who have representatives on the committee in Mr. David Kreyling and Mr. H. Steinbiss. Governor Folk has already given evidence of his earnest interest in child labor reform, and the committee's work has received the expert counsel and enthusiastic support of Mr. J. B. Quinn, chief truant officer of St. Louis, and Mr. J. A. C. Hiller, chief factory inspector, who was himself, fifteen years ago, as a member of the legislature, the author of one of the state's early factory inspection laws. The specific changes in the laws for which the Children's Protective Alliance stands are:

1. The extension of the prohibition of the employment of children under fourteen to cover workshops, warehouses, laundries, stores, hotels, restaurants, elevators, offices, theatres, bowling alleys, places where intoxicating liquors are sold and the messenger and express services.

2. The prohibition of night work for children under sixteen.

3. The requirement of an employment certificate in the case of all children between fourteen and sixteen employed in industrial and commercial establishments.

4. Prohibition of child labor in dangerous trades specified in the Illinois law.

5. A newsboys' law, the precise provisions of which are still under consideration.

6. The abolition of the fee system and the increase of the appropriation for the factory inspector's office.

7. The repeal of the clause limiting inspection to cities of over 30,000 population.

8. The abolition of exemption upon the plea of "extreme poverty of parent," the committee holding that it is poor social economy to sacrifice the next generation upon the altar of the misfortunes or inefficiency of the present generation.

9. The extension of the compulsory education requirement to cover the whole (instead of one-half only) of the school year.³

III. A few words should be added about the results up to date of the most important piece of constructive legislation enacted by the legislature of 1905—Missouri's first compulsory education law. The statute made the appointment of truant officers merely optional for school boards. Where such officers have been appointed—notably in St. Louis, Kansas City and St. Joseph—the law, even with its imperfections, has done immense good. In these three cities between five and six thousand children are estimated to have been added to the schools in consequence of the enforcement of the law. But the state superintendent of schools, Mr. W. T. Carrington, writes me that apparently only eighteen school boards in the state have appointed truant officers, and not all of these are qualified persons specially set apart for the work. In one case, for example, the chief of police acts as attendance officer, and in another the "head janitor." Many cities report that they have not sufficient room in the schools for the children that would be brought in if the compulsory laws were thoroughly enforced; these cities promise to take measures for a better enforcement next year, when the necessary school room space has been provided. Outside of the principal cities, in short, the law is ineffective, and even there it will be remembered, the maximum of required attendance is only twenty weeks, and the work of truant officers is greatly hampered by the necessity of getting legal proof of age, and by the liberality of the clause permitting exemption if "the child's labor is needed for the support of the parent." The policy of the St. Louis attendance office has been to avoid carrying cases into court and to grant exemptions somewhat freely. No prosecutions have been brought in that city under the penal clauses of the compulsory attendance law—though there have been four prosecutions for assault upon truant officers—and nearly four hundred exemptions have been granted, most of them, however, for periods of a few weeks only. In the case of parents claiming permanent or long-term exemptions in order that their children might work in stores or factories, a successful effort is being made this year in St. Louis to eliminate all such child labor by providing scholarships for children recommended for

³ Bills covering all these points, except the fifth, are pending in the Missouri legislature as this goes to press, and the state committee confidently expects their passage. The newsboys' bill is temporarily held back for reasons of expediency.

exemption by the truant officer. The chairman of the executive committee of the Children's Protective Alliance, Mr. N. O. Neslon, has proposed to the women's clubs of the city to share equally with them the expense of such scholarships; and pending action by the women's clubs, Mr. Nelson is personally providing for all these cases, after they have been reported on by the truant officer and carefully investigated by the agents of the St. Louis Provident Association. The cases, of course, accumulate gradually through the year as the truant officers continue their work, so that it is impossible to say at this date how many will present themselves *per annum*. I have not Mr. Nelson's authority to say what the expense involved has thus far been. But a rough preliminary investigation of last year's long-term exemption cases indicated that the number of children properly entitled to scholarships would certainly not exceed fifty, and would probably be less than thirty. Sometimes over a third of the cases approved for exemption by the attendance office are rejected after the Provident Association's investigation. This provisional effort to deal with the problem of the dependent parent is of use, not only in itself, but as an indication of the proper future policy of the state with respect to exemption clauses in child labor and compulsory attendance laws. That policy is: Abolish absolutely all such exemptions—except for brief periods and for reasons arising out of temporary family emergencies—and leave it to the public spirit and philanthropy of private citizens to provide for the limited number of cases of genuine need consequently arising. Some school superintendents and others in Missouri have already begun to talk of the desirability of creating state or county funds for meeting these cases. But the dangers of such a plan are so considerable, and the opposition which it would be sure to arouse so great, that we cannot afford to let the repeal of the present exemption clauses wait upon the inauguration of any such scheme of public relief. There is, I think, small doubt that, at least in large cities, private philanthropy would prove easily equal to the emergency.

ARTHUR O. LOVEJOY, *Secretary*.

St. Louis, December 10, 1906.

REPORT FROM THE CITIZENS' CHILD LABOR COMMITTEE OF THE DISTRICT OF COLUMBIA

At the time of the Washington meeting of the National Child Labor Committee the District of Columbia had practically no compulsory education law, had practically no provisions for the special care of juvenile criminals, and had no child labor law. At the present time, a fairly satisfactory compulsory education law has been in operation for three months, and has caused an appreciable increase in the number of pupils in attendance at the public schools; in the second place, a juvenile court has cared for all offenders under the age of seventeen since July 1st, and by means of an efficient probation system has brought about a distinct improvement in the treatment of this phase of the child problem in the District of Columbia.

As reported at the national meeting of a year ago, a bill to regulate the employment of children in the District of Columbia was introduced into Congress on the first day of the session. A hearing on this bill was granted by the committee of the House to which it was referred, on March 16th. In the original form, this bill was regarded as containing the best provisions for the regulation of children's labor in use at the present time. When passed by the House, on April 9th, many essential features had been eliminated, and other amendments had so weakened the bill that the friends of the measure decided that they could not accept it in that form. Urgent representations were made to the committee on education and labor of the Senate, which finally granted a public hearing on the subject on April 30th. As a result of that hearing, the measure was reported to the Senate in practically its original form on May 3d, and was debated on June 6th and June 12th. Owing to the fact that the session was nearing its close, it was impossible to bring the measure to a vote, and the bill was left on the calendar during the summer recess. It was called up for consideration on December 10th and debated at some length, but no vote was taken. At the present time it is the unfinished business on the Senate calendar and may be called up at any time. The writing of this report was delayed, in the hope of being able to report definite action by the Senate, but at present a delay of some time seems inevitable.

During the year 1906 two public meetings on the subject of child labor in this city have been held; the first under the auspices of the Unitarian Club, and presided over by the Hon. William E. Chandler; resolutions indorsing the bill were passed and sent to Congress. The second meeting was held under the auspices of the Associated Charities, Mr. Charles F. Weller presiding in the absence of Mr. Gifford Pinchot.

At the present time a lively public interest exists in the local problem of children's employment and has manifested itself in an earnest effort to persuade Congress, the legislative body for the District, to enact local regulations during a session when a number of national measures of unusual complexity were severely taxing the strength and patience of the members of both houses. The local child labor committee feels that it owes a special debt of gratitude to Hon. Fred T. Dubois, of Idaho, who, among the many friends of the bill, has been conspicuous in urging the measure and assisting the committee in the difficult task of securing the attention of a national body for a local measure.

While this report is made by the local committee, it must be clearly understood that it would have been practically impossible to have secured the consideration which the bill has received without the aid of the national committee. The fact that the members of the Congress are peculiarly sensitive to public opinion in their own states, has made the services of the National Child Labor Committee invaluable in the effort to secure this much needed reform.

HENRY J. HARRIS, *Secretary.*

Washington, D. C., December 12, 1906.

REPORT OF THE MARYLAND CHILD LABOR COMMITTEE

The campaign for a better regulation of child labor in Maryland was inaugurated last winter by the Consumers' League of Maryland, the Charity Organization Society of Baltimore, the Maryland Association for the Prevention and Relief of Tuberculosis, and the Social Settlements of Baltimore.

The Maryland Child Labor Committee was organized November 24, 1905. It is composed of representatives of various state and philanthropic activities which have an interest in the subject of child labor.

Using the experience which had been gathered in two investigations by the Consumers' League of Maryland, the state committee, through a sub-committee, had a child labor bill drafted, making it as advanced as it seemed possible to have passed by the legislature. The bill as introduced provided that children under twelve could not be employed in any of the gainful occupations, except farm work; that all children between twelve and sixteen, at work, must have an employment permit giving the name of the child, the name of the father, mother, guardian or custodian, place of birth of the child and the date of birth and the age of the child; and that such employment permit should be accompanied by a birth certificate, if such were in existence, and if no birth certificate, then a certificate from the proper authorities of the city or county where the child was born to the effect that no birth certificate existed. The issuance of such a permit was conditioned upon the ability of the child to read and write simple English sentences, and, further, that he or she had reached proper physical development commensurate with the years claimed. The proposed bill further provided that on January 1, 1907, the minimum age at which a child might work in Maryland should be thirteen years, and that on and after January 1, 1908, the minimum age should be fourteen years. A further provision of the bill authorized the appointment of six inspectors to carry out the provisions of the bill, at a compensation not exceeding \$900 each per annum and their actual traveling expenses when away from the city of Baltimore on the business of their office. Besides these six inspectors, the attendance officers of the public schools are charged with reporting every case of illegal employment or other violations of the act to the justice of the peace having criminal jurisdiction in the locality where such illegal employment or other violations occur. Both the attendance officers and the inspectors may require that the employment permits and lists of employees shall be produced for their inspection in any office, establishment or business.

This bill was introduced in the house of delegates January 9, 1906, by Mr. Frederick T. Dorton, a member of the committee and honorary counsel for the Charity Organization Society, and was referred to the judiciary committee.

At the first hearing of the bill before that committee the State Child Labor Committee was opposed by the cotton duck manufacturers, through the Merchants' and Manufacturers' Association, and the glass manufacturers. The former finally agreed to support the measure, provided the sliding scale

raising the minimum age ultimately to fourteen years was eliminated, and that they might have the assurance that all widowed mothers and other cases of distress occasioned by the operation of the law would be adequately relieved. The latter assurance was promptly given, and the judiciary committee finally secured the amendment of the bill so that the sliding scale was eliminated.

Then some further opposition was aroused among country delegates who purported to stand for the fruit and vegetable interests in the state. They maintained that children employed in the canneries in the summer were better off than if wholly unemployed, and, in the absence of definite knowledge on the subject, the committee accepted the amendment, exempting the counties (Baltimore City is not in any county) from the operation of the first clause of the act from the 1st of June to the 15th of October in every year. During that period children under twelve may be employed in any of the gainful occupations in any county of the state. Children between twelve and sixteen, however, must have employment permits at any place in the state and at any time in the year, and all industries in the state are subject to inspection at any time during the year.

The bill as originally introduced provided that the governor be authorized to appoint the six inspectors mentioned. At Governor Warfield's suggestion this was amended so that the chief of the bureau of statistics and information was authorized to appoint. This bureau is made responsible for the enforcement of the law.

With these three amendments the bill passed both houses and was signed by the governor. The committee then endeavored to arouse public interest in the appointment of the inspectors. While it did not succeed in securing the appointment of these inspectors on a basis of merit only, the committee feels that six good appointments were made. Two of the appointments were from a list of six people whom the committee considered best fitted for that work of any available people in the state.

The officers of the bureau and the inspectors have evidenced a splendid spirit in organizing their forces and getting their machinery into operation. Already 12,000 applicants have been examined, and about ten per cent of these have been refused permits because of their inability to read or write, or on account of their physical deficiencies.

Arrangements have been made to meet all cases of *bona fide* distress occasioned by the operation of the law in cutting off the earnings of the child. In Baltimore City the Federated Charities have undertaken to raise school pensions for all such cases, and to date have found it necessary to supply about 14 such pensions, and to give temporary material relief in 17 others. For all the cases in the counties the clubs included in the State Federation of Women's Clubs will undertake to provide pensions. Up to this time but one such pension has been required outside of Baltimore City.

The committee has employed a special agent to investigate all pension cases. The special agent will also make an investigation of conditions among newsboys and children engaged in other street trades in the city of Baltimore. She will also organize auxiliary committees in the counties.

During the past summer the committee employed two investigators who made a study of conditions in the canning factories in the counties, but at this time the committee has received only a preliminary report of the results of that investigation. The special agent will also make a study of conditions in the homes of some of the Baltimore children discovered in the course of the cannery investigation. As yet the committee has taken no action relative to further legislation at the next session of the legislature in 1908.

H. WIRT STEELE, *Secretary.*

Baltimore, Md., December 11, 1906.

REPORT OF THE WISCONSIN CHILD LABOR COMMITTEE

In the absence of a legislative session for 1906, the Wisconsin Child Labor Committee has had a needed year of investigation and of study of the problems of child labor and the closely allied problems of compulsory education, truancy and the wider extension of the juvenile court. We felt that to properly educate public opinion we must first educate ourselves and that we needed more definite information as to conditions in the smaller cities of the state and as to the method in which child labor and compulsory education laws were being enforced. The committee therefore sent out blanks to all the cities and large towns of the state asking for information, the questions being as follows:

1. Is the law requiring the attendance at some school of all children under fourteen years strictly enforced in your city and county?
2. If it is not enforced, what is the reason?
Have the citizens or any of them called upon the proper official to enforce it?
3. What proportion of children under fourteen years have been out of school during the past year?
What proportion under sixteen years, and not employed regularly for wages?
4. Are any children under fourteen years employed in factories or other places during the school year?
5. About what number?
6. How often have the state factory inspectors visited your city during 1905?
7. There are eleven inspectors for the whole state; if the number were increased and more frequent visits made, would their work be more effective?
8. How many children under sixteen years have been arrested for misdemeanors or crimes during 1905?
9. How many sent to the industrial (reform) schools?
10. How many dependent children were sent to state, county or private institutions during 1905?
11. What is the general moral state of the less fortunate children of your community?

The answers were instructive, in many ways encouraging and in more ways showing the great need of intelligent discussion of the laws relating to children and of their fearless enforcement.

In Milwaukee, the only large city in Wisconsin, we can report a still more thorough and satisfactory enforcement of the child labor law. This is partly due to a better knowledge of its provisions, to an increasing firmness on the part of the courts in applying its penalties for unlawful employment of children, and especially to a very close and able factory and store inspection. If the number of factory inspectors could be largely increased, and their visits to other cities and towns be more frequent, the reports from the rest of the state would be more encouraging. As it is, there is some discouragement in the reports from the smaller cities and towns partly because of the ignorance of the law and partly because of a lack of factory inspectors, and of the unwillingness on the part of other officials to enforce the law against their friends and associates.

It is impossible to give the exact details as to the number of permits issued, for the reason that the county and municipal judges, by whom the permits are largely given in other cities and counties than Milwaukee, do not make complete returns, and an amendment to the law, requiring such complete returns, is to be presented to the legislature. As nearly as can be ascertained there were about eight thousand permits given children to work during the year 1906, including in this number some four hundred vacation permits, under our law which permits children from twelve to fourteen years to work during the vacation of the public schools at certain specified employments. Although this provision is not satisfactory to many friends of the work, it seems best to continue it in the absence of satisfactory vacation school privileges and of enough small parks and playgrounds. There were during the year eighty-nine arrests for the unlawful employment of child labor and eighty-one convictions, and many children were removed from factories and stores.

One of the most helpful signs in the child labor outlook in Wisconsin is an increasing recognition by broad-minded employers of children that child labor in factories is of uncertain and questionable value from an economic standpoint. Some of the large factories of Wisconsin have, during the year, announced that they will not employ such labor in the future. The violation of the child labor law, both in letter and in spirit, seems to us increasingly to come rather from the side of the parent and the child than from the side of the employer, and we are glad to state that, as a whole, employers are each year more willing to comply with the law.

The committee expects to ask the legislature of 1907 for important amendments to the child labor law, which was properly left unamended for four years, that its working might be thoroughly studied. Among the most needed amendments which will be asked for are a simple education test for children under sixteen, an extension of the list of dangerous employments, the limiting of work for children under sixteen to nine hours a day and fifty-four hours a week instead of ten hours a day and sixty hours a week, as at present, and providing a system of uniform applications for permits and permits to work.

The problem of girls between fourteen and sixteen, who are employed in stores and factories, is one which gives more and more anxiety to Wisconsin students of social problems. We hope that the hours of work for girls up to twenty-one may be shortened at the next session of the legislature, so that at the least some undesirable employments will be closed to them and that compelling their dismissal from work at an early hour may avoid some of the evils resulting, in part at least, from young girls leaving work at the same hour as the men do.

The Wisconsin committee is convinced that child labor laws standing by themselves, even if thorough and modern in form, are too often a mockery of legislation unless they are accompanied by satisfactory and thoroughly enforced education and truancy laws and by ungraded rooms and schools, playgrounds and park facilities, and in general, unless when employment is denied to children, school and vacation facilities are given and school attendance compelled. Our committee therefore seeks not only a child labor law which shall be practical and modern in the best sense, but also to keep fully abreast (and if possible in advance of that standard) the educational system of the state, including compulsory education laws and satisfactory truancy laws. And we believe that the juvenile court should be extended throughout the state. Undesirable as certain forms of child labor are, and much as we may look forward to a time when no child under sixteen shall be employed at gainful occupations the fact remains that under existing conditions a great number of such children must work for wages, and that it is far worse to have children in idleness on the streets, studying in the school of crime, because of lack of proper educational laws and of vacation schools and playgrounds and other proper and normal ways to use the abounding strength of childhood.

EDWARD W. FROST, *Chairman*.

REPORT OF THE PENNSYLVANIA CHILD LABOR COMMITTEE

During the past year the Pennsylvania Child Labor Committee has been engaged actively in a campaign for the enforcement of the child labor law.

Eighty-three cases were reported to the chief factory inspector and twenty to deputies of the factory department, in which the committee alleged violations of the law; as a result of this information \$11,500 in fines was imposed. Nine prosecutions were brought and seven were successful. One hundred and sixty children were discovered by the committee to be illegally employed, and sixty-nine of them were dismissed.

In addition to this work the committee distributed forty thousand circulars, pamphlets, copies of the law, etc.

During the summer the two most important sections of the Pennsylvania child labor law, those relating to the employment certificate were declared unconstitutional, and it is now incumbent upon the committee to secure a new law covering the defects which the court found in the old one.

SCOTT NEARING, *Secretary*.

REPORT OF THE IOWA CHILD LABOR COMMITTEE

The Iowa committee has very little to report. Our report is a tentative one, merely that of progress. I think we are not disposed to enter into any rivalry respecting this claim of early origin, for every one knows that we lie west of the Mississippi. Our population is essentially homogeneous. It consists of two streams that met together, one typified by Massachusetts and New York, the other by Virginia and Tennessee. Both came to us before the slavery agitation and for the same purpose, that of finding homes on the prairies; and therefore they have welded, and there are no traces of disagreement between these two currents of population. I think one result of our quiet and peace is a degree of self-complacency which is perhaps harder to meet when you want something done than open opposition.

It may be well to call attention to the fact that we have also entered the list of biennial states; we have had biennial sessions of our legislature for a long while, and we now have annual elections; for making the transition we had an assembly last year, and we will have one again this coming winter; from now on the elections will be biennial as well as the assembly.

Our report is brief. I want to call attention first to the law, and, secondly, to its history, which indeed is very brief. I think I should acknowledge before passing to a very brief account of our brief statute, that the fact that we have a statute at all is due in no small measure to the National Committee, to your secretaries, Dr. Lindsay and Mr. Lovejoy. We owe much also to our Governor and other public men, and to certain moral agencies, such as the Women's State Federation and the labor unions, which fell in line. Indeed, the Women's Federation was working for a law through several years preceding the last assembly which gave us our law. The law that we secured, and a printed copy of which I hold in my hand, as you can see is quite short. We have followed the best examples of the Northern States and adopted their standards in several fundamental particulars. In the first place, we have a general prohibition of the employment of children under fourteen years in our factories and work-shops; and, secondly, a special prohibition of the employment of all children under sixteen—that is, of all young people under sixteen in certain dangerous occupations that are specified. Then we have two special provisions for the young people between the ages of fourteen and sixteen. We have a ten-hour day limit for these young people where they may be employed, with a provision for a nooning, which must fall between eleven o'clock and one o'clock; and then we have the further provision which calls for a posted list in each place of the young people employed from fourteen to sixteen. To section one of the statute there is an interesting exception which, of course, you will recognize at once as bearing the earmarks of the state's industries: "The provisions of this section shall not apply to persons employed in husking sheds or other places"—you know we are one of the corn states—"connected with canning factories where vegetables or grain are prepared for canning, and in which

no machinery is operated." Of course many of you know that this is an exception that has been stood out for even in England.

We have a long section enumerating the people who are liable to penalty for violation of the law, but the fine or penalty is not excessive. The fine is assessable against any one of a very large number of parties, but shall in no case exceed one hundred dollars or imprisonment in the county jail not to exceed thirty days.

The chief weakness of the statute lies in the fact that our committee failed to secure, and you who are engaged in dealing with this subject, especially in the matter of propaganda, know how difficult it is to secure, adequate provision for proving the age.

Finally, a word on the history of the law and the manner of its enforcement. The statute is less than a year old, and places its enforcement in the hands of the State Commissioner of the Bureau of Labor. The principle of centralizing the administration in the Bureau of Labor as adopted will work well if there is a good commissioner all the time. There is at present a strong and discreet man in that office. It "shall be the duty of the Commissioner of the Bureau of Labor Statistics to enforce the provisions of this act, and such commissioner and his deputies, factory inspectors,"—(we have two)—"assistants, and any other persons authorized by him in writing"—now there is an important point. The commissioner may multiply himself to any extent that he can find in the community persons whom he wants to deputize. That, you see, is important.

We have the beginnings of a compulsory education law in our state. Our laws now call for four months of schooling each year for all children between the ages of five and fourteen. We have also some, though not adequate, provision for truancy officers.

Our child labor law was passed last spring. The Commissioner of Labor reported a few days ago that in four hundred establishments visited sixty-three children were found employed contrary to the law and dismissed. In sixty-five establishments the posted lists were not correct, and were corrected.

Our committee will probably not ask for any amendments of the law at once. We have thought it best to let the matter lie over so far as the pending assembly is concerned altogether for another two years, and by that time we shall be able to see how our law works.

I. A. Loos, *President.*

REPORT FROM GEORGIA CHILD LABOR COMMITTEE

I feel that an explanation is due for my undertaking to make not only a verbal, but what is almost an impromptu report. I did not know until I came into the hall that I would be asked to make this report from Georgia's Child Labor Committee. The fact is that I belong to that class that does not come under the operation of any state hours of labor law, and for whom

nobody has proposed any such relief—probably because it is not considered that we need it—and, therefore, being exceedingly busy, I have unloaded on my friend, Dr. McKelway, since he has been in Atlanta, and I thought that I would simply give a brief history of the movement in Georgia up to the present time, and let him put the capstone on.

I do not remember just when the Georgia Child Labor Committee was organized, it has been so long ago, but I am inclined to ask for a hold-up on the decision as to the claim made by New York as being the first. The truth is that New York City does not learn of the good things that happen in Georgia as quickly as she does of the bad. I do not remember exactly the date, but I myself went to Atlanta in 1900, and it may have been that in the year 1901 Atlanta was visited by Miss McFadden, who was there as the paid representative of Mr. Gompers, to organize labor. I mention that because the fact made it more difficult for us to win as we have won, because it put us up against the claim made by the other side that this movement was all in the interest of the laboring classes, and there was a considerable degree of plausibility in the contention made for a while that only a few sentimental preachers and a few women and labor agitators and paid emissaries of the northern mills were in favor of this movement. At the first meeting that I attended in Atlanta there were present a few women and some laboring men. Notwithstanding that, however, we have gone through these stages; the committee which considered this matter appeared before the committee of the legislature in the year 1901 before I went into the fight, which had stacks of testimony before them from physicians, the burden of which was that of all the health resorts for children ever devised by a kind Providence or intelligent men a cotton mill was the best.

When they had to give that up the cotton mill men got together and called themselves the Industrial Association (because, I suppose, their business is to keep other people industrious), and they formed the voluntary agreement that no children should be worked under a certain age, or for more than a certain number of hours. They practically acknowledged under the educational influences that were pouring in to them that child labor was a regrettable evil; but their next point was that "it is unnecessary to single us out by class legislation, it is unnecessary to put this law on the statute book, because we are voluntarily enforcing that ourselves, and if you walk into any of our mills you will see rules and regulations hung up on the walls." Well, the next thing we had to do was to show that those resolutions were not lived up to by any except a few. Those few were humane men who did everything that they could for the children. It has taken some time to convince the people of Georgia that, just as under the régime of slavery, the kind slave-owner was the greatest obstacle in the way of emancipation, so the kind mill man is the greatest enemy of the children, because by reason of that kindness necessary legislation is prevented, and under the benevolent flag of those men, greedy and avaricious mill men are allowed to exploit children to their hearts' content.

We finally got so many people in favor of this that it soon became a gen-

eral movement, and we then simply had to show that those laws were not lived up to. I will refer to a little interesting bit of correspondence between our committee, carried on through its secretary. They denied our allegation. Well my friend Dr. McKelway is too good a Presbyterian to take photographs on Sunday, but, like some other good people I know, he was not too good to get somebody else to do it; and so he had pictures and names and ages of children working in the mill of the very man, the chairman of the committee, who was conducting this pious correspondence with me and denying the accusation. Before those pictures and names were published they were put in the hands of a reporter, who went and interviewed that gentleman, who flatly denied the accusation. Said the reporter: "Well, what do you think of that child working in your mill?" at the same time displaying the picture. His reply was: "Well it isn't right to take pictures on Sunday afternoon." The legislature last summer a year ago passed a bill in the lower house, defeating it by a few votes in the upper house.

I want to say two things in regard to the debate, however. That debate illustrated that when you put your hand on a child for good or for evil you are putting your hand on the center of something that will radiate in all directions and is connected on the one side with all good, and on the other side with all bad. That debate, in the lower house particularly, marked an epoch in the history of Georgia. It was not merely that some men stood for the child, but they stood for principles of the highest civilization. It was the dawn of the new day. In the Senate we had one man, fortunately, who was a mill owner himself. He was asked the question: "Do you belong to the Georgia Industrial Association?" He replied immediately, "I do not." He was again asked: "Why don't you?" "Oh, that mine enemy," he said, "would ask me that question! Because, sir, I will not take money out of my pocket to hire a lawyer to come to the Georgia legislature to defeat righteous legislation." We were a little despairing as to whether we could get a bill passed at this last session, because it was the same legislature, and yet not the same. The personnel was the same. I cannot better describe the condition of that legislature than by borrowing one of Sam Small's stories with a little different application, however. He said that once there was a man crossing the street, and meeting another he said: "Which is the uzzer side of the street?" "Why, over there." "Why, that's funny, I was over there and asked them which was the uzzer side of the street and they told me to come over here." The legislature did just that way with us, trying to find out which was the other side of the street. They found out. They heard from the people. On the other hand, our bald-headed men and long-haired women and labor agitators had spread their doctrines abroad till the people of Georgia from the mountains to the sea with one voice cried, "Take your hands off the babies."

Now the present situation is this: Our governor-elect is one of the members from Georgia of the National Child Labor Committee, the third one being his principal antagonist for the gubernatorial position; and the only two things on which they agreed were: First, that they both wanted to be

governor; second, that they are both in favor of the children. So Governor-elect Hoke Smith is for the children, and has been honestly and openly and strongly for them.

C. B. WILMER, *Secretary.*

Atlanta, Ga.

REPORT FROM THE ALABAMA CHILD LABOR COMMITTEE

Our work has been mainly along the line of educating public opinion. We were fortunate last summer in the state campaign to get both candidates for governor committed to child labor reform, and the platform of the Democratic state convention contained a clause in favor of child labor legislation.

The annual conference of the Methodist Church and the annual convention of Women's Federated Clubs have both made strong appeals to the state legislature for more efficient child labor laws. Two weeks ago Rev. J. W. Stagg, of Birmingham, and Fred S. Ball, of this city, were appointed delegates to the National Child Labor Meeting to be held in Cincinnati.

Last week, at a meeting of our state committee, a sub-committee was appointed to draw up a bill to be presented to the legislature, which meets about the middle of January. The main features of this bill are, adequate inspection, publicity, raising the age limit for girls to fourteen years, and raising the age limit for night work to sixteen years for boys and girls. I hope and think we will be able to pass a satisfactory bill in January.

BENJAMIN J. BALDWIN, *Chairman.*

REPORT FROM NORTH CAROLINA CHILD LABOR COMMITTEE

The child labor movement in North Carolina has made some progress during the past year.

We have a committee charged with securing additional legislation from the state legislature of 1907. This committee is composed of such citizens as Ex-Governor C. B. Aycock, Bishop Joseph Blount Cheshire, Ex-Governor T. J. Jarvis, and others. The editors of many newspapers are actively interested. Such papers as the *Biblical Recorder*, the *Raleigh Christian Advocate*, the *Progressive Farmer*, and the *News and Observer* are ardent friends of better legislation.

Our committee has been trying to interest the cotton mill owners in our proposed legislation. Some of these men are favorable to our plans.

Our committee propose to try to secure the passage of a law raising the age limit from twelve by an act to prohibit night work by all children under fourteen; also to prevent girls under fourteen from being employed in any

manufacturing plant, as well as to prohibit all illiterate children under sixteen from employment.

The essential defect of our present legislation is that there is no inspection. The law is violated a great deal, as there is no machinery to detect violations. This we propose to try to remedy.

Our legislature meets every two years. Our last legislation was enacted in 1903. The only difficulty we will have is the scarcity of labor cry, when we get to the legislature with our measure.

We hope by December, 1907, to have some definite progress to report.

CHARLES L. CONE, *Secretary.*

REPORT FROM THE SOUTHERN STATE CHILD LABOR COMMITTEES

I do not think it is necessary to add anything to the report from Georgia, except that the legislature did pass, in 1906, a child labor bill by a vote of 125 to 2 in the house, and unanimously in the senate. It was the senate that had defeated the bill the year before. The same legislature passed a very much better bill, therefore, after having heard from the people.

I should like to acknowledge also in this connection the eminent service that the press of the state did for us. There were only one or two papers that were even lukewarm on the subject; and the senate, after defeating the first bill, was cartooned and lampooned until the members came up ready to do almost anything for the children.

The Alabama state committee, I think, is the oldest of our southern committees, and if New York is the oldest of the northern, why Alabama can perhaps claim to be the oldest child labor committee in the country. They have been actively at work during the past year.

There was a campaign in Alabama for the governorship, as in Georgia. One of the candidates was in favor of our reform from the beginning and the other saw his way clear, before the close of the campaign, to come out upon our platform. The convention nominated him, he being the successful candidate, and the child labor plank was put into the platform of the party.

The Alabama law needs amendment in striking out that miserable ten year exception for children who have no other means of support, or who have to support somebody else who has no other means of support. Alabama ought also to have factory inspection. We are almost without factory inspection in the entire South as yet, and that is the most urgent thing upon our program in all the Southern States where it is lacking; also we need to raise the age limit from twelve to fourteen years for children in mines, and from twelve to fourteen for children who cannot read and write.

The Georgia law has a twelve year age limit with the same ten year exception which was forced into the bill against our consent; but it provides that children under eighteen must attend school three months of each

year as a prerequisite to employment the next year. I think the eighteen year age limit for children who have not fulfilled some educational requirement is the highest in the country. Massachusetts used to have a law that no minors should be employed in a mill unless they attended school at night simultaneously with their employment. The school term is short, only three months of the year; but that is a great advance for Georgia; it gives the little fellows a holiday for three months of the year from the mill, and also some opportunities for education. I understand that the mill owners are already telling the parents that have been sending their children to the mill this year that they cannot be employed next year unless they send them off to school.

The twelve year age limit is the general limit. Then for the children of widowed mothers or crippled fathers it is ten years; but we have guarded that as carefully as we could, although we had to put it in. We have an officer of the county called the county ordinary, a sort of county judge. The parent is required to make an affidavit before him that the family is entirely dependent upon the labor of that child and that without such labor the family will be in the poor house. With that provision we do not think the abuse will be very great, and we hope to amend the law next summer, as Georgia is one of the states whose legislatures meet every year.

There has been considerable effort in Oklahoma to put the child labor plank into the new constitution.

The Florida legislature meets in January, 1907, and there is good prospect of passing a child labor law for the protection of the children in the cigar factories and canning factories, especially. In South Carolina we have not met with much encouragement as yet from the press, and there seems to be a general spirit of contentment with the present law; the twelve year age limit with the ten year exception and the provision that dependent children of any age can be employed in the mills.

The South Carolina legislature meets in January, 1907. The mill men have been contending for a system of compulsory education, though the age limit suggested, twelve years, was rather low, while the labor representatives have been agitating for a shorter working day, the mill men also having decided to reduce the hours to sixty hours a week by 1910.

The Tennessee legislature also meets in January, 1907. Tennessee already has a fourteen year age limit and the friends of the children have resisted several efforts of the manufacturers to lower the age limit. The great need in Tennessee is legislation which shall give full rights and privileges to the factory inspectors.

I presume that there will be no agitation on the child labor cause in the other southern states during the year 1907.

A. J. MCKELWAY, *Assistant Secretary.*

REPORT OF THE CHILD LABOR COMMISSION OF THE STATE OF OREGON

I submit herewith report of the work of the Child Labor Commission for such use as you may require.

In Portland alone 231 permits were used for vacation work for children between the ages of twelve and fourteen. Our law gives permission for this, stipulating that the employment must be such that will not injure the health or morals. We were very particular as to this point, which accounts for the number not being any larger.

Three hundred and sixty-three age and schooling certificates have been issued from January 1st to date to children between the ages of fourteen and sixteen who can fulfil the requirements.

Since the inauguration of the juvenile court and the appointment of a truant officer, the child labor work has been helped from both sources—both have learned that child labor is not a blessing, as they had previously supposed—and that there was a great deal more than either of them had believed. There has been a great gain in sentiment in favor of the law and its enforcement.

There are at present ten cases filed with the district attorney, being "held up" by that official during the good behavior of the employers.

The best we can do under the present state of affairs is to keep at it, filing information whenever that becomes necessary, and keep on building sentiment in favor of the law. The labor unions constantly assert their sympathy with the law, and the members serenely go on working alongside of children violating the law without a protest either to the commission, to the employers or to the union whose principles they are violating. Of course I understand the reasons—their jobs would be forfeited—but I feel that if we could emphasize this feature of the case we might secure a closer co-operation among the forces who are supplying a good share of the child labor.

In the model child labor law there is a form for employment ticket. This I have found to be almost useless, as it is only with the first application that it is filed. After the child has once received his age and schooling certificate he changes his employment at will without reporting to the inspectors again. Do you expect to take up the discussion of such things at the meeting? I regret so much that I cannot attend.

Another thing—I find that our district attorney cannot tell me whether or not the papers have been filed on the appeal of the child labor case to the United States Supreme Court—it would be useless to do as Mrs. Kelley suggested—ask the employers in this case to hold it up—it involves the messenger companies, and there is no such thing as compromise with that element.

I hope that there is something in the foregoing that will indicate that Oregon is not asleep—we may not be going forward very rapidly, but we are working.

MILLIE R. TRUMBULL, *Secretary.*

REPORT OF THE WARREN CHILD LABOR LEAGUE, OF WARREN,
OHIO

In compliance with your request, I send to you the following report of the work of the Warren Child Labor League:

In September, as the result of suggestions received from the New York office of the National Child Labor Committee, a local Child Labor League was organized at Warren with thirty-one members, each contributing \$2 to the support of the national work. An executive committee was appointed with power to appoint committees, to call meetings, and in general to take all steps necessary to carry on the work of the local league. That committee accordingly appointed an investigation committee of five to ascertain what children of school age were out of school and what such children were doing.

Thanks to the efficiency of the superintendent of the public schools and the truant officer, not many children of school age were found outside of school. Some such, however, were found. Those who were simply truants were reported to the truant officer and were brought into the schools. Those who were found working without proper certificates were reported to the superintendent and their cases further investigated, inasmuch as some children were working because of the neglect of the father to contribute to the support of the family. The mayor, who is also a member of the executive committee, was appointed a committee of one to see that proper legal steps were taken to force such parents to do their duty and to keep their children in school. To provide for cases of other children at work, because their families needed their help a committee of three was appointed to obtain from public funds and from funds of private organizations means already available to help such families. Should these sources prove inadequate such further steps will be taken as the case seems to demand.

Soon after the organization of the league the executive committee sent a committee of one to notify the manufacturers of its existence and to solicit their active co-operation in the work. All manufacturers who were approached spoke kindly of the work and denied having any desire to employ child labor. The committee has not yet called their attention to the children who were in their factories, because very few illegal cases were found, and those were taken out of the factories; and because the committee is not yet certain that the whole situation has been completely uncovered, and is continuing its investigations. Should other cases be discovered the manufacturers will be given an opportunity to actively co-operate with the committee in the work of ending the illegal employment of child labor in Warren. Should they fail to avail themselves of this opportunity, the cases will be reported to the state factory inspector.

The organization of the league has already been a stimulus and encouragement to faithful officials, and has had a perceptible influence upon the public. The subject has been discussed in club meetings; members of the league have been drawn out pleasantly at social meetings; and kindly

allusions have been made by press and by pulpit; some children at work without proper certificates have voluntarily gone to the superintendent to obtain such certificates; some children who ought not to have been employed were discharged before their cases could be reached by the committee. There has been some agitation, and even some restraint, shown by parents of children interested.

On December 12th will be held the first open meeting of the league since its organization. On December 19th Mr. Lovejoy, of your committee, is to bring the subject of America's working children before the citizens of Warren.

PHENE T. SUTLIFF, *Chairman.*

REPORT OF THE CONSUMERS' LEAGUE OF THE STATE OF NEW YORK

During the past year the New York State Consumers' League has given much time and energy to the subject of our working child.

The committee on press and legislation wrote many letters to senators and representatives in Albany urging the passage of the laws for the laboring child then before them.

Our organization has felt the need of more effective co-operation among the women of New York State.

To this end we have joined the Federation of Women's Clubs. We hope by affiliation with the various women's clubs to get at the conditions of child labor in the cities, towns and villages of our state.

For this purpose and to arouse intelligent interest we have prepared a syllabus of study for clubs and reading circles on "Our Working Child." We have tried to make it simple, clear and practically useful. It has only just been published, so that we cannot report on its effectiveness, but the correspondence with clubs and leagues has been encouraging.

The aims we have in our work are to awaken a lively interest in school attendance and in the school census. We ask the women of the state to see to it not only that efficient attendance officers are appointed, but that the work of such officials is upheld by strong public sentiment. We hope to help in the work of arousing interest in favor of efficient manual training as an incentive for the child to remain in school beyond the required age of fourteen. We hope to be one of the forces guiding public opinion toward such readjustments of our social life as shall make possible and hasten the day of a more prolonged childhood than our state now finds possible.

We are interested in having uniform laws for child laborers in our country, and by collating the laws of our own state and working for their proper enforcement we hope to be doing something for this larger aim.

MRS. A. M. BEARDSLEY, *Secretary.*

REPORT FROM THE CONSUMERS' LEAGUE OF PHILADELPHIA

The league has assisted by personal investigation in the enforcement of the factory act, especially in retail establishments, and has had over one hundred violations of this act removed.

It has received complaints of the violations of the law, and referred them to the factory inspector's office, through the State Child Labor Committee.

It has co-operated in general work for child labor reform through representation on the State Child Labor Committee.

In connection with the Pennsylvania Child Labor Committee, it has helped to organize the industrial exhibit, one of the chief objects of which is to represent child labor conditions in this state.

It has printed and distributed among working girls popular and simplified copies of the child labor act in the form of questions and answers. I am enclosing a copy of the circular.

It has aided by means of addresses, distribution of literature, etc., in arousing popular opinion on the subject of child labor.

FLORENCE L. SANVILLE, *Secretary.*

REPORT FROM THE CONSUMERS' LEAGUE OF MARYLAND

Early in the year 1905 the Consumers' League decided to study the conditions of the child labor problems of Baltimore and to try to arouse interest in them.

In pursuance of this plan, the annual meeting of 1905 was devoted to this subject, and the speaker, Dr. S. M. Lindsay, made an address on "The Working Child." In the spring of the same year the league engaged a trained social worker, Miss M. L. White, to make a preliminary investigation, under the auspices of the Maryland Bureau of Statistics, into the conditions of children at work in the factories and canning houses of Baltimore. The results of this investigation were published under the title of "Child Labor in Baltimore," and the pamphlets were widely circulated.

In the autumn of 1905 the Consumers' League became convinced of the need of additional information from a different standpoint, and employed Miss Elizabeth Spicer to inquire into the home conditions of working children.

The data thus obtained was edited and published in a pamphlet entitled "A Study of Working Children in Baltimore." Many meetings were held and much literature was distributed in the interest of the same subject. From the work of the Consumers' League along these lines there developed a general realization of the definite need for legislation, and the Maryland Child Labor Committee was formed, and the Dorton child labor bill was drawn up. After a hard-fought contest, the bill finally passed the legislature with some of its provisions altered.

The chief gains are: (1) Appointment of factory inspectors to enforce the law; (2) an educational qualification for all children under sixteen and an investigation of the child's physical fitness for work; (3) the application of the law to the whole state.

The league hopes to extend its educational work throughout the State of Maryland, and an attempt has been made to secure the active co-operation of individuals in the several counties.

A good beginning was made this summer by having the work presented at two conventions. Miss L. V. North and Dr. Thaddeus Thomas, of the Woman's College, delivered the addresses at Mountain Lake Park, and Miss North went to Ocean City to address the Tri-County Institute of Public School Teachers of Worcester, Somerset and Wicomico Counties.

A number of applications for literature followed this meeting. At present the league is trying to take an intelligent interest in the working of the two laws that chiefly affect children, viz.: the school attendance law and the child labor law—and it has also undertaken to raise money for a pension as a substitute for child labor earnings.

The league now has an advertisement in the street cars calling attention to early Christmas shopping, in order to spare women and children workers the usual Christmas rush.

MRS. DANIEL MILLER, *Corresponding Secretary.*

REPORT OF THE COMMITTEE ON CHILD LABOR OF THE MASSACHUSETTS CONSUMERS' LEAGUE

The Committee on Child Labor can report no definite advance in its legislative work for the year 1906. A bill was framed to limit the labor of children under sixteen from 7 a. m. to 7 p. m., but on consultation with certain members of the trades unions we found that such a bill would be regarded by them as of positive injury to their overtime bill. This bill has figured very largely in Massachusetts politics for the last two years, and is an attempt to close the textile factories in the evening hours by preventing the labor of women and minors after 6 p. m. We decided to withhold our bill last year, but at present we are expecting to introduce it.

In order to ascertain more definitely the number of children under sixteen who are now employed after 7 p. m. the secretary of the Consumers' League made an investigation of the five and ten cent stores, the district messenger service and the fruit and candy stores. The report of this investigation is appended hereto. Although most of the investigation was undertaken in the City of Boston, it is believed that the situation regarding the employment of children is not greatly different in the other cities of the state.

As the friends of the overtime bill feel that the bill is as good as passed, namely that it is not likely to meet with opposition this year, it seems

probable that we can introduce the bill preventing evening work for those under sixteen at the coming session of the legislature, and the strong public sentiment which is at present aroused in favor of preventing the labor of children will doubtless mean that the bill will go through the legislature very easily.

Though unable to push forward this legislation, we rendered aid to two other bills; one of these, introduced on the recommendation of the State Board of Education, defined more clearly the educational requirements of the bill preventing the labor of illiterate children between fourteen and sixteen, for which our committee was sponsor the preceding year. This bill was passed. The other bill, introduced on the recommendation of Governor Guild, made the visits of truant officers to factories or shops where it was suspected that children under fourteen were employed mandatory on the school boards of the different cities and towns. This bill also passed the legislature.

The Civic League of Massachusetts was largely instrumental in placing on the statute books an act relative to the appointment of school physicians in every city and town of the commonwealth, requiring that these physicians should examine the children not only when there was sign of infectious or contagious disease, but also requiring them to ascertain whether the children were troubled with defective sight, hearing or other permanent disability. This act went into effect in September, 1906. It has therefore seemed wise for our Child Labor Committee to consider the introduction of a bill requiring some sort of physical examination before the granting of a working certificate by the school authorities. A member of our committee is now looking up the methods pursued in New York in carrying out the law already operative there requiring such physical test. It has seemed to us that the office of school physician might be made more important and effective if such duties are added to those already undertaken by him.

The subject of child labor was presented twice to meetings in Boston through the instrumentality of the Consumers' League by Mr. Owen Lovejoy and Mrs. Florence Kelley, and we are now planning a conference in January which will be entirely devoted to the interests of child labor.

Appendix: Report of investigation of night work of children under sixteen in five and ten cent stores, messenger boy agencies and fruit and candy stores.

The investigation was undertaken to see what the difficulties would be in the way of passing a bill prohibiting night work of children under sixteen in Massachusetts.

Evidently there is no night employment of children under sixteen on any larger scale. The messenger agencies prefer to employ none but the older boys at night, and do not consider that the proposed law would interfere with them. However, small boys are occasionally seen delivering parcels and messages at night.

The five and ten cent stores are careful to comply with all requirements of the law; and, generally speaking, their girls are sixteen years of age or over; but in the evenings extra girls come on to help with the extra work, mostly from the high schools, and these girls are below sixteen. The law proposed would prevent their working; and they would probably consider it objectionable, as they seem to enjoy the evening work, and make enough to pay for their lunches and car fares during the week at school.

In the small stores a child was occasionally found helping its relations, but these cases were seldom.

Besides interviewing the managers of these various businesses, the investigator had interviews with Mr. Pidgin, Chief of the Bureau of Statistics of Labor; Judge Harvey Baker, of the Boston Juvenile Court; Mr. Boker, officer of the State Board of Charities; Mr. Wise and Mr. Keefe, probation officers; and Mr. Birtwell, of the Children's Aid Society, to see what light their experience would shed on the question.

Apparently none of them had the night work of children brought to their attention, which would seem to prove that there is comparatively little of it in Boston.

The court officers had not noticed that messenger boys were conspicuously delinquent; they did not remember any instance of such boys having been prosecuted for theft. The managers of the messenger boy companies, however, admitted the temptations to thieving in their business, and had had experience of theft by the boys. Probably they find it expedient to keep such cases out of court.

The Children's Aid Society questioned its agents as to their experience of night work of children. Three cases of messenger boys under sixteen who had been known to work at night were mentioned; one or two vague mentions were made of children who had been seen in stores late at night; and it was also reported that children are employed at night in jam factories in summer. Even the bulk of the newsboys, however, reported as not working after supper.

Summary.—A law prohibiting night work between 7 p. m. and 6 a. m. of children under sixteen in Boston would affect a minority of the girls in the five and ten cent stores, and would altogether prevent the extra high school help in the evenings; would make little difference in the messenger service; and practically none at all in the small store business. There do not seem to be any strong interests that could be summoned against the proposed bill.

EDITH M. HOWES, *Chairman.*

REPORT FROM DETROIT CONSUMERS' LEAGUE

We are in the midst of our most strenuous work just now. During November, December and January we are employing a trained worker to make some investigation for us. He is Mr. V. T. Randall, whom you may

know, as he has worked much in New York. Last month he devoted most of his time to photographing scenes in districts where child labor and sweat shops would most likely exist. These pictures were shown at the Art Museum before a large and enthusiastic audience at the end of the month at a meeting of the Social Conference Club. Mr. Randall found no sweat shop or home workers' problem to speak of in Detroit, and it seems to be the general opinion that there is very little home work done here, and practically no great sweat shop problem, but we are now employing Mr. Randall for the next two months in making a thorough investigation of factories where women and children are employed, to look up bad conditions of that kind. He is to go as a licensed health board inspector, and secure what evidence he can find of child labor violations. We are asking the co-operation of the ministers of the city for reports of any and all cases they may know about.

The subject of early Christmas shopping comes up every year for agitation, and we have accomplished much in Detroit through our daily papers, suburban papers, leaflets and folders, and this year we are hanging 100 printed cards enumerating the advantages in early shopping, and signed by the league, in all of our prominent stores of the city. We are now very well known as an organization, and I believe very favorably known in Detroit, and have introduced the labeled garments in all of our best stores, and created some demand for them in the four years of our organization.

FLORENCE G. TAYLOR, *Corresponding Secretary.*

REPORT FROM THE KENTUCKY CONSUMERS' LEAGUE

The work of the Consumers' League of Kentucky during the past year has been to visit the homes of truant children and to remove the cause for truancy either by persuasion or money. But few cases were found to need money, and these needed it only for an emergency.

Factories are also visited by the league, and the cases of young children given permits to work are looked into, and the children sent to school if this can be managed.

During the coming year this visiting will be even more persistent, and a strong effort will be put forth to double the number of truant officers.

These officers make reports to the league and call upon it whenever a child is found at home because of lack of food or clothing. Having succeeded in getting the Louisville School Board to enforce the law by dint of much urging and threats of a mandamus proceeding, the league feels more responsibility about the results of this law than of any other branch of the Consumers' League work.

REPORT FROM CHILD LABOR COMMITTEE OF THE CONSUMERS'
LEAGUE OF CLEVELAND, OHIO

The work of the Consumers' League in Cleveland for the protection of children, to February, 1906, can best be shown by quoting freely from the last report of the president of the society, Mrs. Marie Jenney Howe. She writes as follows:

"In Ohio there is a state law to the effect that no boy under sixteen and no girl under eighteen may legally be employed after 7 o'clock at night. In Cleveland there is a group of women who have undertaken to see that this law is enforced. They want to find out what such a law means. They are finding out what it means to the factory inspector, the employer and the general public. To the factory inspector it means hard work; to a few employers of minors it means 'meddlesomeness, interference, foolishness.' . . . To the general public the law means nothing at all, because the general public does not know of its existence.

"In enforcing such a law it is, therefore, necessary to assist the factory inspector, convert the skeptical employer, and educate an indifferent public.

"Another state law, conveying practically the same intention, prohibits the employment of minors under eighteen for more than ten hours a day, or fifty-five hours a week. It is scarcely necessary to point out that these two laws apply not only to factory hands, but also to cash girls, delivery boys and messenger boys. Most retail stores employ some minors under eighteen. The great temptation to infringement is just before Christmas, when many stores are kept open every evening for two weeks.

"The women who have determined to protect young people from the strain of overwork at Christmas time, are the members of the Ohio Consumers' League. Their work began in November, 1904. It was greatly reinforced by the Hon. John Morgan, chief inspector of workshops and factories for Ohio. Mr. Morgan sent instructions to his district deputies requiring them to watch for the illegal employment of minors at night. . . . The chief inspector for Cleveland mailed to every employer of minors in his district a printed notice of the child labor laws. He also accepted the assistance of a committee from the Consumers' League in a personal visitation of the Cleveland stores.

"The committee from the Consumers' League called on the merchants in delegations of one, two or three. In each store they asked for the manager, and inquired whether he had received the notice mailed by the factory inspector.

"In many instances the placard was in plain sight. Often the claim was made that no such notice had been seen. In such cases the committee offered to supply the deficiency with one from their own stock in hand. 'The inspector will make his rounds next week,' the manager was informed. 'He will look for the printed notice of the child labor laws. He will see to it that the laws are posted and that they are enforced.'"

The report called attention to some remarkable evasions of the law, and

that some employers thought that child labor laws were made for ornament only. The report continues:

"In the mind of such men a committee of women may awaken apprehension, the inspector's authority may arouse a vague alarm; but, after all, a further and culminating influence is required. This influence was supplied by the city solicitor, Mr. Newton D. Baker. Quite early in the campaign some one had suggested, 'Telephone to Mr. Baker.' One of our members did telephone to Mr. Baker, and never was a telephone message more effective. On his own initiative and at his own expense Mr. Baker printed an open letter to the chief of police, together with the chief's reply. This letter urged immediate prosecution of all violations of the child labor laws. Two thousand copies of this letter were circulated. To the stores that were visited we carried these letters. They fortified us. We were listened to not for our sake, but for the sake of the little bulletin that put the law into our hands. . . . The violator of the child labor law seldom fights. He threatens to do so, but he does not carry out his threat. In the first place, resistance gives him an undesired publicity, and in the second place he has no case."

Public meetings were another factor in the success of the campaign waged. Addresses or talks were given at various times during the year. These kept the subject constantly in the papers and before the public gaze.

During the year 1906 work has been continued on the same lines. The laws most easily enforced are those forbidding the employment of children under fourteen in any kind of work during school hours. Mr. McBane, the truant officer of the public schools, states that the number of children employed against the provisions of the laws that come within his domain has been diminished three-fourths. Children between fourteen and sixteen years of age are required to have schooling certificates from the truant officer showing that they are able to read and write the English language before they can go to work. Most of the cases that now come before him are violations of this law, and generally the child is nearly sixteen years old. Mr. McBane adds that the moral force exerted by the Consumers' League in awakening an enlightened public sentiment has been of the greatest value to him in his work.

The inspectors of workshops and factories report that they have prosecuted successfully nearly two hundred cases of violations of the law during the year 1906. During December, 1906, the month when most violations occur, they devote themselves almost entirely to the enforcement of the child labor laws. There are now few cases of violations of the laws, and those mostly of the school certificate law. The truant officers and the inspectors work together. Bowling alleys have received particular attention. The necessity of a schooling certificate for the child between fourteen and sixteen years of age has been a great protection to the child under fourteen. The inspectors acknowledge their great obligations to the Consumers' League not only for moral support, but for help in specific cases.

The present work of the Consumers' League with regard to the labor of children in Ohio may be briefly summarized as follows:

1. We create a demand for goods bearing the Consumers' label. In the manufacture of these goods no children under sixteen have been employed.

2. We advertise a white list of recommended stores in which no children are illegally employed.

3. We publish and circulate pamphlets containing reliable information about local conditions.

4. We publish and circulate brief summaries of state laws affecting working women and working children.

5. We are endeavoring to secure the enforcement of the laws by the public officials by calling the attention of the public to those laws, by calling the attention of the inspectors to specific cases of violation, and by educating the people to the enormity of child labor through the press and by means of public meetings.

6. We are endeavoring to secure the appointment of women inspectors to look after the interests of women and children.

7. We are endeavoring to prevent the passage of an amendment to the present law which now permits night work for boys under sixteen years of age and girls under eighteen. The proposed amendment would lower the age of girls from eighteen to sixteen, and would greatly impair the conditions of labor for working girls.

The measure of success that has attended our efforts in the past warrants us in looking hopefully to the future.

CATHARINE AVERY, *Chairman.*

REPORT OF THE CINCINNATI CONSUMERS' LEAGUE

The Consumers' League of Cincinnati comes before you this afternoon before it has reached its first birthday, so it will not be strange if we have not a great deal to say or a very long report of things accomplished to present to you. The league was organized ten months ago, on the 19th of February, 1906.

We have had the experience of all new organizations during this bewildering first year of our life—a year rich in opportunities and poor in the means of meeting and making the most of these opportunities. Very early in our career we learned that it is indeed a difficult thing to till the soil, sow the seed, and reap the harvest all in the same day. After we had spent some little time in trying to perfect our organization, we discovered that it was necessary to begin at the very alphabet, to tell everybody with whom we talked that the Consumers' League had nothing to do with the abatement of the smoke nuisance, and that it was not exclusively interested in pure food. We are still working away at the alphabet, and shall not lay aside the kindergarten method until the women of Cincinnati are letter-perfect.

Our first effort to introduce in this city goods having the Consumers'

League label met with failure. It was our plan to have an exhibit of these garments at the annual fall festival held in Cincinnati. The accredited manufacturers to whom we presented our plan were unwilling to share any part of the expense of such an undertaking, and the exhibit had to be given up.

We next turned our attention to the merchants of the city. To them we sent a list of ten or more questions relating to the employment of minors, the question of summer vacations and half holidays, fines, sanitary conditions, etc. From the thirty odd lists out we had perhaps a half dozen replies. The leading stores ignored us and our questions.

This attitude of the merchants whom we most wished to reach and to influence has brought us to the realization that our first business must be the upbuilding of the league in the point of members, and the creating of public opinion on the subject of local industrial conditions. We have, therefore, entered upon an "educational" campaign which has already begun to produce results. During the past month we have addressed seven clubs and four schools, and have made arrangements to speak on the work of the league, its aim and ideals, before almost every organization of women in the city. As the result of one of these addresses a branch league has just been formed at the Western College at Oxford, with sixty-three members enrolled. This enterprising chapter has already drafted a set of resolutions which have been sent to our representatives in Congress urging the passage of the bills in which we are all of us so much interested.

At the anti-tuberculosis exhibit held in Cincinnati in October we distributed ten thousand circulars advertising the work and aims of the league. We employed an attendant to explain to the crowds that daily passed through the rooms the photographs which were furnished by the National Consumers' League, showing sweat-shop conditions in New York City.

As the Christmas season drew near we threw our energies into an effort to lighten if possible the burden that annually falls upon hundreds of women and children in our shops through the indifference or negligence of tardy shoppers. The company controlling the street car advertising generously granted us space for a card urging early shopping. It was our privilege to share this space with the National Child Labor Committee, and to turn half our cards into announcements of the meetings of this week.

The Consumers' League wins its right to a place upon the platform to-day because it feels that the problem of child labor in factory and shop is its own especial problem. From time to time we have tried very definitely to bring before the factory inspectors such cases of violation of our child labor laws as have come under our observation as consumers. We have always received a most courteous response, and the assurance that the cases have been investigated officially by the local inspectors. The small number of our inspectors in so important a manufacturing city makes the enforcement of the child labor laws very difficult. We believe that the Consumers' League can be of great service to this cause of the children of our city by co-operating with the inspectors, with the juvenile court, and with the public schools. We offer our services to the Ohio Child Labor Committee, believing that it is

wise to work under the direction of the forces organized especially to solve this problem and root out this evil.

Because the work is at hand and because the workers are all too few, we appeal to-day for a larger membership. The enthusiasm of half a dozen people, or twenty people, although it is an excellent thing, a contagious thing, and goes, therefore, a long way, does not count for so much as the enthusiasm of six hundred people or a thousand people. We have trebled our membership since the day of our organization, but if we are to accomplish results that will tell we must treble it again and again, until every consumer in Cincinnati has realized the power of his influence as a consumer to control and ameliorate industrial conditions, and has allied himself with us to make an open fight against child labor and all other evil conditions that blot our industrial history.

GERALDINE GORDON, *President.*

REPORT FROM THE NATIONAL CONSUMERS' LEAGUE

The National Consumers' League is a sort of great grandmother of the National Child Labor Committee, and of the local Child Labor Committees, also.

Sixteen years ago, in New York City, the Consumers' League began the effort to stir, and educate, and organize the shopping public to a new consideration of the young workers. There was at that time in no state in this Union any legislative restrictions upon the hours of work of young clerks, cash boys, cash girls, bundle girls, delivery boys, messenger boys, and all that miscellaneous army of children who serve the shopping public directly and in sight. It was nine years before the league in New York City grew into a national effort to educate the shopping public, carrying into the imagination of the public where its eye could not go beyond the store, into the factory, bringing into manufacture the same principle which the league had been applying to the stores, and calling to the attention of the shopping public the rights of those who serve them.

Persuasion alone was not powerful enough. It appeared that even though all the most humane employers and all the most enlightened shoppers should get together and make as much public opinion as they could, there would still be an incredible number of the goats separated from the sheep. The Consumers' League found itself driven to strive for legislation as every philanthropic body does find itself driven to striving for legislation. It secured information on the relation of the young employee to his direct employer, the manufacturer, the merchant, the telegraph company, and his indirect and far more ruthless employer, the thoughtless public. And for a number of years before the formation of the National Child Labor Committee, the Consumers' League had been furnishing material, publishing all such trustworthy information as we could get together concerning the legislation of

the different states; and revealing the miserable lack of official information covering the situation.

I think that it is not too much to claim that, although strictly speaking we do not properly belong on this platform at all, we yet have the claim of a hard-working grandmother who did plan, a good many years ago, for the greater work which the younger generation of organizations is now carrying on.

In the experience of the Child Labor Committee it is found that the great thing to do is to educate public opinion, and many reputable people sometimes, wearying of this, say to themselves, "What have I personally to do with this? I am not an employer. I am not keeping any children working at night or under fourteen years of age, or before they can read and write. I have enough other sins to answer for, why should I take the responsibility for this thing?" Then the Consumers' League persistently tries to bring home the fact that no one is free to-day from participating in this particular evil.

There is no one in this room at this moment, I am convinced, who is not clothed, in part at least, with the product of the labor of young children. That is what we are working for, to bring that point home and make it plain to all the people. Young children pick the cotton that we are wearing; they help to spin it. They help to stitch it in the factories. They have to do with the distribution of all our goods. They are in the shoe factories. They are in the garment trades by thousands. They are in the hat factories, and yesterday, on the street here in Cincinnati, I saw a very small boy carrying home frames and lining, and velvet, for what are evidently going to be very good-looking bonnets for the women in Cincinnati to wear. They will have been finished under the sweating system. There is no article of our apparel except precious lace and fine jewelry—cut stones—of which we can be morally certain at any moment that it does not incorporate the labor of young children. Thus to every shopper in the United States, man or woman, the Consumers' League can truthfully say, "Thou art the man; thou art the woman!" We are all buying the product of the labor of these children about whom we are conferring."

FLORENCE KELLEY, *Secretary.*

ABSTRACT OF REPORT OF THE SECRETARY OF THE NATIONAL
CHILD LABOR COMMITTEE ON THE SECOND YEAR'S
WORK, ENDED SEPTEMBER 30, 1906

Legislation.—Last year was the off year in the biennial meetings of state legislatures. Fourteen state legislatures, however, were in session, and in all but three child labor legislation was under discussion. Additional protection for children was obtained in Massachusetts, New York, Georgia, Iowa, Kentucky, Louisiana and Maryland. Georgia and Iowa, after discussion,

agitation and work covering several years, practically for the first time joined the list of states which legislate for their working children. Kentucky and Maryland made important changes which promise more effective regulation than they had before. Massachusetts and New York raised their standard by defining the educational test in the first and further restricting night work in the second. Louisiana made a beginning in legislation to take effect January 1, 1907, but applicable only to cities and towns of over 10,000 persons.

The National Committee co-operated in all of this work through distribution of literature, correspondence and general support. In Iowa it was instrumental in bringing together into a state committee the various elements that had, unorganized, struggled for years without success. In Maryland, Georgia and Kentucky representatives of our committee appeared before the legislative assemblies in active support of the bills, and the work of our southern office, opened in Atlanta early in 1906, was concentrated on the situation in Georgia, which presented the most difficult legislative battle that has yet been fought for the protection of children in this country.

Proposed legislation in Mississippi, New Jersey, Ohio and Virginia failed of passage. Mississippi and Virginia require a large educational campaign. The night work clause which is desired in the New Jersey law is opposed by the glass industry. The minor changes asked for by our strong Ohio State Committee, in what is already a good law, will be obtained in due time.

In Congress, a bill to incorporate our National Committee passed the Senate and is pending in the House. Good progress was made toward securing a model child labor law for the District of Columbia, a bill having passed the House and now pending in the Senate. We worked through the Citizens' District of Columbia Child Labor Committee, organized through our efforts, for this measure. We also actively supported bills for compulsory education and for a national investigation of the condition of working women and children, and directly for a National Children's Bureau (the Crane-Gardner bill), introduced at our request.

Enforcement.—Everywhere the greatest need has been to secure better enforcement of existing child labor legislation and to prevent evasion of the law, which is now so general in many states. This is the hardest task, demanding better organization of state and local bodies, and, above all, that slow and general education of public sentiment which alone will enable officials who are struggling to do their duty in enforcing the law to get the necessary support from the courts and in legislative appropriations from their states.

Publicity.—A large share of the efforts of our committee during the past has been spent in securing wider publicity for the facts which we have gathered and the volume of which is increasing. The country is not yet alive to the inroad that child labor is making in the American home and in our most cherished institutions. The public schools are growing in efficiency and must not be robbed of the material which will enable them to fulfil their mission to teach all the children of the nation.

Literature and Meetings.—The second annual meeting of the National Committee, held in Washington, December, 1905, brought together many interesting papers and reports on child labor conditions, which have been circulated both in the form of an annual volume and in separate pamphlets, together with other publications of the committee. Over 80,000 pamphlets, aggregating 800,000 pages of literature, have thus been distributed. Meetings have been held in practically every state in the Union, at which the National Committee has been represented and the work of the executive officers has required many thousand miles of travel and included over 100 formal addresses in addition to numerous conferences and smaller meetings. Requests for literature and information have come from several hundred correspondents, and many of these requests have required us to make special investigations.

Membership.—During the year an associate membership was organized, made up as follows: 1. Guarantors, or those who contribute to the financial support of the committee for any one fiscal year the sum of \$100 or over 2. Sustaining Members, being those who contribute \$25 or over, but less than \$100. 3. Associates, who contribute less than \$25, but at least the minimum fee of \$2, which is intended to cover merely the proportionate cost of preparation and distribution of such literature as is sent to all members. In response to appeals for membership we have received on September 30th acceptances from 981 persons, whose total contributions aggregated for the year the sum of \$4,973.10. The results are gratifying, but at least 10,000 members are needed to properly sustain the work that this committee has voluntarily undertaken to do and for the satisfactory prosecution of which we are dependent upon voluntary contributions.

The total expense of the committee for the second fiscal year amounted to \$22,098.65, which, by strict economy, accomplished the work laid out for the year for about \$3,000 less than the estimated budget. The estimates for the third year, in order to provide for a deficit of \$1,500 still owing from the first year, and without providing for any pronounced enlargement of our work, will require the sum of \$25,000.

The results thus far attained, the publicity that has been given to this great and important cause, and the fact that it is now a national problem discussed in every part of the country, imposes on us new obligations, and promises far-reaching remedies in case we meet them. The fact that child labor is apparently on the increase for the country as a whole and for all occupations collectively considered, and is certainly on the marked increase in many of our industrial states and in occupations that are particularly harmful to the health, morals and education of the children who enter them, is a challenge to every decent and right-thinking American.

SAMUEL McCUNE LINDSAY, *Secretary.*

TREASURER'S REPORT FOR THE YEAR ENDING SEPTEMBER 30, 1906.

[As examined, audited and found correct by Haskins & Sells, of New York, Certified Public Accountants.]

DEBITS.

Cash on hand and in bank October 1, 1905..... \$106.14

Receipts.

Paid subscriptions	\$20,383.91	
Sales of literature	124.02	
Sales of stationery and office supplies.....	14.22	
Miscellaneous receipts	32.00	
Loans	1,500.00	
		22,054.15
Total debits		<u>\$22,160.29</u>

CREDITS.

Expenses.

Salaries, administrative, \$6,000; investigations, \$3,500; clerks and stenographers, \$1,827.30; total.....	\$11,327.30	
Stationery and office supplies.....	530.75	
Postage	1,154.45	
Investigation expenses, miscellaneous	261.80	
Rent	771.50	
Traveling expenses	489.87	
" " investigations	500.00	
Printing	1,427.17	
Telephone	146.43	
General expenses	356.29	
		\$16,965.56

Miscellaneous.

Loans repaid	\$4,750.00	
Special entertainment	25.64	
Furniture and fixtures	320.45	
Stationery and office supplies on hand	15.35	
For account of North Carolina Child Labor Committee..	21.65	
		5,133.09
		<u>\$22,098.65</u>
Cash on hand and in bank September 30, 1906.....		<u>\$61.64</u>

ASSETS.

Current assets: Cash on hand and in bank, \$61.64; accounts receivable, North Carolina Child Labor Committee, \$21.65; total..	\$83.29
Office furniture and fixtures, stationery and office supplies.....	707.25
Current deficit	945.32
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Total	\$1,735.86
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LIABILITIES.

Loans payable—V. Everit Macy	\$1,500.00
Accounts payable	207.38
Special entertainment fund	28.48
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	\$1,735.86
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