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on

CHILDREN IN A  
DEMOCRACY



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## INTRODUCTION

As we go to press with this final report of the Colorado White House Conference on Children in a Democracy, our country is at war with ruthless, aggressor nations. As a people we are now engaged, both at home and abroad, in a bitter, defensive struggle against all the forces of evil let loose upon a troubled world by unchecked greed, by lust for power and by envy and sullen hate. Once more we have taken up the age-old fight for liberty, equality and fraternity. Once again we are fighting for freedom - freedom to fashion a free future for our children in a free world.

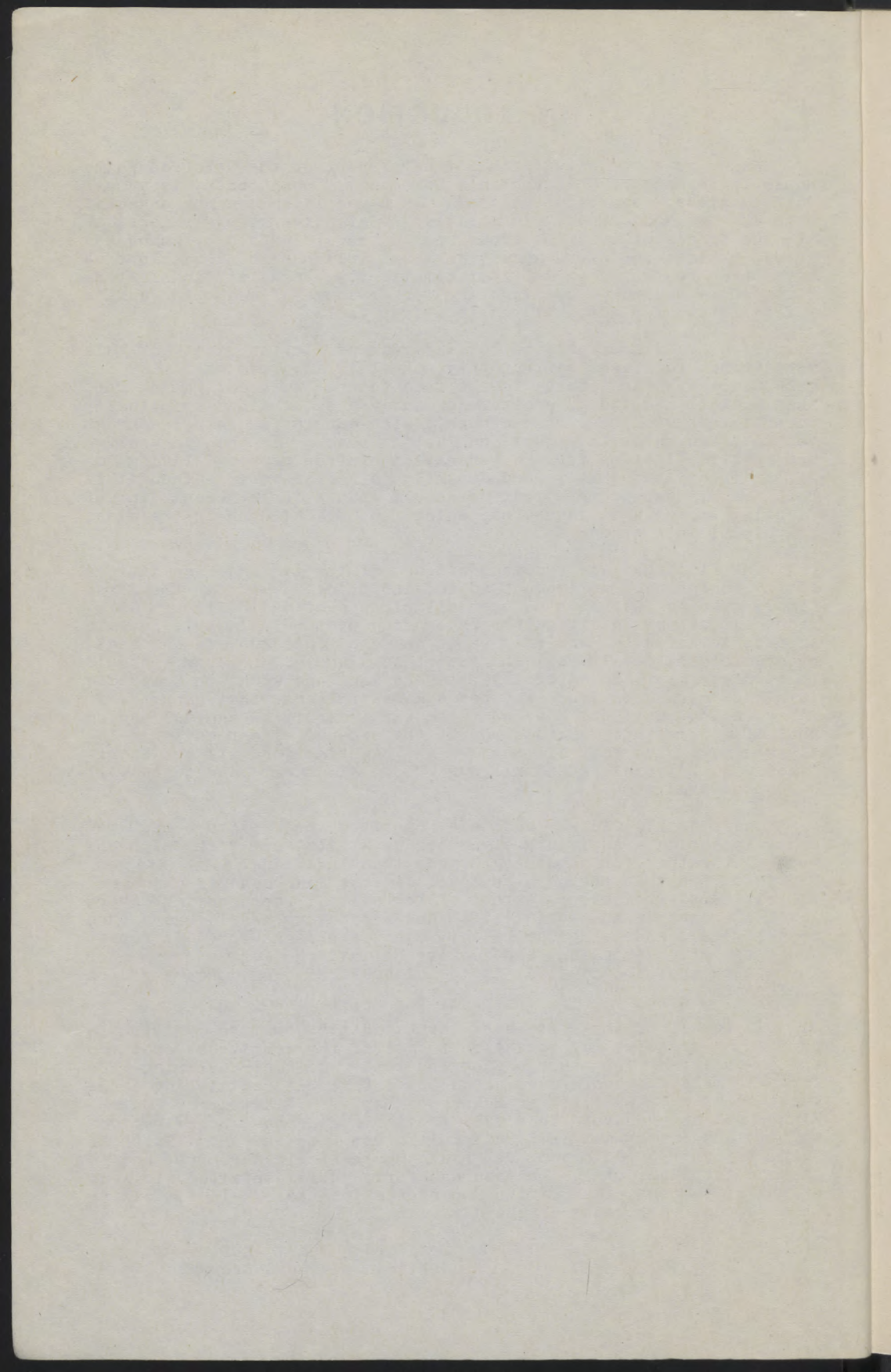
If our children are to be safeguarded in the midst of this world-wide total war so that they can live and love and play and grow and work and share in the free future we are fighting for, they must be nourished, sheltered, educated and trained spiritually so that they will be strong enough, wise enough and gentle enough to build and maintain a just and lasting peace. If this is what we are really fighting for - a generation of free peoples living together freely but justly and decently in a free world - then it is both right and proper that we should pause for a moment in our fighting to see what is now happening to our children in the midst of this titanic struggle.

The findings and recommendations of the ten major committees of the conference, collected, edited and printed here for the first time, give us just such an over-all picture of child-life in Colorado. It is not an altogether reassuring picture, since it reveals some serious faults and many unmet needs of children in our state program of child welfare. The report as a whole, however, should be studied long and carefully by every man and woman in Colorado. It raises many questions and poses many problems that cannot wait for solution until we have won the war. Surely we can all agree that if we win this war tomorrow at the expense of our children today, then we have lost all that we are fighting for; all our sacrifices will be useless and all our blood and sweat and tears will have been shed in vain.

And finally, as we read this report we get a picture of Democracy in action - a picture of Democracy at its best with neighbors working together for something bigger than individual self-interest. For this report is the joint product of some four hundred and eleven citizens from every corner of the state, representing every level of economic and social life and reflecting nearly every type of political and religious belief. In its present form it represents the group-thinking and feeling of all the men and women of the state who participated in the discussions and debates of the conference.

In behalf of the members of the Executive Committee, I wish to express my grateful appreciation to all of the committee chairmen and co-chairmen for their unflagging zeal and their untiring efforts to make the conference a success - to our three distinguished guest-speakers, Dr. Betty Eckhardt May, Mrs. Katherine Dummer Fisher and Mr. Marshal Field III for their generous contributions in time and energy and inspirational fervor - to the Hon. Ralph L. Carr, Governor of Colorado, for his sympathetic leadership - and to the one thousand, three hundred and fifty public-spirited citizens of the state who attended the Conference for their help in making it a genuine parliament of child welfare.

Bradford Murphey, M.D.  
Chairman of the Conference





## FOREWORD

Pursuant to the plan for state conferences to follow the national White House Conference on Children in a Democracy, the Colorado White House Conference was held, at the call of Governor Ralph L. Carr, in Denver on March 19, 20, and 21, 1942. Several months of preparation had preceded this Conference. An Executive Committee had been appointed by the Governor, and arranged for a preliminary session of the Conference, held on December 12, 1941. At this session, the Conference was organized into ten sections, and a chairman and two co-chairmen were appointed for each section. These chairmen, during the weeks that followed, appointed the members of the committees, with the advice and approval of the Executive Committee, and directed the research and discussion which resulted in the reports submitted to the Conference, and published herein.

The members of these various committees were persons deeply interested in the welfare of children, and conversant with conditions in Colorado in the various fields covered by the reports. They included persons drawn from the fields of social welfare work, medicine, teaching, religion, library work, labor organizations, veterans' organizations, civic groups, and the general public.

Each report was read in full, discussed, and adopted by the vote of the Conference. In several cases, the recommendations of the sections were amended, after debate on the floor. These amendments are included in this report, with the original wordings as proposed by the sections. In like manner the conference voted to have the report on Social Services for Children given first place in the publication of the proceedings, although it came last on the program of the conference.

The recommendations as finally adopted thus represent the mature and considered judgment of a group of those working in the special field to which they apply, endorsed, after full and free consideration and debate, by an assembly of those interested in all phases of child welfare.

Speakers from the National Citizen's Committee of the White House Conference addressed the Colorado Conference, to its very great profit and inspiration, but took no part in the deliberations. The addresses of these speakers are included in this report.

The United States became involved in the world struggle between the time of the National Conference, and the sessions of the Colorado Conference, and the work of the members of the various sections and the deliberations of the Conference, were carried on in the heavy consciousness of new problems and new conditions imposed by the war. Thus, the theme of this conference became "Children in a Democracy at War". The members of the Conference realized that war activities will have profound effects upon children, that war brings new dangers to children, but also believed that if the democracy in defense of which the war is fought is to survive, even after victory, it must survive in the minds and lives of the children of today, and that, to this end, the preservation of their health and welfare, the securing of their education, and the cherishing of their ideals of democracy are essential.

W. Lewis Abbott  
Chairman, Report Committee



## FACTS About Colorado's Children

There were in Colorado in 1940 409,228 children and young persons under 21 years of age.

Of these, 206,183 were boys, 203,145 were girls, a ratio of 1,015 boys to a thousand girls. The ratio for the United States was 1,060.

186,971 (45%) lived in urban centers; 109,584 (27%) lived on farms; 112,773 (28%) lived in rural districts but not on farms.

Of these children 402,616 or 98% were native born of the white race; 3,388 (.8%) were Negro; 948 (.2%) were foreign born white; 2,236 (.5%) were of other races.

In February, 1942, 15,248 of these received assistance through the federal program of grants in aid to dependent children.

666 blind children received federal assistance.

6700 were being assisted by the NYA--1700 through the school work program, 5000 through the out of school work program.

1,343 were receiving care through the state child welfare division.

1000 were under the care of the state home for dependent children.

37,923 were receiving free, hot, school lunches.

During 1941 the division of child welfare had referred to it 501 children in danger of becoming delinquent.

The health of these children shows improvement. Infant mortality decreased from 94.4 per thousand in 1930 to 59.5 per thousand in 1940. The average for the United States in 1940 was 47.0. The puerperal death rate was reduced from 9.7 per thousand in 1930 to 4.1 per thousand in 1940. The average for the United States was 3.8.

These children need recreation. Facilities for healthful recreation are notably lacking in many of Colorado's communities, especially in rural areas.

These children need access to good books. 1836 small elementary schools in Colorado have no libraries. 31.9% of the population of the state does not have library facilities.

These children need protection when adopted or placed in foster homes. Colorado has no state supervision of children in foster homes.

These children must have education. Because of sparse population, small school districts and financial difficulties, and lack of adequate state assistance to local schools, many of these children do not have adequate educational opportunities. There are about 2000 school districts in the state. The average population in 1940 was 558. In 94%, there were 350 or less children of school age. 20 of the counties of the state have property valuation of less than \$3000 per child.



# ADDRESSES

## CHAPTER I

At the opening meeting Dr. Bradford Murphey, Chairman of the White House Conference on Children in a Democracy, presided. In the absence of the Governor, Ralph L. Carr, the Lieutenant Governor, John L. Vivian, addressed the group. He pledged the cooperation of the Executive Office in the attempt to bring to the children of Colorado their rightful heritage of health, home, protection and education.

The four sessions of the conference were opened by prayers offered by Monsignor John R. Mulroy, the Very Reverend Paul Roberts, Reverend Charles E. Schofield, and Rabbi Abraham L. Feinberg, respectively.

The prevailing theme of these prayers was an expression of gratitude for the wealth that is ours, material and spiritual, and a supplication that we, through wisdom and understanding, use our resources for the enrichment of the lives of children and for a socially cooperative effort to free them from the enslaving circumstances of poverty, child labor, neglected education and the destructive influence of those who would use them as means to selfish ends.

### A GUIDE FOR WARTIME PLANNING FOR CHILDREN

Marshall Field, III

Chairman, National Citizens Committee for  
the follow-up of the  
White House Conference

Address at the Dinner of the Colorado Conference  
Thursday, March 19, 1942

When I learned of your plans for the Colorado White House Conference on Children in a Democracy I was very much impressed. Here in the midst of the most devastating war the world has ever known, you leaders, already overburdened with fateful responsibilities, have taken time to come together to think about the needs of Colorado's children.

Lay and professional leaders in many parts of the country are realizing the imperative need for coordinated action in planning state and local programs for children. Of the twenty-six states that now have state committees on follow-up of the White House Conference, fourteen have been organized within the past eight months. There is a great deal of hopeful significance in a movement like this.

We might just as well face the fact now, that in no phase of our national life can we continue in the same way that we did a year ago. Adjustments and concessions must be made, perhaps from month to month, as the necessity arises. That is inevitable under



month to month, as the necessity arises. That is inevitable under war conditions. Our task, as leaders in programs that concern the welfare of children, is to see that concessions and adjustments that must be made, are made wisely. This requires a careful study of problems and resources and intelligent and unselfish team work, such as you have demonstrated in planning this Conference.

There are sure to be differences of opinion concerning the relative importance of various programs. I have heard the story of one state where a struggle is going on as to whether the stuffed moose residing in the state office building should be relegated to the basement for the duration, in order to make room for urgently needed office space. I'm not taking sides with either the moose or the office workers.

One thing is clear: In order to make wise decisions during these trying days, we must learn to forget our personal interests and organizational prerogatives and look at our problems from the point of view of national need. Concessions must certainly be made in a war, but it would be shortsighted indeed if, in our efforts to win the war, we placed serious handicaps on the development of our children. They can not delay the growing-up process! "What they will be--they are now becoming."

Dorothy Canfield Fisher gave a forceful interpretation of this thought recently when she said:

"You can interrupt the improving of a road and ten years later go on with it about where you left off, but if you interrupt decent care for children and ten years later begin again to feel responsible for them, you can by no means begin where you left off. You find them irreparably grown up, and grown up wrong--enemies and liabilities of their community rather than friends and assets."

In the midst of the overwhelming problems that face us we must remember that the fundamental needs of children remain much the same in peace and in war. We must continue to study, adapt, and improve our educational, health, and welfare services so that all of our children may have the opportunity to develop into the kind of citizens that will cherish and maintain this Democracy.

Fortunately for us, we have available in the recommendations made by the 1940 White House Conference on Children in a Democracy an up-to-date guide for the next ten years.

My discussion for this evening is divided into three main sections:

1. A brief summary of the four White House Conferences that have been held since 1909.
2. A presentation of the two points that impressed me most in the Report of the 1940 White House Conference.
3. A summary of the needs of children most likely to be overlooked in wartime.

#### I.

In preparation for my visit with you, I went back over the recommendations of the four White House Conferences on problems of children that have been held at ten-year intervals since 1909.



They form a part of an American tradition in which we, as citizens, can take special pride.

It is most encouraging to stop occasionally and note what astonishing progress we have made during the past thirty years in providing for the needs of children. We have both improved our standards and extended our services. The four White House Conferences, with their authoritative studies and farsighted planning have been of great influence. I would like to review them briefly so that we can see this 1940 Conference in its historical setting.

The first Conference, in 1909 under Theodore Roosevelt's administration, with "The Care of Dependent Children" as its central theme, not only established a magnificent precedent but continues to have a far-reaching influence. It gave impetus to the movement which discouraged the growth of the institutions for dependent children. It emphasized the importance of home care, even when it must be foster home care. The phrasing of this emphasis on home life in the Conference report is fine enough to stand for generations. I quote:

"Home life is the highest and finest production of civilization. It is the great molding force of mind and character. Children should not be deprived of it except for urgent and compelling reasons."

This first Conference can claim a good share of the credit for the widows' pension movement, which made it possible for an increasing number of needy children to be cared for in their own homes. It can claim a substantial part of the credit, too, for the establishment of the United States Children's Bureau in 1912.

The second White House Conference, with "Child Welfare Standards" as its theme, followed ten years later in 1919. It has special significance now, since it came at the end of the second year of the first World War, the year designated by President Wilson as "Children's Year." Leaders in children's programs were disturbed then about some of the same problems that concern us now. (You all know, however, that these problems have been greatly intensified by the international nature of the struggle and the grave dangers confronting the United States.) The President charged this 1919 Conference with the responsibility for setting up "certain irreducible minimum standards for health, education, and work of the American child." Much of the state and federal legislation for child welfare enacted since 1919 has been based on the recommendations of that Conference.

The third White House Conference, called by President Hoover in 1929, concentrated on problems of "Child Health and Protection." Based on a long program of study and research, its reports filled thirty-two volumes, and will continue to be an invaluable reservoir of information for many years to come. You are familiar, of course with the excellent Children's Charter adopted by that Conference. The report of your Colorado follow-up program on this 1930 Conference is certainly an impressive and encouraging record.

The fourth and latest White House Conference, with "Children in a Democracy" as its theme, held its initial session in April, 1939. More than five hundred civic leaders and specialists in child welfare, with Colorado well represented, worked together in this preliminary planning session. It was agreed that the study and recommendations of this Conference should be based on the most urgent problems of all children in the broad fields of education, health, and welfare.



A report committee of twenty-seven members was appointed with Homer Folks, who had been an active member of the three previous White House Conferences, as chairman. A research staff, headed by Philip Klein of the New York School of Social Work, was selected to assist the committee. The original plan was to have the various sub-committees continue their studies for a year and report back to the Conference in April, 1940, but the threat of war prompted the planning committee to call the members of the Conference together in January, 1940.

After careful study and deliberation, the Conference officially adopted ninety-eight recommendations, which, together with the supporting facts, have been published as the General Report of the White House Conference on Children in a Democracy.

Our task is to see that as many as possible of the recommendations of this Conference are translated into community action.

## II.

In reading the recommendations in the General Report of the White House Conference on Children in a Democracy, I was a little bewildered at first by the phrase about "dealing with the whole child in his total environment," which appears so frequently in the Report. I am convinced now that this emphasis was probably one of the most important contributions of the Conference. We used to divide up the child, so to speak, between the school, the home, the church, and health officer, and the community. In many cases, those dealing with the child knew little about what had previously happened to him or what might happen to him when the responsibility passed on to someone else. These examples may seem a little ridiculous to you but I'm afraid that situations like these still exist in America.

Some teachers are still trying to teach children without much concern about whether they have had a decent breakfast or a good night's sleep, or whether they can see the words on the blackboard. Elaborate programs for character education are still carried on by leaders who know little of the child's home life, his play opportunities, or the kind of movies he attends. It wouldn't surprise me if we still had some of the old policeman type of truant officers who force children to go to school without looking into the causes of truancy. In some parts of the country, juvenile delinquents are still being punished with little or no regard for the causes of their behavior and without any effort to change the environment that breeds delinquency.

I think I know now what the Conference leaders meant in urging that "we consider the whole child in his total environment." Before we can do anything really useful for a child, we must know many things about him--his physical condition, his mental capacity, his emotional nature, his home background, community influences, recreational opportunities, and the influence that other agencies are exerting upon his development. Unless all of this information is brought together, the efforts of those trying to help children are very likely not only to conflict with, but actually to counteract each other. It is like having seven doctors give advice to a patient without having a consultation!

The second point of emphasis in the 1940 Conference recommendations, that had special meaning for me, is summed up in this phrase--"Our Concern--Every Child."



No one can say that we haven't been concerned about children in this country for the past hundred and fifty years, but this emphasis on "every child" is something new. We are finally beginning to realize that we cannot achieve a democratic ideal, as far as our children are concerned, unless we do something to decrease the inequalities of opportunity. If you believe that, you will be greatly disturbed, as I am, by the fact that some children go to school for ten months, some for only four months, while there are still children in the United States who have no schools at all. Some children have many health services and others are miles away in distance and economic resources from the barest kind of opportunity. We could go on with this comparison of inequalities in social services, libraries, recreation facilities, and a great variety of other problems dealt with in the Conference Report.

If we wish to provide equal opportunity for the development of all children, regardless of race, place of residence, or economic condition of parents, we must work out some new method of financial support. We must develop a nation-mindedness concerning problems of children, a sense of national citizenship.

Where does this thinking lead us? It means a plan for the distribution of state tax funds that will provide state aid for necessary services for children that cannot be provided by local taxes. It goes beyond that. It means federal aid for services to children, in order to compensate to some extent for the vast inequalities in the taxable resources of states. It is significant that this same decision was reached independently by each section of the Conference.

The reasonableness of this broader basis for responsibility for the nation's children is obvious, if one takes time to review some of the recent social and economic trends. There has been a drainage of wealth and population in all sections of the country into the towns and cities. Many of the children born, reared, and educated at rural expense migrate to the cities when they become mature. The cities profit from these new human resources without having had any of the expense of production. I'm wondering how many of you who now make Denver your home were born and reared here and educated at the expense of this city?

The picture has another side. The kind of education received in some rural schools does not fully equip young people for the life they are destined to live in cities. Many who migrate to the cities come from areas where health services for children are patently inadequate. This group places on public health facilities of cities an additional burden that might have been greatly reduced if these rural dwellers had had proper health services during childhood.

The necessity of federal aid for more nearly equalizing services to children is generally accepted although we cannot discuss details here. I believe we have intelligence enough as a people to work out a plan for federal aid that will not involve federal control. I take my stand with those who set up the Conference recommendations: that there is urgent need now of federal aid for services to children in the broad fields of education, health and welfare. This is imperative if all of America's children are to have an opportunity to develop into the kind of citizens that will be equipped to carry on this Democracy.

This same thought was stated by President Roosevelt during the final session of the White House Conference:



"If anywhere in the country any child lacks opportunity for home life, for health protection, for education, for moral or spiritual development, the strength of the Nation and its ability to cherish and advance the principles of democracy are thereby weakened."

### III.

In my final section I want to refer to the statement I made earlier, to the effect that the needs of children remain fundamentally the same in peace and in war. I believe that, but I feel that under present circumstances there are urgent needs that are likely to be overlooked. We must consider carefully what the war is doing to our children and how we can best meet the situation.

Let us take, for example, the emphasis on the security of home life, which the White House Conference Report sums up in the section "The Family as the Threshold of Democracy." One of the most devastating influences that this war is having now on our children is due to the disruptions in home life. Fathers are being called away for war service of various kinds; some mothers are taking on full-time employment in defense industries and some are so engrossed in volunteer programs that they have apparently forgotten their families; older youth are taking on their first jobs away from home; families are being uprooted and disorganized; there is tension and excitement in the air, a kind of perpetual moving-day or circus atmosphere as far as the children are concerned.

We must face the fact that some disruption of family life is necessary at this time, but we must be on our guard in order to keep this at a minimum. If in some areas it is necessary for mothers to work in defense industries, let us provide them with some consultation service to help work out family problems, including the care of children. Let us keep mothers with young children in their homes, if possible. That's where they are needed most. Whenever it seems absolutely necessary for mothers with young children to work in defense industries, let the community help provide the best possible substitute in day care for young children. Let them be certain, too, that some provision is made for children of school age after school hours.

Let us do everything we can to lighten the housekeeping load of working mothers.

Let us urge you to consider with special care the recommendations of the White House Conference Report that center around the home, and to do everything in your power to safeguard family life.

I need not remind you that the health hazards for children are bound to be far greater during the war. This is true not only in congested areas but everywhere. We never have had sufficient health services to meet needs of normal times, so what we are now facing borders on calamity! We must do something to compensate for the inevitable loss of doctors and nurses. A greater proportion of men and women from these two professions are likely to be called into service than from any others. We must make careful studies of health and medical services and nursing services available for various groups of the population and develop some plans for making the most of the inadequate facilities. Health services must be reorganized to meet as best we can the needs of this war's emergency. Volunteers must be trained but careful plans worked out so that services of volunteers are utilized. We will need careful thought



and cooperative planning if we would avoid the serious consequences that are bound to result from the lowering of health standards for our children.

There is another problem in child health that is usually overlooked but has become acute with the war situation, and that is the mental health of children. The war is bound to leave its imprint on them, but through intelligent guidance we can avoid some of the damage. We must help them to overcome fears. We cannot allow deep-seated race hatred to develop. I was shocked to learn that in one of our zoos the Japanese monkey had to be removed because the children were stoning him.

Let us remember that the attitudes of children are dependent largely on the attitudes of parents as expressed in daily home life. Parents in these perilous times have a deeper responsibility than ever before. They determine the standard of morale of the nation.

Few of us realize the hazards confronting education during this war crisis. In many of the defense boom towns only a small fraction of the number of children of school age can be accommodated in the schools! Schools systems planned for five hundred children are confronted in some areas with the problem of establishing school opportunities of several thousand. There is an alarming shortage of teachers in our rural areas: local taxes cannot provide salaries that can compete with defense industries. In some of our rural sections schools will be forced to close due to lack of teaching staff. Other sections will be forced to accept teachers with inadequate training. The threat that school terms will be shortened, in order to allow children to work on farms or to permit high school students to go into defense industries, hangs over many states.

Social services for children must be largely reorganized in many sections to meet the present emergencies. Professional workers, particularly in rural areas, are facing a special problem of adjustment due to lack of automobile tires. Thousands of children are living now in crowded defense centers where even the bare framework for services to children is lacking. The physical environment of many of these towns, with their wholly inadequate provisions for housing, sanitation, and recreation, increases the need for special services for children. The fact that mothers are often employed, as well as fathers, makes the problem of juvenile delinquency even more acute. In many sections state and local authorities are slow to meet the emergency needs for social services that are precipitated by the migration of population to defense centers.

We could go on almost indefinitely with raising problems that point to the urgent necessity for the kind of cooperation that is represented here tonight. We must face these wartime problems of children with our best intelligence and calm judgment. I am impressed by the thorough way in which you have prepared for this Conference. I know how much it has cost in time and energy. I want to give you my heartiest congratulations on your efforts. We have seldom had a greater need for teamwork among those who are concerned about the problems of children than we have right now.

I need not remind you that this Conference, in which you report the problems of Colorado children and make your recommendations, is only a beginning. I will follow with great interest your progress in achieving your objectives. It will not be easy. Many of you will be diverted by the urgency of other duties. I hope you realize, however, that you lay and professional leaders in Colorado have a unique opportunity for setting an example that is urgently



needed by many other states. As far as I have been able to learn, you have done one of the most outstanding pieces of work in the country in setting up this state Conference. I can only hope that you will hold to the same high standard of teamwork in carrying out its recommendations.

#### THE RESPONSIBILITY OF COLORADO CITIZENS FOR THEIR CHILDREN

Ralph L. Carr, Governor of Colorado

Greetings at the morning session  
Friday, March 20, 1942

As Governor of Colorado, I welcome this Colorado White House Conference on Children in a Democracy, and congratulate you on your efforts. Such a meeting of all lay and professional groups concerned with the well being of children is particularly important at this time when democracy itself is jeopardized. We are well aware that the future of human freedom lies in the hands of those who now are children. It is only as we insure for them their rights as members of a democracy that we can entrust to them the continuance of those privileges which we cherish as the birthright of all.

I shall look forward with great interest to the reading of your reports of conditions among the children of Colorado and your recommendations for the future. At this time, when problems of children are likely to be overlooked, it is of special significance to the future of our state that such a select group of lay and professional leaders are especially concerned with the welfare of Colorado's children. You have my congratulations and hearty support.

#### UNIFIED ACTION

Marshall Field, III

Chairman, National Citizens Committee for  
the follow-up of the  
White House Conference

Opening remarks made at the morning session  
Friday, March 20, 1942

Your chairman has asked me to make a few remarks on the general theme of "unified action." The fact that you are here, representing all lay and professional groups concerned with the well-being of children, is a good indication that you already know what unified action means.

Last night I mentioned the fact that for too long leaders in children's activities have known little of the background of children and little of the great variety of influences in their lives. One thing that has had repeated emphasis in the White House Conference recommendations is that you cannot effectively guide a child's education unless you know something of his health, his home life, his church and community contacts. There must be unified action among those who deal with each individual child if we would avoid conflicts and ineffectiveness.

In these days of many competing interests there must be unified action among those who would guard the interests of children. It is not enough for one group to work for an extension of social services, for another to concentrate on educational programs, and another on health. Each group must strive to understand and up-



hold other groups concerned with problems of children. We must put the child into the center of our thinking and see all services in relation to his needs.

The basis for misunderstandings between agencies is usually that the leaders don't know each other. A meeting of this kind not only gives an opportunity to become acquainted with individuals but also with all programs affecting children. This kind of association is sure to breed understanding and tolerance and mutual support. It is only with such a spirit of teamwork that we can hope to make possible the kind of opportunities that our children need.

I want to congratulate you on your efforts in preparing the reports that are scheduled for presentation within the next two days. You deserve to be congratulated, too, on coming here in spite of the storm. Your interest and intelligent study of problems of Colorado's children certainly promises a future program in which you will all be proud to have had a part. I want to assure you of the interest of the National Citizens Committee and bring you their good wishes for all of your activities.

#### CHILDREN IN A DEMOCRACY AT WAR

Mrs. Katherine Dummer Fisher

Member of the National Citizens Committee  
on State Programs and Conferences

Address delivered at luncheon session  
Friday, March 20, 1942

Children in a democracy at war. Those last two words have been added since the conference in Washington, D. C. in 1940. We plunge now into a decade that promises to be more different from the 1930's than they were from the 1920's. In each decade for the last thirty years those whose concern was the welfare of children have come together to survey what they considered the needs of children in this country, and to make recommendations to meet those needs. That is what the White House Conference of 1940 did.

What was the situation then? We were looking across ten years of wide and deep depression. We were appalled at the large numbers of families and communities that were unable to provide the essentials of well being or the opportunities for full development of children. There was conspicuous privation, neglect, want and inequality. We looked, at that time, at this situation against a background of immense resources. We were talking of rising standards of living and economic security for all. We were thinking of raising low standards to achieve greater equality. There were two aspects to our concern:- first, we were interested in those material things and those skilled and expert services which we could provide and which a democracy should guarantee to all its children; secondly, we were interested in the demands that a democracy makes on its citizens and in how we might rear children who could meet those demands.

What is the situation now? I think we should again consider both of these aspects in the light of the new times. We see a great and growing proportion of the resources of our nation being devoted to war. We are all facing lower standards of living. We face, however, the possibility that we are going to have more



equality. We may find that we have a higher quality of democratic life with a lower standard of living. While our children may face danger in the form of death or destruction by enemy action, at the same time they have a greater sense of security because they feel more completely a part of the nation. They have a sense of being needed and the security of belonging.

Let us consider what goods and services we should supply to our children now. We must re-appraise the recommendations of this White House Conference. Two years ago, when we made out the list of things we wanted, we were rather like children writing letters to Santa Clause. We included everything, just in case. Now it is necessary to use more discrimination, just as it is with a shrinking family budget.

We must consider what is important now for these children in a democracy at war. We will have to think:—What about library service in rural areas? What about running water in all houses? What about equipment for playgrounds? We may wistfully have to postpone some of these things. Others look even more important today. Medical care, adequate diet, vocational education, care of children of working mothers, they are in the spotlight of public attention and may be now more possible of attainment. You, the experts, are to choose those things which should be pushed now in order to make the greatest gains. It is up to you to pray for a sense of proportion and the clear sight to put first things first. As a guide we should continually ask ourselves: What do we want these things for? We should think of them as means rather than as ends in themselves. Why do we want these things for our children?

Now, let us turn to the other area of our concern. What are the demands that democracy makes? How can we develop citizens able to carry it on? Here the question is, what should a child be and become, rather than what should he have. Democracy is a form of government founded on faith in the mine-run of mankind. Democracy vests sovereignty in the people, trusting them to recognize and promote the common welfare. More than any other form of government, it requires of its citizens intelligence, good will, and a sense of responsibility.

Democracy demands intelligence. Our youngsters need more than the mere training to take orders to obey. They are not to be fixed cogs in an inflexible machine. As soon as they are twenty-one they are going to share in our government and its direction. They will vote for the president, for their precinct committeeman; they will decide whether they want liquor sold in their town. They will decide whether they want tariff or free trade. They will write to their congressmen, pay taxes, sit on juries, hold offices. They will have to balance the interest of a section or party with the interest of the nation as a whole. A citizen has to know how to get information, to weigh its accuracy, and to make decisions on the basis of fact. He ought to be able to trace cause and effect and apply principles to a problem in hand. Our children need from the beginning, an environment and an education that will make them think, as well as one that will pass on accumulated culture and techniques.

Democracy demands good will. In addition to intelligence, our children should have the ability to get along with other people. A citizen should be able to see another's point of view. He ought to be able to keep an argument good natured. He must accommodate himself to group decisions that are not his own. He will have to shake hands with a victorious opponent. He ought to be able to merge his efforts with those of neighbors in a community enterprise.



He will have to accept, on terms of equality, those whose cultural and racial backgrounds differ from his own. Such things are possible only among men of good will, who must have tolerance, trust, and a belief that their conflicting interests can be harmonized or subordinated to the common good.

Democracy demands a sense of responsibility. It is not enough to have intelligence and good will and sit on the side lines as a spectator. Children must not grow up with the attitude that government is like the weather--they can't do anything about it but complain. We are not enjoying "government by the people" nor majority rule unless we all feel under obligation to understand the problems involved. We must make decisions, and carry them out even when we are on the losing side. We must do things in the public interest at the cost of effort.

These qualities can be cultivated. We are learning more and more how such keen, kindly, cooperative personalities can be developed. The way a child is treated in his earliest years determines his set for life. We have to promote more general understanding that a child must be allowed to develop according to his own growth pattern. He crawls when he is ready, he climbs when he is ready, he walks when he is ready. We must let him develop at his own rate and neither force nor hamper his emerging powers. We also know that gratification of the needs of the child is good for him. We are learning particularly that it is wise to gratify his need for respect, trust and affection. Sometimes love is more important than nutrition. As we are making out our lists of the calories, and vitamins, we would do well to remember that sometimes the best of beefsteak or butter is lost in the despair and fear of a bitter family fight. Ancient wisdom tells us, "Better a dinner of herbs where love is than a stalled ox and hatred withal."

The family should be more than a dispensing social agency for food, shelter and guardianship. It is the earliest training school where patterns for attitudes and social habits are developed. The young human organism can not be considered apart from his environment. Perhaps we can consider goods and services as environment, and it will help us in choosing among them if we keep in mind that question: What do we want these things for? If ever it was important to think of child welfare in terms of democracy, that time is now.

We want to think of democracy as the organization of human beings which permits the greatest human freedom, the greatest variations and change, and therefore, the greatest hope for the progress of civilization. Contrast this with the static organization of an authoritarian state where the rigid mold may cause the atrophy of our higher human faculties. Democracy is not goods and gadgets. It is an adventure in expanding human relations. If we really believe this and believe that this is what we are fighting for, our faith in those ideals will be given to our children, and will fortify them against the unspeakable horrors of war.

In Chinese, the word for crisis is made with two characters--"danger" and "opportunity." The danger is great--we are walking a tight rope between two worlds. But the opportunity is unbounded. If we can break old barriers, reach beyond boundaries, fight without hate, and hold our hopes for humanity as dearer than life itself, we will keep for our children the promise of democracy, the chance to build a free world founded on a faith in the brotherhood of man.



RESULTS OF NATIONAL AND STATE WHITE HOUSE CONFERENCES

Dr. Betty Eckhardt May

Director, National Citizens Committee of  
the White House Conference on  
Children in a Democracy

Address Delivered at the Afternoon Session  
Friday, March 20, 1942

I would like to begin with a Bible story which I heard Dr. Fosdick tell recently. It is an episode from the life of Elijah that has modern significance. Dr. Fosdick spoke of Elijah as a disillusioned patriot, a tired liberal, who, in his hour of deepest discouragement went out into the wilderness and sat down under a juniper tree. His total pessimism and despair is summed up in these words: "Oh Lord, it is enough, take away my life!" The story goes on to tell how Elijah slept and how food was provided for several days and finally "after he had recovered his strength in quiet," the Lord spoke to him. The dramatic section that follows is certainly worth re-reading. You will remember that first there was a mighty wind, then an earthquake, and then a great fire, but the Lord was not in any of these. Afterward there came a "still small voice", and it was in this way that the Lord spoke to Elijah and gave him the courage he needed to face the overwhelming problems ahead.

For me, there are two lessons in this story: First, if we would be useful leaders in this chaotic world, we must discover ways in which each of us can recover his strength in quiet. Unless we can keep our courage and keep our heads clear, we lose our value as leaders; we fail at a time when we are so urgently needed.

The second lesson is this: The winds and earthquakes and fires in the world need attention, but we must not miss the "Still small voice". Some of us have heard it. To me it is the realization on the part of many people that the best way to save democracy is to really put it into practice in every community in the United States. Many communities are ready now to face these questions: Does our community provide opportunities for the best development of all of our children, regardless of which side of the tracks they live on? Does Colorado provide opportunities for the best development of all children, regardless of whether they happen to be born in Denver or in a rural county? Are all of Colorado's children likely to grow up to be the kind of citizens who will maintain and cherish this democracy?

We must not become so engrossed with the immediate and the obvious that we miss the supreme opportunity for directing this patriotic enthusiasm into community projects of enduring value. We must look for the potentialities in this war situation. It can be an open door rather than a barrier to community progress.

The war has apparently speeded up the organization of state follow-up committees on the White House Conference. Fourteen new state committees have been organized in the past eight months, making a total of twenty-six. Leaders concerned with education, health and welfare are realizing the necessity for working together in order to meet the needs of all the children. In the great majority of states the follow-up committees on the White House Con-



ference represent the first effort toward teamwork on the part of all public and private agencies concerned with the welfare of children.

Many of you have probably observed (outside of Colorado, of course) the pathetic need for teamwork in meeting the needs of all the children. In some areas state and national organizations still go into communities with the perpetuation of their organizations as their chief objective, rather than the welfare of the children of the community. Groups are often selected for attention because they will show the quickest results, rather than because they are in greatest need.

Some organizations still put all of their energy and financial backing merely into the buying of braces for a few crippled children. They seldom stop to consider the scope of the problem of physically handicapped children--the legislative needs or service needs. They continue from year to year with little knowledge of how their effort is contributing to the solution of the problem as a whole

Local board members are often urged to push the program of a particular agency--to get more members, to use power politics to get the biggest slice of public or private funds, with little concern for the welfare of all the children in the community and the place of each agency in working out community problems.

In legislative programs we often see each state department try to win all possible backing for its own bills--its own appropriation--without much concern as to whether there is any money left for other equally important services.

Many of us have been guilty at some time in our own careers of encouraging our board or committee to put their whole energy and interest into a program for one small group of children, without any concern for the relationship of this project to the solution of the problem as a whole. Consciences are eased, budgets are raised, and agencies are perpetuated on the virtues of individual unrelated projects. One of the finest contributions which state committees have made to the welfare of children is that they have helped to overcome this tendency toward agency-mindedness, and have helped leaders to look at the problems of the child as a whole and to consider the needs of all the children.

This thought is well expressed in an excerpt from the minutes of the meeting of the California committee: "The meeting here has been one of deep significance. It is a program of all the people to care for all the children of this state; its method is the blending of expert council and intelligent lay understanding; it represents the thinking of groups and individuals throughout the country and state; its goals are the future strength of democracy through building strong, healthy, useful citizens; it is a program which pulls us out of agency lines and limitations so that we can think together cooperatively, with a mutual give and take to meet all the needs of children beyond our agency alignments and program." I think this might also be said of your Colorado Conference.

In Mr. Fields' address last night he discussed two of the chief contributions of the White House Conference recommendations. I repeat them now for emphasis. They bear repeating every day, since we, who have been so well intended have often gone so far astray. We have been so concerned about programs for children that we have almost lost sight of the children themselves!



Two main points of emphasis in the conference report, which are changing our whole method of approach to problems of children, are these:

1. We must consider the whole child in his total environment before we can make an effective contribution to his development.
2. We must consider the needs of all the children if we really want to put democracy into practice.

Let us consider first this concept of the whole child. Our practices in the past are perhaps best illustrated by a story. It's about an insane asylum where they give the patients a mop test in order to tell whether or not they are insane. They take the patients to a room where six faucets are running water all over the floor. They give the patient a mop and ask him to mop up the water. If the patient turns the faucets off first, he's pronounced sane; if he doesn't, he's insane!

How many of us would pass the mop test as far as dealings with children are concerned? We are constantly working on problems with little concern as to their causes and with little effort to remove the causes. Teachers label pupils as "stupid" when there may be physical reasons why the child does not learn. The teacher may fail to catch the child's interest because of lack of knowledge of the child's home environment, or his past experiences. Good teaching demands that new knowledge be related to old knowledge. Good teachers must be well acquainted with their individual pupils.

Health programs for children are sometimes carried on with little regard for the environment that produced the problems. Children's teeth are attended to with little concern for the child's diet. Children are sent to camps for undernourished children for two weeks and then taken back to the old environment.

Many of us know that it is much easier to raise money to take care of children that fall off a cliff than it is to raise money to build a fence to keep them from falling off.

For too many years we have been content to work on programs for children and have lost sight of the fact that no program can be really successful unless it is based on a thorough knowledge of the child and the influences in his life.

The second point of emphasis in the White House Conference report is this:

We must consider the needs of all the children if we really want to put democracy into practice. I feel very strongly on this point for I have worked in many rural areas. In order to decrease the inequalities in opportunity that face children in different parts of our nation, we must pass new legislation and re-organize our services.

There must be state aid for education, health and welfare services for children in counties low in taxable resources. Rich counties must help to provide services for poorer counties. Each child no matter where he lives, must have a fair opportunity for development. This is his birthright in a Democracy.

If we look at this matter of state aid for services for children merely from a business point of view, we can see distinct advantages in such a program. It is a generally accepted fact that



cities do not reproduce themselves. Rural communities furnish the bulk of the city population. Cities are able to operate only because of the migration of young people from rural areas. The better preparation these young people have, the more the cities will profit. The poorer their preparation, the greater liability they become. It is scarcely fair for rural areas to bear the full cost of the care and education of their children when only comparatively few of them will go into farming enterprises, and when the business and industry of the cities profit from their labor.

If we really believe in a democracy, we must think of the needs of children not only on a state wide but on a national basis. We must become "nation-minded" and realize that the future welfare of our country depends on our concern for all children no matter in which state they happen to be born. Rich states must through federal taxes help to support school, health and welfare services in states that have, through no fault of their own, fewer taxable resources. The people from one state will migrate to other states. They will bring with them their assets and liabilities. Surely in a democracy, a chain is as strong as its weakest link. The recommendations of the White House Conference have had great influence in helping us realize that we must strengthen these weak links no matter where they may be.

If you need a vivid example of the need for nation-mindedness for services to children, review the facts on the number of men rejected for military service in your state. The national figure runs to about 50%. I shall be interested in learning what your record is in Colorado.

Those who are inclined to put vested interests above a working patriotism are opposed to state and federal aid for services to children on the basis that government aid means government control. Why should it? Who makes up this government? Aren't we the government?

Haven't we intelligence enough to provide for government aid and still keep the ultimate control in the state and local community where it belongs?

One of the most important results of the White House Conference is that an increasing number of people are becoming state and nationally-minded on problems that affect the well-being of those who will inherit the very difficult job of carrying on this democracy.

I want to discuss finally some of the war time problems of children. You are facing some of them now in Colorado. I urge you to be on the alert in the months ahead! Many of us learned in school the poem which says, "the child is the father of the man." We need to pin that line up where we can see it every day. The child is the father of the man! We must never forget that the kind of men and women that will live in Colorado in the future may depend to a great extent on the follow-up work done by your conference committees. I have been very much impressed with the fact that approximately two hundred people have been at work on your program, trying to get a picture of the needs of Colorado's children and to make recommendations for meeting those needs. Your committees have done an outstanding piece of work. The carrying out of these recommendations will be the real test of the value of this conference. That will involve not only the leadership of the committees you have already established but the unselfish team work of every citizen in your state.



I want to pass on to you some of the high points of the Washington meeting of the Children's Bureau Commission on War Time Problems of Children, which I attended on Monday and Tuesday of this week. There was repeated emphasis in this conference on the fact that children cannot wait until the war is over in order to grow up. They cannot thrive on promises of what we hope to do in the post-war period.

Here are some of the evidences from various parts of the country of need for watchfulness and careful planning on the part of leaders. There is an acute agricultural labor shortage in many states which threatens to break down the child labor laws and curtail educational opportunities for many adolescents. Industry and military service have taken a great toll from agricultural laborers all over the country, but on the west coast the problem has become even more acute since Japanese and Italian farmers have been sent inland.

Miss Lenroot, Chief of the Children's Bureau, reported as follows: "Four hundred ninety-eight counties, or approximately one sixth of the counties of the United States are in whole or in part defense areas. A July 1st record of these counties shows that eighty-nine had no public health nursing services; two hundred fifty-four had no prenatal clinics; one hundred ninety-eight had no child health conferences; two hundred eighty-nine had no child welfare services stimulated by or partly financed by child welfare programs under the Social Security Act. Many defense areas report increases in juvenile delinquency, girl mothers needing care for themselves and their infants, boys and girls employed in service or amusement industries or street trades under conditions threatening their health and well-being; children without adequate care at home."

We can scarcely realize what it means to have a town of five hundred with its education, health and welfare services geared to this number, suddenly grow into a town of ten thousand. The children are the ones who often suffer most. Thousands of children are living in trailers or in temporary shacks or tents. In many instances the mothers as well as the fathers are employed. Children are entrusted to neighbors or left to take care of themselves. I gather from your committee reports that you can duplicate many of these problems in your own state.

We cannot do more than mention a few of the war-time problems of children in this discussion. It may be well to know, however, that the Children's Bureau of the United States Department of Labor is making a careful study of these problems and is ready to furnish suggestions for their solution. Some of you may wish to write directly for free publications on the problems discussed by the Commission on Children in War-time. They include, among other material, publications on the psychological problems of children in war-time; child labor problems; day care of children of working mothers; problems of civil protection of children; and child health problems. I would also suggest that you write for the series of new pamphlets on the Defense of Children if you are not already familiar with those. Since I'm recommending publications, I want to call your attention also to the announcements on the exhibit table, one on the publications of the White House Conference on Children in a Democracy and the other on the excellent March issue of the Survey Graphic on Fitness for Freedom.

I want to close with another quotation from a Fosdick book, "Living under Tension," which has helped to give me a fighting philosophy during discouraging days. "If we reduce the existence



of this planet to a fifty-year span, it took forty-nine of them before the first primitive agricultural stage was reached. In that span of fifty years writing began six months ago, art and literature three months ago, Christianity two months ago, printing two weeks ago, electricity twenty-four hours ago, organized efforts after world peace a few minutes ago and the creative factors of man's spiritual life that hold the promise of his future are in their merest infancy."

This should give us courage. We must remember that progress is a matter of inching along. The important thing for those who are working for the same cause is to join forces and know in which direction we are "inching."

#### THE PROPOSED OUTCOME OF THE CONFERENCE

Dr. Betty Eckhardt May

Director, National Citizens Committee of  
the White House Conference  
on Children in a Democracy

Opening remarks at the morning session  
Saturday, March 21, 1942

You have done a splendid piece of work in preparing the reports for this conference and if nothing else comes out of it, that in itself, would be worth while. I am looking for some very fine results, however, because so many citizens of Colorado are now deeply concerned about the problems of children.

You have an extremely difficult job ahead in your follow-up program. Many of you will become so engrossed in this war effort that you will be in danger of losing sight of the rare opportunity offered by the war psychology for bringing the problems of children to the public's attention. There are four lines from the writings of Phillips Brooks which have meaning for me and which I should like to pass on to you:

"Do not pray for easy lives,  
Pray to be stronger men.

Do not pray for tasks equal to your powers,  
Pray for powers equal to your tasks."

In this war situation, especially when the needs of children are likely to be neglected, we need to pray for "powers equal to our tasks."

It will help us to realize the importance of a strong follow-up program on the Colorado White House Conference if we consider carefully the very direct relationship between the well-being of children and national morale. You can't have morale unless you have something to base it on! This matter of morale for men and women working in industries and men in our armed forces is going to depend on whether or not the children and the families of the men and women who are directly engaged in defense activities are well cared for. Here lies our opportunity for a far-reaching patriotic contribution.

Here are three principles that may be a helpful basis for your follow-up program. They are in fact basic in all human relations.

The first is a good, old, democratic one that we do not practice



The first is a good, old, democratic one that we do not practice very much. Let those who are to profit have a part in planning. It seems to me that democracy demands control from within--decisions to be made by the individuals affected. Dictatorships thrive on control from without. We must remember that you cannot develop a trait unless you have a chance to practice it! Unless we give people a chance to do their planning, to do their own thinking, they do not develop those capacities. This is a good principle to guide us in our relationships with all human beings. In a community situation, if the people have a part in planning, the program becomes their own and they will help to carry it out.

Second, a leader is of value for what he gets others to do and not for what he does himself. I had an example recently from a community leader who showed me, with great pride, a directory she had made by herself. It was hard for her to realize that the directory would have been far more useful if other community leaders had had a part in making it. As it was, she was the only one who had real interest in the project. It is important to realize that the people who participate are the people who are interested. Leaders must learn to delegate responsibility. A leader is of value for what he gets others to do rather than for what he does himself!

I had another interesting example of this principle from a country preacher who wanted to have his little church repapered. He said, "I noticed that the people who picked out the paper were on hand and ready to work when the time came to do the papering!"

Third, You can do almost anything if you don't care who gets credit for it. We all love to see our pictures in the paper and we love to be chairman! It satisfies something pretty fundamental in us, but you cannot get much done that way! The other fellow has to get credit, too! Some of us have learned that there is a higher satisfaction than being the immediate center of things. That higher satisfaction is being the "power behind the throne." In all of our community contacts, if we can get that satisfaction of being the "power behind the throne," of seeing that things click, seeing that a great many people are interested, without having the name of our organization at the head of the list, we can get a vast amount done. Let's learn to do things "in cooperation with" all community agencies in any way concerned with the program at hand. Remember that a queen does not need a crown in order for you to know that she is a queen!

I have followed your reports during the past few days with great interest and admiration. You have an excellent foundation now on which to build an outstanding state-wide program for the children of Colorado. You may count on the hearty good wishes and the cooperation of the National Citizens Committee in carrying out your plans.



THE COORDINATION OF THE CONFERENCE OBJECTIVES WITH DEFENSE ACTIVITIES

Mrs. Robert Bosworth

Chairman, Woman's Committee,

Colorado Defense Council

Address at the morning session  
Saturday, March 21, 1942

Dr. Davies, president of Colorado College, and member of the El Paso County Defense Council, helped me in working out this very short talk for you this morning. I feel that I should start in immediately by quoting Dr. May in saying that this all means "in cooperation with" the defense movement.

The set-up of the Office of Civilian Defense, as you probably all know, is national, regional, state, and local. The National Office of Civilian Defense sends out a tremendous amount of very valuable literature to be distributed through the whole United States. This covers, not only the question of civilian protection and the different war efforts for civilians, but also a good many permanent problems, such as health and welfare. This National Office of Civilian Defense is the guide, you might say, and the adviser.

The country is divided into regions according to army corps. We, in Colorado, are in the Eighth Corps Area with headquarters in San Antonio, Texas.

I believe that those who profit have a part in planning. There is no definite rule for any State Defense Council. A pattern is presented which may or may not be followed. In Colorado there are fifteen committees. Some of these committees are: agriculture, civilian protection, health, welfare, industrial, mining, and a woman's committee. The State Defense Council acts in an advisory capacity to these committees.

The responsibility for the development of the program or programs rests with local defense councils. In almost all parts of Colorado these were formed soon after the declaration of war, and each council was set up in whatever way the group desired. The councils in the majority of the towns have about seven committees, five of which are for civilian protection and emergencies, one for health and welfare, and one for education. There are also, in a good many places, offices providing for volunteer participation. These offices register volunteers, men and women for civilian protection and for work with existing agencies. They also register volunteers for training of all types. Colorado Springs has a particularly fine volunteer office. There are volunteer offices in a great many other places, too. Through these volunteer offices, we hope to secure cooperation between the agency and the local defense councils. I am going to suggest a few ways in which the objectives of this conference will contribute to defense.

First, in the fields of health and welfare. Mr. Fields' opening remarks the other night to the effect that health hazards are



greater in war than in normal times, show the nature of the emergency. The immunization and vaccination programs have offered much and will offer more. There will have to be a survey in the State to find out where these services have failed. Volunteers with training could certainly be used to great advantage, under supervision, to help with these surveys. Volunteers may also be very valuable in making the arrangements for the child and health conferences which should be held throughout the State. Their use can very often save the time of the professional worker and be of great help.

There will need to be a great deal of education of volunteers. Nursery school work is a field in which volunteers seem especially interested, and one in which they are most needed.

The next thing that seems very important at this time is nutrition. It comes, in a large number of the defense councils, under medical or health work, and is carried on in cooperation with the Red Cross, while in many other places it is under the State Nutrition Council or the State Schools. All these groups are working in cooperation, and the Colorado Nutrition Council, which is under the State Health and Welfare Committee, is doing a very fine job, attempting now to start county units throughout the State. These nutrition councils, or units, will be of tremendous value in helping to educate adults. There is also the question of nutrition in connection with community school lunch programs. This has been considered very definitely a part of the defense program. In some parts of the State, volunteers have been helping to form committees to promote additional community school lunch projects. We hope this work will grow and be of great value to child health in the State.

The third aspect of the work is evacuation from the coast, or from larger cities to the rural areas. In planning for this much will depend upon the ability of the local defense councils to cooperate with state and local agencies. Again, volunteers, can be used and are now being trained for this work.

A fourth aspect of the work involves the supervision of volunteers by child welfare workers. Surveys of housing facilities may be made by volunteers. Such surveys have already been made under the welfare department in Colorado Springs.

There is no limit to the number of volunteers that may be used in recreational programs. The possibility of enabling youth to participate in these defense programs was brought out by Mrs. Fisher yesterday. This would give valuable education in citizenship. Surely the Boy Scouts, Girl Scouts, and many other youth organizations can be brought into the defense programs with great benefit to themselves, as well as to the defense organization.

There are many ways in which properly trained volunteers can aid in the general child welfare program throughout the State. A fine nucleus of volunteer assistants desires to help in this emergency and is now ready to work, and others may be developed.

Such a program will take understanding and patience on the part of professional workers. Too frequently, difficulty is encountered at this point and it is easy to understand why busy professional health and welfare workers do not have time or strength to cope with the volunteer. It is not unlike the problem of teaching children to tie their own shoes. It is much easier to do it for them, but they must learn.



In the end, it will be the knowledge of these public-spirited citizens who are now volunteering, which will assist the agencies in the continuance of their work after the emergency. Through their earnest desire to help in the civilian defense movement, they can be channelled into constructive and long-time, as well as emergency, programs. This can be done by coordination of effort in working for the objectives of this conference with the aid of local and state defense councils. Again, this will take much effort.

In some communities the civilian protection program has been emphasized to the exclusion of other defense programs. Women and volunteers should have a place on defense councils. To accomplish this will take tact, care, and work. The State Defense Council is advising the local councils to make a place for volunteers and to start on the health and welfare problems of their communities. If the defense councils work with leaders who have never before given consideration to these problems, the interest of these leaders will continue after the war ends.

Invited to comment upon the problems presented  
by Mrs. Bosworth, Dr. May spoke as follows:

I think you have done much more thinking about follow-up in Colorado than I possibly could. The difficulty in some states is that the defense councils have been organized and have ignored existing organizations. I am opposed to that. To me, the basis of a democratic society is the network of voluntary organizations where people are getting experience in democratic planning. They should have a very important part in any defense organization.

In some states the State Defense Councils have gone to a county and said, "You be defense director." I think that the people themselves should consult with defense representatives of as many organized groups as possible, and then say, "We will elect the person who will be defense director in this county."



# CHAPTER II

## REPORTS

### SOCIAL SERVICES FOR CHILDREN

The National White House Conference on Children in a Democracy definitely stated that under a democratic form of government the primary responsibility for the nurture, support, and training of children rests with the family. Upon the State, however, rests the duty of providing care and protection for all those children who have no parents or natural guardians; or who, because of individual handicaps, require special attention. The new problems incidental to the existing state of war and the resulting disruption of family life have created even greater need of special care for children. England has taught us from her war-time experience that child guidance and public services to children must be increased.

#### COLORADO, ITS CHILDREN AND THEIR NEED

Colorado has some 400,000 children under 18 years of age. In February 1942, 15,248 of these received economic assistance through grants of Aid to Dependent Children. During this same month the State Child Welfare Division gave service to 1,343 children in their own homes or in boarding homes. Another 1,000 are under the care of the State Home for Dependent Children.<sup>2</sup> In the city of Denver approximately 750 dependent and neglected children are cared for by private groups.<sup>3</sup>

The total number of children who are physically or mentally handicapped, delinquent or in danger of becoming delinquent, is more difficult to determine. National studies estimate that about 1% of the populations has a severe mental handicap, and 3 in every 1,000 children are so physically handicapped as to be unable to partake of normal systems of education.<sup>4</sup>

There are in our two state institutions for the mentally handicapped about 750 patients.<sup>5</sup> Admission to these institutions involves a hearing before a lunacy commission, which requirement, added to the reluctance of parents to give up their children, has the effect of leaving in the community many children who could be benefitted by protection or suitable training in these institutions.

The number of delinquent is not known apart from those boys and girls who have been adjudged delinquent and who are under the care of the two industrial schools and the state reformatory.<sup>6</sup> It is the far greater number who are in danger of becoming delinquent, or whose delinquent behavior has not yet brought them into court, that should be our concern.

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1. U.S. CENSUS 1940 GIVES 390,127
  2. FEB. 1942, 238 IN THE INSTITUTION, 685 MORE UNDER CARE.
  3. CHILDREN'S BUREAU, DIVISION OF STATISTICS (JULY 1941) LISTS AS UNDER CARE OF PRIVATE GROUPS IN DENVER, 482 CHILDREN IN INSTITUTIONS AND 272 IN FOSTER HOMES.
  4. ESTIMATE OF SOCIAL WORK YEAR BOOK, 1941.
  5. RIDGE 323; GRAND JUNCTION 411. THE PROPORTION OF CHILDREN IN THESE NUMBERS IS NOT KNOWN TO THE COMMITTEE.
  6. FEBRUARY 1942, 195 IN INDUSTRIAL SCHOOL FOR BOYS, 234 UNDER CARE OF INDUSTRIAL SCHOOL FOR GIRLS.



## DEVELOPMENTS SINCE 1932

The Colorado White House Conference of 1932 recommended the creation of a State Department of Public Welfare, and within it a Division of Child Welfare. In 1936, this recommendation was carried out, and since then fifteen counties have added child welfare workers to their staffs. During 1941 the Division of Child Welfare had referred to it 501 children who were in danger of becoming delinquent.

Since the Conference in 1932, private agencies have also extended their services for children. The Family Service Society of Pueblo, has provided for a Child Welfare Division within its organization; and the Colorado Children's Aid Society, and the Catholic Charities of the Archdiocese of Denver have extended their services. The Florence Crittenton Home and the Salvation Army Maternity Home each have added a trained social worker. Through the Social Security Act, services for crippled children in Colorado have been extended. The Colorado Springs Child Guidance Clinic and the Family Service Society of Pueblo have provided child guidance service in those two cities. Through the cooperation of the Child Guidance Clinic of the Colorado Psychopathic Hospital, clinic services are available in three rural counties, Mesa, Weld, and Otero, as well as in Denver County.

### NEEDS STILL TO BE MET

Outstanding as have been the achievements in certain fields of social service for children in Colorado during the last decade, there are many needs still to be met.

Colorado is one of the three states not having some form of State supervision of care for children in foster homes. (The three states are: Colorado, Idaho, and Oklahoma). Consequently, there are no uniform standards which must be met by child-caring institutions and agencies.

Colorado's birth registration law needs amending. There is no provision for the registration of the births of foundlings. There are no provisions for issuing new birth certificates after the marriage of parents of a child born out of wedlock, nor when a child is adopted.

Some obsolete Colorado laws still remaining on the Statute Books designate a child as a "bastard", provide for criminal proceedings in dealing with the father, and permit the indenture or binding out of children.

Colorado's Adoption Law which was originally enacted in 1876, even as revised and supplemented, does not contain the social safeguards that have been increasingly added to adoption laws in the rest of the states. The only way of introducing these safeguards is through the action of a socially minded judge, an uncertain and unsatisfactory substitute for the certainty of legal provision.

The present Colorado Child Labor Law cannot be enforced because no provision is made for investigations and supervisory authority. It fails to safeguard both Colorado's native children and those of the migrant workers who are coming into our state with war industries and our changing industrial system.

Our state homes for the mentally defective and our state reformatory at Buena Vista are lacking in educational programs that would fit the needs of the children and youth who are committed to



these institutions. Buena Vista has the equipment for teaching vocational subjects but its appropriation does not provide for the necessary teachers.

## RECOMMENDATIONS

In considering the subject of Social Services for Children we have made eight divisions. The recommendations of these eight sub-committees follow in condensed form:

### 1. Physically Handicapped Children

The Committee recommends:

- a. Preventive measures, including a comprehensive program of community health education. There is need of a clear definition of what constitutes handicapping of a child.
- b. More equal distribution of medical and hospital facilities throughout the state.
- c. Appropriation of funds for convalescent care, and for foster home care for those children for whom there are no existing provisions in institutions.
- d. Adequate medical service to assist local health and welfare agencies and to provide after-care and care of the dependent handicapped child.
- e. Equalization of educational opportunities through some form of state aid to make possible the education of physically handicapped children in their local school districts.
- f. Vocational services, including guidance, training, and placement. The present services are insufficient to care for all needs, particularly the partially employable group. There is need for sheltered workshop facilities and for development of modified employment resources. The committee stresses the need in vocational planning for psychometric and aptitude tests so that training and retraining may have a valid base predicated on a system which allows for grouping consistent with special skills and capacities.

### 2. Mentally Handicapped Children The Committee recommends legislation which would include provisions for:

- a. Establishment of a Division for the Mentally Handicapped under the State Department of Public Welfare and the Division of Public Health, and the regulation under this Division of all mentally handicapped persons who are unable to be cared for properly outside of an institution or who might be a menace to the public safety.
- b. State licensing by a central authority of all homes caring for mentally handicapped persons.



- c. Adequate appropriations to maintain qualified personnel and equipment within the institutions and to provide a system of parole that would give follow-up care.
- d. Provision in the public school system for classes for mentally handicapped children who cannot make a satisfactory adjustment in regular classes, with a special program adapted to their needs and abilities, under the supervision of specially trained, experienced teachers.
- e. Establishment of vocational training for those children who have the capacity for it, but are not able to profit by a general education program.
- f. Provision for a state-wide survey of all schools to determine the number of mentally handicapped children in need of a special program.

### 3. Foster Homes for Children

The Committee recommends:

- a. That child welfare services be made available to every child in his own community, and that every child placed away from his home have the services of the Child Welfare Division of the State Department of Public Welfare or a licensed agency designated by them.
- b. That a state licensing law be enacted governing foster home care of children in Colorado, placing the authority in the State Department of Public Welfare.
- c. That the Child Welfare Division of the State Department of Public Welfare be notified before dependent children who are residents of Colorado are placed outside the state, and before dependent children who are residents of other states are placed in Colorado.
- d. That a social investigation by the Child Welfare Division of the State Department of Public Welfare or a licensed agency designated by them follow the filing of a petition for adoption of a child, and this investigation, bringing out pertinent information regarding the physical, social, and emotional background of the child, be submitted to the court. (This Committee also recommends revision of the adoption laws of Colorado which is included in the report of the Committee on Legislation. The Foster Homes Committee recommends that this law be made to apply to children from birth to 18 years.)

### 4. Prevention of Dependency, Neglect, and Delinquency of Children



The five different groups of this Committee submit the following recommendations:

- a. The extension of publicly supported child welfare services to cover all rural and urban areas, with particular attention to those localities where there are war-time problems, due to the dislocation of labor, migratory labor, and army cantonments.
- b. Extension of the program of Aid to Dependent Children to include a grant for the mother, and to provide for public support of dependent children with special disabilities.
- c. Consideration of the advisability of establishing small institutions for the treatment of pre-delinquent children.
- d. A ten-year study of juvenile delinquency to determine causes and possible methods of treatment.
- e. The institution of a parole system with trained personnel in the industrial schools and at Buena Vista. This system should work in cooperation with existing child welfare services and with community organizations.
- f. General Recommendations:
  - (1). There should be a determined effort to enforce the existing laws regarding the presence of minors in places where liquor is sold.
  - (2). More facilities should be provided for healthful and wholesome activities of children during their leisure hours.

5. Needs of Children in Racial Minority Groups

Children of minority groups are subjected to greater discriminations than any other group and consequently have more need for child-caring services to compensate and adjust satisfactorily. The child-caring agencies are impartial, but funds should be made available to increase their facilities and expand their activities.

The need of recreational facilities under competent direction is stressed, including the maintenance of playgrounds and swimming pools on a year-round basis. A public program for more adequate housing is recommended, and state regulations to enforce better standards.

More hospital facilities should be provided for negro and Spanish speaking groups, together with more adequate medical care, with emphasis on the care of tuberculosis.

The most serious discrimination occurs in the field of law enforcement; the rights of minors should be



protected at all trials, by the presence of some unbiased person, to represent their interests. The law enforcement agents should be chosen through civil service to insure better educated and more understanding administrators.

This Committee recommended that they be made a special Continuation Committee to study problems of minority groups and to follow up recommendations of the Conference regarding minority groups.

#### 6. Child Guidance

##### The Committee recommends:

- a. That there be more adequately staffed permanent child guidance clinics, and increased facilities for traveling clinics, so that these services may be available throughout the state.
- b. That there be more trained personnel in the counties to help carry on the work of the clinics, and that a system of committees be established in the counties for the purpose of coordinating existing services.
- c. That the public schools expand services designed to detect psychiatric problems.
- d. That there be specially trained probation officers to study and follow up children under Juvenile Court jurisdiction.

#### 7. Evacuation of Children

Information from national organizations indicates there will be no evacuation of children from coastal cities into the middle western cities in the near future, if at all. However, in order to be ready for any emergency that should arise, the Committee surveyed possibilities in Colorado. It is felt that children may have to be evacuated from larger cities into the smaller cities in the state. On the other hand, Denver will be able to plan for around 600 children in existing institutions; Colorado Springs could care for 100 children; Pueblo, with state fair ground facilities, could plan for around 1,000 children.

##### The Committee recommends:

- a. That a report be submitted to the different agencies and organizations interested in this problem of evacuation regarding the facilities that are available in the state to care for children evacuated from the seacoast cities or from our own larger cities.
- b. That all groups concerned with this problem should clear and cooperate with each other, and, in the event there is a need for placement of children in foster homes, that the standards which have been set up by the Federal Children's Bureau, the Child Welfare League of America, or the State Department of



Public Welfare be followed.

8. Legislation Pertaining to Social Services for Children

a. Birth Certificates:

The Committee recommends:

- (1). That provision be made in the Vital Statistics Act to simplify the method of obtaining a birth certificate that is not on record; also, to record the birth of foundlings, with the name and place of birth of each.
- (2). That the law be amended so that the words "legitimate" and "illegitimate" will not appear on copies of the certificates issued. The original of such certificates should be sealed and opened only upon court order. Congenital defects should not be enumerated on copies of the certificates issued.
- (3). A new birth certificate should be issued to adoptive parents and the original certificate should be sealed.
- (4). A new birth certificate should be issued when parents of a child born out of wedlock subsequently marry; the old certificate should be sealed and all stigma on the child should be removed.

The Committee recommends that the Model Vital Statistics Act be adopted as a guide in setting up state legislation covering the above recommended provisions.

b. Adoptions:

- (1). The Adoption Law should be revised to provide a social investigation of a home and a one-year period of residence in that home, under supervision of the Child Welfare Division of the State Department of Public Welfare, or an agency licensed by them, before an adoption is permitted.
- (2). The statutes should prohibit the adoption of children known to be feeble-minded.
- (3). Adoption records should be protected from public inspection.

c. Foster Homes and Child Placement:

- (1). All child - placing institutions or agencies should be licensed by one central licensing authority of the state; no placement of a child should be allowed except by legally designat-



ed authority or by licensed child-placing agencies; all prospective foster homes and existing commercial foster homes be controlled and investigated by this central authority.

- (2). In accordance with established policy, the Child Welfare Division of the State Public Welfare Department is recommended by a majority of the committee as the central licensing authority. **This central authority should require social agencies, institutions, and foster homes caring for children to maintain standards of child care set forth by the two national agencies in the United States setting standards for this purpose, i.e., the United States Children's Bureau and the Child Welfare League of America.**

d. Aid to Dependent Children:

Grants should be increased to provide for mothers of dependent children. A mother should be permitted to live under conditions making possible the most satisfactory and economical arrangements compatible with the welfare of the child.

e. Child Labor:

The Committee recommends:

- (1). That the Child Labor Law of Colorado should be rewritten to conform with the standards of the National Model Child Labor Law and the recommendations made by the National White House Conference of 1940.
- (2). That a Division of Child Labor be established in the state to administer and enforce child labor laws.

f. Youth Problems and Youth Agencies:

The Committee recommends:

That the Legislature be asked to establish a Colorado Youth Commission, similar to the National Youth Commission, to study youth problems in the state and to assist in the promotion of local programs for youth.

g. Education Problems:

Committee recommends:

The formation of an unpaid School Code Commission to bring to the Legislature recommendations for vocational schools, educational facilities for handicapped children, educational programs for the mentally handicapped in state institutions, vocational training in the state reformatory at Buena Vista, and reconciliation of the constitutional and statutory provisions dealing with compulsory education.



#### h. Antiquated Statutes:

The Committee recommends a general reconsideration and codification of the statutes pertaining to children, and the elimination of terms and provisions rendered antiquated by modern developments in this field.

### THE FAMILY AS THE THRESHOLD OF DEMOCRACY

The central theme of this conference on Children in a Democracy is the dependence of the welfare of children upon the welfare of the families of which they are members. Too long have we been concerned with the more tangible aspects of family welfare, such as food, clothing, health, and housing, to the neglect of those more spiritual aspects involving human relationships within a family. Everything affecting, for good or for ill, the well-being of the family unit and the integrity of the home has a direct bearing upon the fortunes of the individual child.

The committee feels that this topic does not lend itself to factual analysis such as may be made in the case of many of the other subjects to be discussed at this conference. The content of family life and the way in which experiences in the home influence the individual's reactions to society can not be scientifically measured or statistically tabulated.

The family, however, is truly the threshold of democracy. In the family, the child forms important and lasting patterns of behavior involving habits of affection, tolerance, faith, and loyalty, and attitudes toward authority. The world of the child begins in the family, and has its first development there, where the child spends most of the hours of the day during the formative years.

Profound changes now taking place present new problems in family organization and relationships, and in the preservation of a wholesome quality of living within the family. Popular radio programs take the place of family conversations at the dinner hour. The use of the family car raises problems of conflicting purposes and personalities. The war is bringing its new problems, such as the pressure to save and conserve for defense. The absence of sons and brothers, serving in unknown danger zones, will bring tenseness and emotional strain to those remaining at home. As more and more fathers leave home, the absence of the male parent will produce in many cases difficult problems of family adjustment, while in others, it will bring a release of tension, perhaps enabling members of the family to experience freedom and happiness for the first time. Many mothers will be working in industry, leaving their children with less care and supervision than is desirable.

In spite of these changes, it must be remembered that for nearly all children, the family will remain the most important educational institution. This committee feels that the family, then, must be a school for the democratic way of life. The problem is to develop, among parents and parents-in-training, interest in the development of wholesome human relations within the family group. It is in the relations of the members of the family to one another that the quality of the American democratic way may find opportunity for its earliest realization. Standards of conduct of children may be formed by fear or by example; they may be enforced by authority or by persuasion. In the home, children should develop self-sufficiency, enterprise, initiative, and cooperation. There should be



give and take, freedom for each member to make his own choices, and express his own interests, and to share in family discussions and responsibilities.

How can the family make the best of its opportunities as the first school in democratic life? The committee suggests that a program should be launched with the purpose of developing within every family the following fundamental concepts of democratic living, and of encouraging families to practice these principles in every manner possible:-

1. Respect for the unique worth of every member of the family.
2. The cooperative attitude essential to group living within the home.
3. A sense of responsibility and self-reliance in all members of the family; a sharing in the problems of the home by each member on the level of maturity which he possesses.
4. The faith that families can solve their problems to the best satisfaction of all concerned through family discussions, informal and otherwise, instead of through dictation solely by parents or by children, as is often the case.
5. An understanding of the proper role of leadership in the family circle. The leader may be the father at times, the mother at times, or a child at other times.
6. The need for evaluating the extent to which the home is assisting its members to live in security, freedom and happiness.

The committee urges that these principles of democratic living be applied not only within the family, but also by members of the family in their relationships with others at church, club, place of employment, and elsewhere. Education for democratic living within the home must go hand in hand with an extensive program of developing greater understanding of these principles in all group activities, in order that children may not become confused in their criteria of social behavior.

Bringing about greater democracy within the families of Colorado is not a problem of dealing with facts, figures, or physical things, but one involving things spiritual, cultural, and human. The task, then, is mainly one of education--education of parents, of teachers, of politicians, of business and professional men and women, of people in all walks of life. This education must develop within our citizenry an understanding of the meaning of democracy and of the ways in which each can contribute to the democratic ideal. People become democratic as they practice democratic ideals, and accept these practices as their way of life. Democracy as a way of life becomes real as men and women understand their responsibilities for bringing about the highest in human relations.

The committee realizes the difficulties of a broad educational program adequate to bring family members to a realization of these democratic ideals. The following suggestions and recommendations are made for the consideration of this conference:-



1. That there be disseminated throughout the adult study groups of the state a carefully prepared statement of the meaning of democratic principles, and that these groups be urged to consider these fundamental premises in their deliberations, to the end that they may become a way of living.
2. That parent-education groups throughout the state give definite consideration to the problem of democracy within the home.
3. That a study be made of the great changes occurring in the family and that suggestions be formulated as to how families may maintain fine human relationships in the face of these new problems.
4. That the schools and the churches of Colorado be urged to practice democracy and to bring their members to a fuller understanding of what is involved in democratic practices.
5. That the colleges and universities of the state furnish leadership in promoting the ideals of democracy through extension services, special consultants, and the like.
6. That paid parent-education workers be employed in counties, cities, or any other places where funds are available.
7. That funds be sought to secure for the Colorado Parent-Education Council a paid executive secretary, who would serve as a coordinating agency for all parent-education activities of the state. This secretary should give leadership and direction to a state-wide program promoting better understanding of democracy within the family, and furthering other important aspects of home life.
8. That funds be sought to establish in Denver a regional institute on family relations, where people may go for counsel regarding problems of personal living within family groups.

Institutes such as suggested in recommendation eight are performing valuable services in various parts of the country by assisting members of families in adjustment and by releasing tensions. Thus they make it possible for democracy to function in homes where, without counsel and guidance, it would have been blocked by the lack of sound human understandings.

The principles of democracy are abiding and underlie all sound family relationships. True democracy is the real embodiment of the fundamental principles of Christianity.

## FAMILIES IN NEED OF ASSISTANCE

The vast majority of children live in families and their health, welfare, and happiness is directly related to the economic security and social stability found in their family life. It is a truism to state that families share what they have with their children and that parents often sacrifice their own personal desires so



that their children may have increased opportunities.

This study is concerned with those Colorado families which are unable to meet their economic needs without assistance. The report will indicate the extent to which federal, state and local governments, augmented by various private agencies, are helping families in need of assistance and will point out areas of unmet need. Information contained in this summary report has been secured from public and private agencies and from authoritative published reports. Such data have been carefully evaluated and analyzed by a committee composed of representatives of governmental agencies, private agencies, universities, private industry, labor, and under-privileged groups.

Before proceeding to a detailed discussion of families at or near the relief level, brief consideration should be given to income levels of all persons in order that the size and scope of the relief load may be discussed in its proper relation to the total population.

Studies made over the entire United States in 1935 and 1936 by the National Resources Committee show the distribution by income levels of the total national income of 59 billion dollars. Among those persons not receiving relief, the average annual income for single men was \$1,331; for two-person families it was \$774 per person; for 3-4 person families it was \$542 per person; for 5-6 person families it was \$355 per person, while for seven or more person families it was only \$221 per person.

These figures showing decreased income per person as the size of the family increased are especially significant in discussing children's needs, since it is obvious that more children will be found in the larger size family units with their disproportionately low income per person. The same study shows that in the relief group the average annual income for single persons was \$407 as compared to \$165 per person in families averaging 4.5 persons.

Since averages are oftentimes distorted by a few persons receiving extremely high wages, it is advisable to look at these figures from the standpoint of intervals. Grouping the total United States population into thirds, the National Resources Committee showed that two-thirds of all families and singles received less than \$1,450 while one-third received less than \$780 annual income in 1935 and 1936. Since this section on Families in Need of Assistance is especially concerned with the "lower third" earning less than \$780 the following excerpt from the National Resources Report is quoted verbatim:

"The Lower Third -- The 13 million families and single individuals who received less than \$780 during 1935-36 and, together, just over 10 per cent of the total 59 billion dollars were, in no sense, a distinct and unusual group. They include all types of consumers, living in all types of communities, and doing all types of work. They differ from the other two-thirds of the nation principally in that a larger proportion of them -- some 30 percent -- received assistance from a relief agency at some time during the year; more of them lived on farms, and fewer of them were found in business, in the professions, or in the clerical occupations.

"Of the 9 million in this poorest third who were not on relief at any time during the year, about 1,700,000



were single men, about 1,600,000 single women, and 5,900,000 were families of two or more persons. More than half of these families lived in rural communities and one million of them lived in cities of 100,000 population and over. These families were almost equally divided between wage earners and farmers, with only one-fifth of them in other occupational groups. The mean income of all of this lower third was \$471."

While we as Colorado people are interested in studies made at a national level, we are much more concerned with income levels and costs of living in Colorado. What significance, if any, does this study of the National Resources Committee have for Colorado families? Considering first the factor of cost of living, studies made over a good many years show that the cost of living in Colorado has shown a very close correlation with the national average. Income levels show this same close correlation. Studies made in 1937, to take a sample year, by the United States Department of Commerce, show that while the average per capita income in the United States was \$547 (ranging from a high of \$923 in Delaware to a low of \$207 in Mississippi) the average for Colorado was \$568. Cash farm income, as reported by the same agency in 1940, showed that taking 1940 as a percentage of 1939 the cash farm income for the United States was 106 while for Colorado it was 105. On the basis, therefore, that cost of living and average income levels for Colorado and for the entire United States are closely correlated, it is reasonable to assume that the data released by the National Resources Planning Board may be applied as a measuring stick in income levels in Colorado at that time.

Among the 1,118,820 people in Colorado, a considerable number are unable to meet their own economic needs and are receiving some form of public assistance. Some of these people are forced to seek assistance because of advanced age, blindness, or serious physical impairment, while others are unable to secure private employment and are thus forced to fall back upon the relief rolls. That the number and distribution among agencies of cases receiving public assistance in Colorado has changed materially in the past five years is shown by the following table:

Cases Receiving Public Assistance in Colorado  
Data as reported by Agency Executives

Assistance	Caseload on 12/31/36	Caseload on 12/31/41	Monthly Assistance Average or Range - 1 9 4 1
Colo. State Dept. of Public Welfare			
Old Age Sssistance	26,586	a/ 42,899	\$29.91
Aid to Dependent Children	2,252	b/ 6,142	30.68
Aid to the Blind	651	c/ 666	32.68
General Relief	16,574	d/ 10,927	22.34
Civilian Conservation Corps	2,978	e/ 776	30.00
Commodity Dist.&Food Stamp Div.	21,254	f/ 36,296	g/ Food
Work Projects Administration	25,397	12,520	49-98
National Youth Administration			
Student Work Program	1,700	1,700	6-15 (max.)
Out of School Work Program	5,000	5,000	19-24
Farm Security Administration			
Grant Cases	1,715	300	20.00



- a/ Represents cases receiving monthly payments
- b/ Total number of eligible children, 15,144.
- c/ Total number of eligible children, 5,995.
- d/ Represents cases receiving monthly payments and/or medical care.
- e/ Represents cases receiving cash, assistance in kind, hospitalization, other medical care, burial, or any combination of these types payable from General Assistance funds.
- f/ Represents 55,631 persons.
- g/ Represents 99,253 persons.

In addition to the above figures showing Colorado cases receiving assistance on a needs basis, the following reports from other agencies indicating unemployment or need should be considered. In addition to the grant cases shown above, the Farm Security Administration had 6,274 loan cases on Dec. 31, 1936 and 11,019 such cases in the corresponding month of 1941. During December, 1936, 24,474 children received hot school lunches and this number had increased by December, 1941 to 37,923.

In certain of the urban areas of Colorado, private agencies provide aid to a limited number of families in especial need of case work services. As an indication of the services and assistance being given to needy families by the private agencies, the following figures are given for Denver:

American Red Cross	1936	1941
Under Care Cases	69	162
Incidental Service Cases	252	152
Total	321	314
Catholic Charities		
Under Care Cases	497	436
Incidental Service Cases	210	212
Total	707	648
Central Jewish Aid Society		
Under Care Cases	120	99
Incidental Service Cases	59	35
Total	179	134
Social Service Bureau		
Under Care Cases	130	104
Incidental Service Cases	220	206
Total	350	310

As an indication of unemployment, the records of the United States Employment Service show that during the month of December, 1936 a total of 3,346 job placements were made and that at the end of the month 63,005 workers were currently registered for placement, whereas in the same month of 1941 a total of 3,516 job placements were made and 49,596 workers were registered for placement.

Among the public assistance agencies in Colorado, few provide adequate medical services for their cases. County welfare departments furnish medical assistance to their cases through county physicians or through the use of private physicians. Adequate hospital facilities are available in some areas of the state whereas in other areas patients requiring hospitalization must be transported long distances to reach such facilities. Clinic facilities are available in the urban areas but are not available in many rural areas.



The Farm Security Administration has been encouraging pre-payment medical care groups among its borrowers for a good many years. Associations for this purpose are organized on a cooperative basis and each family pays a stipulated amount for medical services for the period of one year. Usually these associations provide all of the medical attention that is available in the community with the exception of hospitals. In some cases, it has been possible to also cover hospitalization in the associations. This, however, is not the rule.

The Civilian Conservation Corps provides adequate medical and hospital care for its boys. The Work Projects Administration and National Youth Administration provide medical care and hospitalization to only a small number of their workers who are domiciled in work camps.

An impartial survey of all available data on families in the lower "third" of Colorado's population indicates that there are certain areas of unmet need and that among those cases currently receiving assistance there are certain groups whose economic needs are not being adequately met. It is the experience of this committee and the groups with which it is associated that families which are ill-fed, ill-clothed, and ill-housed are expensive social and economic liabilities. On the basis of these factors, and with due consideration for the needs of children in these families, the Families in Need of Assistance Section of the Colorado White House Conference offers the following recommendations for action now and during the ensuing years before the next White House Conference is held.

1. Assistance grants under the Aid to Dependent Children Program are inadequate to maintain a decent and healthful standard of living. We recommend that sufficient funds be available to provide for the total needs of each child. Since one of the bases of eligibility for this type of assistance and because one of the real needs of the child is that he have a parent or relative care for him, it is important that the economic needs of adults be considered in the amount of the grant.

Recommendation No. 1, as adopted by the committee, and submitted to the Conference, read as follows: "Assistance grants under the Aid to Dependent Children Program are inadequate to maintain decent and healthful standard of living. We recommend that sufficient federal and state funds be made available to provide on needs basis for the mother or other legal guardian up to a maximum matched grant of \$30.00 in addition to the grants already being made to children (maximum of \$18.00 to first child and \$12.00 for each additional child.)"

2. For those employable needy persons unable to secure private employment because of race, age, physical impairment, lack of skills, or other reasons beyond their control, federal work program are necessary and should be continued. We recommend Congressional appropriations for the Civilian Conservation Corps, National Youth Administration and the Work Projects Administration for those workers who, for any reason, are unable to find a place in the national defense program. The size of the appropriations and the scope of the program should be made with due consideration to economic and defense needs



Recommendation No. 2, as adopted by the Committee, and submitted to the Conference, read as follows:- "For those employable needy persons unable to secure private employment because of age, physical impairment, lack of skills, or other reasons beyond their control, federal work programs are necessary. We recommend that during the stress and uncertainty of the current war emergency, the federal relief programs including the Work Projects Administration, the Civilian Conservation Corps and the National Youth Administration be continued and that sufficient funds be appropriated by Congress to relieve the states and localities from the necessity for providing for needy employable persons."

3. For those needy persons unable to qualify for any type of categorical or work relief assistance, general relief assistance should be provided and should be sufficiently adequate to permit such needy individuals to live at a health and decency standard. We recommend that action be taken to secure Federal participation on a matched fund basis to supplement existing state and local funds for this purpose.
4. Adequate educational opportunities should be made available to all Colorado children up to the age of 16 or until they have completed the eighth grade in an elementary school. We recommend that action be taken at a state or federal level to provide such educational facilities in areas of Colorado which now have no school at all, or which have such short terms that the services are not adequate to meet the educational needs of children.
5. Provision through some public agency is urgently needed for that part of our population which is slightly above the institutional level, but which is below the level of persons physically and mentally able to lead personally satisfying and socially useful lives. We recommend that consideration be given to the particular educational social and economic needs of this group.
6. Adequate medical care should be available to all relief cases and to other families or individuals who are financially unable to pay for such services. We recommend that action be taken at a federal and state level toward the development of a medical care program for relief clients which will give adequate minimum care, and efficient economical expenditure of funds, and which will result in more satisfactory medical services to persons in need of such assistance.

## FAMILIES IN THEIR DWELLINGS

According to the University of Denver Report, "Housing in Denver," made in 1941, residential building during the recent depression failed by a wide margin to keep pace with increases in the number of families. Overcrowding in the poorest areas of our cities, accentuated by decreased family incomes which have caused many to move into less desirable dwelling units in search of lower rentals, is therefore a far more serious problem today than it was



ten years ago. Lowered incomes and more demands upon them have tended to minimize expenditures for housing. Modern but modest quarters are in demand; single family, one story units of five rooms or less are needed. There is a corresponding, marked concentration of demand in the lower rental levels.

Almost thirty percent of Denver's dwelling units are rated as substandard. According to the definition set up in Washington, a dwelling unit may be substandard for reason of physical condition or of occupancy. Generally speaking, it is physically substandard if it is unfit for use, in need of major repairs, or lacks private toilet and bath. It is regarded as occupancy substandard if the number of persons per room is greater than 1.5. In areas near the Platte river the proportion of substandard dwellings ranges as high as 90 percent.

Tenant occupied dwelling units-----56,096 in number-----are 57.2 percent of the city's total. Fifty percent of the dwelling units occupied by tenants rent for \$24.80 or less per month.

Realizing the physical impossibility of constructing new homes for all those in the low income groups, it is the purpose of the Housing Authority rather to set a standard for decent living and to do so in those areas where living standards have fallen the lowest. The Lincoln Park Housing Project is completed, and three other Federal Housing Projects are under construction---Las Casitas, Platte Valley, and Arapahoe Courts.

There are 51,436 farm operators in Colorado. Their families include about half the children of the State.

In considering the problem of farm housing, it is necessary to distinguish between owners and tenants. Three fundamental factors influence the housing of farm owners. First is the lack of income available for improvements in the home. Second is the competition between the farm and the house for such income as is available for improvement, giving rise to such questions as whether to spend money for a mowing machine or for the installation of electricity in the home. The third major problem is the education of the people in the effective utilization of available resources. This involves the question of limited resources in rural areas. There may be no electricity, no running water, poor facilities for sewage disposal. The inaccessibility of these in rural areas makes it almost impossible even for those with sufficient incomes to enjoy them.

The Farm Security Administration, through its Tenant Purchase, Resettlement, and Farm Improvement programs, and Rural Rehabilitation Loans for Home Improvement, is contributing much to the solution of the problems of the farm owner.

The tenant is faced with the same three problems as the owner, and, in addition, with that of indefinite tenure. This causes him to be reluctant to make any improvements on the house.

A study of farms in Adams, Arapahoe, Boulder, Larimer, Logan, Morgan, Phillips, Sedgwick, Washington, Weld, and Yuma counties made by the United States Forestry Service showed that 47.95 per cent of the farmers were tenants as compared to 39 per cent tenant farmers for the state as a whole. Since 1910 the percentage of tenant farmers has doubled. Of these tenants, 56.5 per cent had one year leases, and there were almost no leases over five years. This condition of tenant farmers and absentee landlords results in the fact that farm houses are in poor repair, and are becoming worse. No one is really interested in their upkeep.



Not only are the houses in poor repair, but in general they are lacking in other respects. Fifty per cent of the houses were from eleven to twenty-four years old, most of the remainder over twenty-five years old. Of the 676 farms studied in 1940, four had new houses. The houses occupied by owners averaged thirty-four feet by twenty feet in floor dimensions, and were ten feet high; those occupied by tenants averaged twenty-four by eighteen feet, and nine feet high. The average size of the family living in these houses was 4.17 persons. Of the 676 houses, 579 were frame. The remainder were variously constructed of log, stucco, stone, concrete, and earth. Twenty-seven per cent of the farms had no shade trees; sixty-one per cent no windbreaks.

In general, overcrowding, lack of facilities, and state of repair were worse among farm tenants than among farm owners.

The housing of the large number of migrating families in seasonal agricultural industry is a special problem. Housing of these families is often of the most primitive kind, with no provision for sanitation or for safeguarding the health of children. There is a very definite and urgent need for farm labor housing in the various agricultural areas of Colorado. The past year, farm family workers in these areas have been housed in stables, chicken houses, garages, box cars, houses on wheels, and many in tents, all of which provide cheap but uncomfortable and unsanitary living. Shallow wells and creeks within close proximity in most instances provided the only water supply. This type of shelter for workers harvesting fruit and vegetable crops should not be tolerated. Housing and sanitary regulations should be made applicable to the shelter of migratory and seasonal labor.

A camp for migrant workers is being built by the Farm Security Administration one-half mile from the town of Palisade in Mesa County. Two hundred migrant shelters consisting of tent platforms with side walls and tents located on twenty-seven acres of ground will be completed for occupancy the summer of 1942. The camp to serve this area is a seasonal camp and will emphasize sanitation and shelter, providing only a minimum of community activity facilities.

Construction of a Farm Worker's Community at Ft. Lupton in Weld County is scheduled for completion for occupancy in the spring of 1942. Adequate sanitary housing facilities for agricultural workers will be provided in one hundred single and twenty-two duplex shelter units. Twenty-four houses of four and five rooms, with small garden tracts, will be available to resident agricultural workers at a minimum rental. Garden tracts together with additional land for community farming have been provided in an effort to raise living standards of the families through production of food for home needs.

There are several newly created or expanding industrial areas in Colorado.

Building of the Green Mountain Dam is expected to increase the population of the community of Heeney to about 2,000 by midsummer. Two years of intense activity are anticipated. The construction company built a village which takes care of many of the workers. Another large proportion of them live in the town of Heeney. There is also a trailer camp. Nearby cottage camps take up the overflow during the peak of the working season.

The committee which made the report on conditions existing in the vicinity of the Caddoa Dam construction was convinced that a



critical situation existed in that locality. Their reasons for that conclusion are presented briefly. A survey of Lamar revealed that people who have never rented sleeping rooms or light housekeeping rooms are now doing so. This has resulted in numerous families living in cramped quarters. The housing situation in Las Animas is very similar to that of Lamar. If the present trend continues, there will not only be a shortage of homes for the laborers and officials of the dam, but Las Animas will also lack quarters for its normal population. In Hasty-Caddoa, the housing situation is definitely bad. Whereas, before the dam, there were thirty families in Hasty, there were at the time of the study, approximately three hundred and sixty families. Only one hundred and eighty houses are provided, with a total of four hundred and nine rooms, housing one hundred and ninety families. This, therefore, approximates only two rooms to each family. There are in addition, fourteen cottage camps which average two small rooms to each cottage. There are at the present time, one hundred and four cottages in these various cottage camps. Most of the cottage camps and the trailer camps are provided with the customary one room combination house. The Committee found that in many instances from nine to eleven people were sleeping in these small two room cottages. The Committee also found that families of equal size were living in one room trailer houses. Sixty-nine families were living in trailer houses in Caddoa.

How much home life children who live in trailer camps and small tar paper shacks have is questionable. The pre-school children are finding play space in and about the rows of trailer houses. The children coming home from school find their mothers congregated in one or two trailers while the fathers, on night shifts, are sleeping in their respective trailer houses. It would seem that there is no place at home "for the children who are turned out to play, and have to be careful not to awaken the workers." Crowded into small houses, there can be no adequate sleeping arrangements, nor is there any opportunity for separate sleeping and cooking quarters. The school census lists two hundred and thirty-nine children of school age in the district.

The reports from the Colorado State College Experiment Station Laboratory on the three wells, show that the Hasty well, which is piped to several business establishments (including three restaurants) is unsafe for human consumption; and the other wells are just within the potable limits. This, with the fact of less than one residence out of four having an adequate cistern, is evidence that a drastic change is needed.

The Committee made a careful survey of all housing units and business establishments in the immediate area of Caddoa and Hasty to determine sanitary provisions. It was intended to discover the exact number of houses provided with rubbish disposal units, sanitary toilets, water facilities and any combination of these. Out of the total of fourteen cottage camps, four had all three of these minimum health essentials, and five had none. Out of six trailer camps three had all three, and three had none. Out of one hundred and eighty-one houses, nine had all three, and ninety-five had none of them. It is easily seen that a potential menace exists with such conditions as these present.

The ordnance plant completed near Denver at a cost of \$32,000,000 is expected to employ 10,000 persons when in full production. With perhaps 8,000 people now employed, the problem of housing in Jefferson County has become acute. Jefferson County never was either a rural or an urban area, but was largely a suburban area in which most of the homes were owned by the dwellers and were of very stable construction with a small percentage of substandard



dwellings.

When the influx of workers for the Remington Arms Company began they needed some place to live and although Denver absorbed a great number, many naturally settled close to the plant and occupied anything that could be obtained. Thus single dwellings became multiple dwellings, and in many instances basements not intended to be inhabited became homes. Cottage camps and trailer camps flourished, and unfortunately some do not have any sanitary facilities. The county, in order to keep some semblance of a housing standard, passed a zoning ordinance and set aside certain districts in the county for business, other parts for single dwellings, other parts for multiple dwellings and still others for farming, and so on. However this zoning act did not cover the entire county and where the zoning act ended, houses sprang up over night. Chicken houses were converted into dwellings with no thought of sanitation. No survey has been made of the existing situation except that of the schools, which indicated that in October, 1941, five hundred and eighty-one houses were built or were being built by private individuals. The same source of information revealed that these would house five hundred and forty-one children of school age.

The Lakewood area is to have a health unit established by federal, state and county Governments working in cooperation, which will probably relieve many of the problems mentioned above. Likewise the Lakewood district is now applying for a federal grant for a sewage system for the entire Lakewood district.

The immediate problem of housing, whether urban or rural, permanent or transient, is dwellings which are substandard. Surveys show a definite correlation between substandard housing and morals, delinquency, infant mortality and health. Surveys reveal dwelling units which are physically substandard, from the standpoints of health, sanitation, safety, environment, comfort and appearance. To be standard from the standpoint of health a dwelling should have a safe water supply, good light and ventilation and be capable of satisfactory heating. Standard sanitation includes sewage disposal, private toilet, and screening. Safety includes roofs, walls and floors in good repair, and the elimination of accident and fire hazards. Environment, comfort and appearance are less tangible but are more important. Home improvement planting, particularly, can make a house homelike.

Many of the dwellings studied are substandard from the standpoint of occupancy. Overcrowding to the extent of more than one and one-half persons to each room, has bad social and moral implications.

The needs in the field of housing involve education of the general public; and education of the people who live in substandard housing, in the subjects of health and sanitation, buying, and in the use of native materials.

The greatest need of all is for legislation and enforcement relating to minimum housing standards.

Research programs have been carried on by The Denver Housing Authority, the University of Denver, the Denver Chamber of Commerce, the Denver Social Agencies, and Denver Real Estate Exchange, the State Forestry Service, the United States Forestry Service, the City Club of Denver, the State Board of Health and the Colorado Extension Service.



The Committee of Families on Their Dwellings makes the following recommendations:

1. It seems apparent that realtors should focus attention to a greater extent than in the past on the market for modest housing accommodations. By exploiting the demand for new properties in the cost range of \$3,500 to \$5,000 or in the corresponding rental range, it is believed that housing shortages in the lower cost and rental levels can be relieved.
2. Better housing for families of moderate income should be promoted by safeguarding credit for housing purposes to assure low interest rates and long-term amortization, thus serving to stimulate private building and home ownership; and by encouraging cooperative effort of industry and labor to reduce building costs.
3. Adequate regulatory laws should be enacted, and they should be enforced by competent inspection departments in every city. Such departments should have budgets sufficient for enforcement of laws and regulations concerning construction, management, maintenance, and repair of dwellings, and demolition of buildings when necessary. Local governments should modernize their building, sanitary, zoning and housing codes to conform to present knowledge of sanitary and other requirements and to eliminate needless cost.
4. Public assistance budgets should include provision for housing adequate for family needs. In each community rent allowances should be based on the rental cost of such housing.
5. In rural areas the use of native materials for building and of native shrubs for planting should be encouraged.
6. Housing and sanitary regulations should be made applicable to the shelter of migratory and seasonal labor, and these regulations should be enforced.
7. Some agency which has time and facilities should make a very thorough study of the housing situation not only in Jefferson County but in other areas affected by defense industries, to determine the number of individuals living in substandard houses and subsequently to recommend curative measures to be taken.
8. Continuous research by public and private agencies should be part of housing programs.
9. Since an enlightened public opinion is essential in housing, as in every other socially important field, citizen committees should be organized in communities to promote public interest, understanding, and support. Housing facts and problems should be made widely known to the public through formal and informal education.



10. There should be a **state** minimum housing requirements law, with enforcement.

## RELIGION IN THE LIVES OF CHILDREN

Religion is the basic element in the democratic way of life because of its emphasis upon the value of human personality and its belief in the right of every child to opportunities for abundant living. In a time of war, it is most essential that the spiritual resources of the nation be strengthened through a united effort on the part of organized religion to maintain the religious and democratic principles upon which America was founded. Consequently, religious education for every child becomes the first line of defense.

A declaration of fundamental religious beliefs held in common by Protestants, Catholics and Jews, said to be the first statement of its kind in the nation's history, has been issued by the National Conference of Christians and Jews over the signatures of many of the nation's leading clergymen and laymen. This statement, published in the Federal Council Bulletin for March, 1942, includes the following:-

"We, the undersigned individuals of the Protestant, Catholic and Jewish faiths, viewing the present catastrophic results of the godlessness of the world and facing the fact that our country is at war, realize the necessity for stressing those spiritual truths which we hold in common. We therefore affirm the following fundamental religious beliefs. We believe these convictions are important to every religious person, and are the spiritual foundation of our national life.

"As Catholic, Jew and Protestant, we assert again our abiding loyalty to our respective religious convictions. We recognize differences in many important beliefs. The following statement is therefore not a profession of faith to be considered sufficient or complete by any of us, but an expression of certain basic convictions which we share.

"We believe in one God, Creator, Sustainer of the universe. Though we have varying views as to the nature and content of God's more direct revelation, we hold that He also manifests His being, power, wisdom, and love through His works, and especially in the mind, will and personality of **man**.

"We believe that the mind of man reflects, though imperfectly, the mind of God, and we reject as a betrayal of **human** dignity, all attempts to explain man in merely material terms.

"We believe that God's holy will is the ultimate sanction of human morality and that man's true freedom and happiness depends upon his obedience to the will of God as known to him. We reject all deterministic interpretations of man and all reductions of his moral duties to mere custom or social adjustments.

"We believe that recognition of man's dependence upon God is essential to the progress of true civilization; that nations as well as individuals are bound to acknowledge this; and that education or social theories which would state duties, standards, and happiness without reference to God are doomed to failure.

"We believe that God's fatherly providence extends equally to



every human being. We reject theories of race which confirm the essential superiority of one racial strain over another. We acknowledge every man as our brother. We respect and champion his inalienable rights, and are determined to do all in our power to promote man's temporal and spiritual welfare as necessary consequences of our duty to God.

"We believe the Republic form of government to be the most desirable for our own nation and for countries of similar democratic traditions. Any political forms, however, can bring liberty and happiness to a society only when moral and religious principles are accepted and practiced.

"We believe, with the founders of this republic, that individual rights are endowments from God, and we reject, as certain to result in the enslavement of men, all denials of this principle."

The primary responsibility for the development of a child's religious attitude and conduct rests upon the home. The family is the oldest and most fundamental institution for religious education. The responsibility of the family is shared by the church, synagogue, and other social organizations concerned with the guidance of children. The influence of the church and synagogue upon the family life of the community goes out from that community to the state and nation.

As stated by the Federal Council of Churches, "Family life is endangered. Sinister economic and social forces have long been impairing family stability. These forces are aggravated by war. Family life is threatened as never before."

To meet these dangers, an effective religious program for family life is necessary. The churches, synagogues, and homes are the generators of moral and spiritual power. They must work together in promoting the highest standards of religious home life and in building attitudes which will overcome prejudice and hatred and make possible a lasting peace based upon justice and good neighborliness.

#### Findings of the Committee in Regard to the Religious Situation in Colorado

No adequate survey has been made of the number of children in Colorado who are not reached by religious institutions. However, a statement by the president of the United States that more than fifty per cent of the children of America receive no religious instruction leads us to believe that the same may be said of Colorado.

A representative of the District Attorney's office states "Rarely do we have a child come before us that has had the benefit of any constructive religious training." This emphasizes the imperative necessity for bringing the influence of religion to the youth of our state. To accomplish this, a united approach is needed to integrate the religious values given to children through the school, the community and the church.

#### Recommendations

1. A united effort should be made to extend the outreach of religious instruction so that every home and every child may be given opportunity for religious growth.



2. Religious teaching in the home should be encouraged, and the cooperative relationships of the home, and religious agencies be improved.
3. A committee should be set up to investigate the possibility of increasing the time available and effectively used for religious teaching, through further religious education.

Before recommendation number 3 was amended by the Conference to read as above, it was as follows: "That a committee be set up to investigate the possibility of increasing time available and effectively used for religious teaching, through further religious education. (Possibly the public school system: weekday instruction; or vacation time of the children)".

4. Continued improvement in the curriculum and program of religious education as it is brought into the homes should be sought, coupled with religious education through community projects in which every person may have the opportunity for religious experience and growth.
5. An attempt should be made to acquaint the public with current efforts and methods in the field of religious instruction.
6. A committee should be set up to make a survey of the religious needs of children in Colorado, including those of migrant families and national defense workers.
7. To the Protestant churches we recommend the adoption in each community of the United Christian Advance Program, a program covering five years, now being launched in forty states. This presents an adequate program for all ages, covering all phases of everyday life, and is so flexible that it can be adapted to changing and emerging needs. It is a united and cumulative attack upon "spiritual illiteracy".
8. For the Jewish faith is recommended a loyalty to the program set forth through synagogues and traveling rabbis, and a faithful observance of home religious activities, including nightly Sabbath prayers, with particular ceremonial prayers on Friday evenings and high Jewish holidays throughout the year.
9. For all Catholics is recommended the faithful attendance of all educational activities of the Catholic Churches as presented in the weekday parochial schools, Sunday and vacation schools, and through the correspondence courses which are made available to families who do not live near a church.

#### The Strength of Religious Teaching in Colorado

The curricula of the three faiths, Catholic, Protestant and Jewish, are well planned and graded to meet the needs of the children for whom they are intended. Instructors in all faiths are well prepared, and opportunity is given to all leaders for continued



growth in knowledge of the curriculum and in spiritual attainment. Over fifty per cent of the Jewish teachers are professional. Religious instruction in the Catholic schools is given only by the Sisters who have had years of preparation and training, and by the priests. Protestants have a definite program for teacher training, largely of an interdenominational nature. Courses on the Bible; Methods of Teaching; Church School Administration; Vacation Church Work and many others are offered in community training schools. Some churches conduct their own training classes. Special training is given to youth as potential teachers in church school classes, summer conferences, and through other means.

The Commission on Marriage and the Home of the Federal Council has just published a new booklet entitled Good Homes. The first part gives results of a study of marriages; the second gives suggestions for co-operation of church and family; the third part gives an outline of worship for family life; and the fourth part gives thirty-one items of printed material which have been found helpful in promoting Christian family life.

## EDUCATION THROUGH THE SCHOOL

### I. CITIZENSHIP

In our democracy, the primary responsibility of the public school is to prepare future citizens for intelligent and loyal leadership and followership in all matters pertaining to the welfare of the nation, state, and the individuals that make up the state and nation. As rapidly as possible, therefore, the program of the schools should incorporate fully the following elements:

1. Democratic procedures in administration and, in proportion to the age and maturity of children and youth, democracy in the educational activities of the school.
2. Constant utilization of appropriate occasions to make clear to pupils the functioning of democracy in all life situations -- local, state, national, civic, industrial and economic.
3. Constant effort to make clear and real to all children and youth, from the beginning, the meanings and advantages of the American way of life.
4. The use of at least one fourth of the study and school activities of the child, in every year of his school life, for the furthering of his growth in the area of intelligent, loyal and informed citizenship, and in the capacity to live with others.
5. The inauguration in every community of a formal ceremony, under state auspices, inducting into full citizenship all young men and women who have, within the year, arrived at the age of twenty-one.

### International Relationships

Within the past few decades, the United States has moved rapidly from the status of a nation which could live comfortably and safely in a status of relative isolation and ignorance of other na-



tions and peoples, to one in which it is forced to dwell and cooperate closely with the nations of other continents and in which not only its prosperity but also its very survival are dependent upon the ability of its people to understand other nations and to develop intelligently plans of cooperating economically and of protection against aggression.

While in Colorado a very useful beginning of education about other nations has been made in the elementary schools, with somewhat less systematic instruction in that area in the secondary schools, it seems clear that much more attention should be given to developing in all American citizens the basis for the development of more practical national policies and practices.

Through formal courses in grades seven through fourteen, much more time and attention should be devoted to the following in courses taken by all students:

1. The nation-state system
2. Demographic problems - the racial make-up of the world
3. Economic problems - the raw materials sufficiency of the United States and other nations
4. Geographic problems - the location of each of the more important nations with reference to other nations
5. Strategic problems - the ability of a state to wage war
6. Historic problems - the traditional hates and fears of a people with certain important nations as examples; the people's contribution to modern civilization
7. Political factors and ideologies - the philosophy and political make-up of various nations, which should include a comparison of democracy with other forms of political philosophy and government.

## II. FAMILY LIVING, CONSUMER, PARENT, AND ADULT EDUCATION.

The completeness with which the home and its problems have been transformed within the last few generations constitutes a serious challenge to American society. For example, the implications in the way of needed readjustments and education outside the home, for home living, begin to appear numerous and important when we realize the extent to which the following conditions have come to exist:

- a. The home is no longer self-sufficient with the educative activities incident to self-sufficiency, but a purchasing unit for practically all its food, shelter, medical and dental services, social security, and recreation.
- b. Children no longer are thrown into association with their parents and brothers and sisters in the cooperative and maturing activities, the industrial, agricultural, recreational, and religious activities that characterized the home of the nineteenth century.
- c. Children as well as parents seek recreational and social life and activities within homogeneous age ranges more, and in commercialized pursuits into which moral or other education-



al considerations are definitely secondary to those of financial profits to the promoters.

- d. There is a lessened idealization of qualities of character - honesty, responsibility, industry, etc. - and a corresponding lessening of active parent responsibility .

In Colorado, in the great majority of schools, instruction is not being given in such fields as the following:

Home management	Life problems
Nutrition and food preparation	Purchasing
Clothing	Consumer education
Home arts	Child care
Cooperation	Home management
Home nursing	Clothing construction
Problems of family	and repair

Future fathers, as well as future mothers, though in much smaller numbers, are receiving instruction in most of the areas, though the number of boys is very small. Many girls take no formal course in these fields.

The instruction is given partly in separate courses and partly in courses in science, social studies, mathematics, etc.

Scores of agencies for adult education, active at some time in Colorado, include the following, which have much significance for the care and education of children in a democracy:

Colorado Congress of Parents and Teachers  
Colorado Federation of Woman's Clubs  
American Association of University Women -  
Colorado Division  
American Legion of Colorado  
The service clubs  
The Chamber of Commerce (Junior and Senior)  
The Y.M.C.A., Y.W.C.A., etc.  
The labor organizations  
The farm organizations  
The churches  
The State Division of Public Health  
Colorado League of Nursing Educations  
Colorado Conference of Social Welfare  
Colorado Council of Parent Education  
Colorado Municipal League  
Colorado Council of Religious Education  
Colorado State Nurses Association  
Colorado Tuberculosis Association  
Rocky Mountain Radio Council  
American Red Cross, Denver Office  
The Extension Divisions of the various institutions  
of higher education  
Adult Education programs of local school districts  
The State Department of Education  
The Parent-Teacher Associations  
Colorado Library Association  
Libraries throughout the state

While the total effect of all the agencies has been most valuable, there is abundant evidence to indicate that many prospective parents are not reached in school; many actual parents are not reached, and that those reached may get only a very small part of



the education necessary for the establishment and maintenance of homes constituting the environment for the most effective development of the potentialities in children.

The following recommendations seem, to our Committee, to be most clearly called for in the areas in which schools are active:

1. That larger Federal grants to the states be provided for educational services to adults.
2. That the primary purpose of the grants should be to stimulate the states to make adequate provision for civic and general part time adult education activities of which worker's education, citizenship classes for aliens, the teaching of illiterates, and education for family living and recreation would be a part.
3. That distribution of funds within states should be provided for through plans jointly agreed upon by the respective state and federal administrative agencies. The plan for each state should be prepared with the assistance of a state council of adult education, in which each major type of adult education in the state should be represented.
4. That the ultimate administration of adult education programs should be vested in local committees representing all interests of the area served. That public school officials should have an active part in any such committee and that public school facilities shall be put to use evenings to serve all the people who want to use them for educational and recreational purposes.
5. That in the beginning at least there shall be some sort of a state administrative organization, agreed upon by the various adult education interests of the state, to stimulate and aid local communities in setting up their adult education programs.
6. That (assuming that the work relief program of the federal government is continued) for the present the emergency adult education program of the WPA be reorganized and so directed that it can be most effective as an aid to other state institutions and local communities in setting up the desired locally administered adult education programs.
7. That Boards of education, school administrators, and teachers should give much attention to the opportunities and responsibilities for education for parenthood and family living.
8. That teacher training institutions should improve their curricula for teachers in the direction of preparing all teachers to point out the applications through subjects of family living.
9. That Parent-Teacher Associations should emphasize, as their major responsibility, the cooperative study of problems of child care and education.



10. That teachers should make appropriate connection between the subject matter taught and the problems of home living as experienced in the homes of the children in their classes.
11. That education for daily living, including much that may be properly called "consumer education", should be an important part of the training of every boy and girl before leaving school, both in special courses and as applications of general courses.

### III. HEALTH, PHYSICAL, AND RECREATIONAL EDUCATION.

Today available, reliable knowledge relative to health is several times as great as in the times of our grandfathers. The opportunities for and the responsibilities for giving health education in the schools have increased markedly as children have tended to remain in school until the ages of 16, 17 and 18 as compared to 12, 13 and 14, a generation ago. As yet, American society has not put into practice very effective plans for providing medical and dental services to those unable to pay substantial fees. Only a very small portion of our population has emergency medical service available; and to millions in rural areas what medical service is available must come from a distance, necessitating first aid in the home. Most important and true is the maxim: "An ounce of prevention is worth a pound of cure." With these things in mind, the following seem quite clear:

1. The schools should have a thorough and effective program of health education for future parents and for each individual for his own sake. This, of course, is in addition to the program of medical and dental inspection and relatively free medical service to the children of the lower economic levels.
2. In each child, society, as well as the parents, has a stake. It is to society's interest and responsibility, that each child in a democracy receive the advantages of every possible aid in growing to maturity in such a manner that he will realize his complete potentialities as a sound, healthy, vigorous organism.
3. The problems of health and health education of children will become much more acute as the conditions of war become more intense and universal. Among others, the following significant conditions will develop seriously within the next year or two:-
  - a. Increased damaging effects upon the nervous life of children from the tensions, excitement and obvious feelings of insecurity on the part of adults.
  - b. The adjustments in diet made necessary in many homes by shortages which will develop in green foods, vegetables, milk, eggs, and butter and by the inadequate net incomes and higher prices that soon will affect us all to a very marked degree



It is important for mental and physical health, as well as for citizenship, that every child be trained in and provided opportunities for recreation - physical and mental recreation of types independent of commercialized amusement, which will provide self-confidence and satisfactions with life, training in cooperation with others, and which will lay the basis for a program of recreational activities suitable also for adults. Recreation should include such activities as dancing, reading interests, hobbies, arts, crafts and physical sports and games.

In order that these important objectives may be realized, at least in greater part than at present, the following recommendations seem important:

1. There should be created either in the office of the State Department of Education for the schools, or in the State Department of Public Health, for those outside the schools, a state coordinator for health education. Until both offices may be created, one such official in one of the two departments should be established immediately.
2. A survey should be made to determine the extent and nature of inadequacies of the health program in schools and colleges educating teachers.
3. Through the State Department of Education occasional bulletins should be issued containing information relative to the advisory services and educational materials available in health and health education.
4. In the senior high schools, at least one semester of first aid and health education should be required; and in all courses in science, lessons applicable to health should be constantly pointed out.
5. Various agencies for adult education should give serious attention to the health problems of children, particularly to diet and nutrition during the war years, with the adjustments made necessary by changes in the supplies of some types of food.
6. Much less attention should be given in the secondary schools to intense inter-scholastic competition. We should return to a sensible proportion in this program which has operated in many communities to divert attention and resources from a real program of health and physical education, and has tended to put the school into the amusement business, which is rapidly coming to be the principal interest of many adults in the schools.
7. The schools should stimulate every community in the state to organize a youth council which will provide adequately for the health and recreational needs of out-of-school youth - particularly those unemployed.
8. Each school teacher should study carefully the principles of mental health and personality de-



velopment, and the possible effects all school procedures may have upon that most important area of child life and growth; and, furthermore, definite instruction should be given all prospective teachers in the subject.

9. The schools should continue their present tendency toward assisting youngsters to develop and practice various types of hobbies and other recreational interests.

#### IV. HANDICAPPED CHILDREN

It seems self-evident that since democracy does not mean identical opportunity for children who are handicapped by reason of being crippled, defective eyesight, limited hearing, tuberculosis, or other prolonged illness, extreme emotional abnormalities, or limited intelligence, especially adapted types of education or specially adapted means of providing normal types of education of both, are required in order that these handicapped children may be given advantages of education comparable to those for normal children. Among undemocratic peoples or in a society of very limited economic means, handicapped children are merely inevitable tragedies who must not hope for the educational heritage or their more fortunate fellow beings. In a democratic society such as ours, with the generous economic resources that we possess, it is possible to provide an appropriate education for even the "least of these".

Like other states, Colorado has made a splendid beginning in this area through the work in special education in the Bureau of Home and School Service in the State Department of Education, and through the provisions for special education in a few of the large cities. In many areas of the state, however, nothing like adequate service exists. The following recommendations which are in practice in at least a number of states would go far towards bringing an appropriate educational opportunity to handicapped children throughout the state.

1. Special state aid should be provided in each district for the purpose of special education for handicapped children, in proportion to the increased costs per pupil of such special education.
2. The geography of the state is such that an assistant Director of Special Education should be provided to work in the western half of the State.
3. Funds should be provided for the preparation and distribution of courses of study and other teaching aids for schools and teachers engaged in the education of handicapped children.
4. Each county or group of two or three smaller counties should with state aid assume financial responsibility for salary, traveling expenses and equipment of a traveling teacher in special education.
5. An institution of higher education should provide courses for the training of teachers in special education.



## V. VOCATIONAL EDUCATION AND WORK EXPERIENCE.

While education for health, citizenship, and family living is the most important direct responsibility of the school, the school has an important part to play in education for making a living. While all of the school subjects, the three R's, the sciences, the social studies, and all health and character education make important contributions to vocational efficiency, especial attention should be given to education for vocation.

1. Each subject should be taught in such a manner as to emphasize its applications to vocation.
2. Especial instruction should be given in grades beyond the ninth in vocational fields.

In Colorado, splendid advances in introducing a variety of types of vocational education into the curricula of the high schools have been made in the last two decades. In view of the facts, however, (1) that there are literally thousands of different types of vocations in the State and (2) that there are few communities large enough for specific education in school in more than a very few occupations to be economically possible, it is strongly recommended that:

1. Combination work and school programs in which the youngster learns by doing on the job the specific tasks of an occupation, and learns in school the basic scientific and general vocational background along with his education for health, citizenship and family living, should be developed in every community large enough to support a high school.
2. Vocational instruction in the schools should be, with few exceptions, rather general, and aimed at large groups of occupations rather than at specialized occupations, and be closely associated with related training in science and mathematics.

It is an evident fact that work experience which was not only an educational opportunity but an economic necessity in most homes of the nineteenth century, has all but disappeared. It is also clear that some substitute should be developed if young people of this and future generations are to benefit by the educative, maturing and character-developing results of work experience.

It is, therefore, recommended that in cooperation with the National Youth Administration and community work programs for youth, the schools throw in their influence and professional leadership to assist in the development of opportunities for work experience for all young people beyond the age of fourteen, assuming that prior to that age, play experience is perhaps more important than work experience.

## VI. EQUALITY OF OPPORTUNITY FOR EDUCATION AMONG CHILDREN IN A DEMOCRACY.

The amount and quality of education which should be available to a child who is to live in a democracy is dependent upon the problems and nature of the civilization in which he will live, not upon the accident of the location of his residence, or upon the economic status of his parents. He is to be in reality a citizen of the nation and of the state in which he will live. Upon him and



his education and upon others like him will depend the future of the state and nation, at least as long as we remain a democracy. It should be clear then that the amount and quality of the education of any children should not for any reason be permitted to fall below that of the average for the state and the nation.

In recent decades as a consequence of the development of cities and large centers of capital and industrial development, inequalities in wealth and hence in the ability to finance the education of children have become markedly greater not only between states but also in the districts within states. Among the states, Colorado ranks well towards the top in its ability to support schools, in spite of the different sizes of the districts.

In Colorado, there are 2,000 school districts, many with a population of less than 100 people and with an assessed valuation of less than \$50,000. The average valuation per school child ranges from \$1344 in Costilla County to \$26,478 in Summit County. In some districts the assessed valuation is less than \$1,000 per child and in many others greater than \$30,000 per child. In Boulder County one district has 80 times as much wealth per child as another just a few miles away. To provide a school costing half as much per child, a taxpayer in the poor district is compelled to pay a rate of taxation several times as great as that of the taxpayer in the district of greater valuation.

In spite of the unusual challenge to state responsibility for education, Colorado as a state contributes less to educational support than any other state save one. In North Carolina, for example, a very poor state, the poorest paid negro district pays its teachers more than many white teachers of white children are paid in Colorado and the State of North Carolina guarantees an eight month term for every child, colored or white, in the state.

The situation with respect to inequalities in educational opportunities, bad as it has been in Colorado, promises to become worse in the next few years as the result of a definite shortage of qualified teachers and the increased costs of living, including taxes far beyond anything this country has ever experienced.

There is no question of the legal responsibility of the state for public education or of the legality of state support for schools. In the Wilmore case, which tested the constitutionality of state grants for school aid, reported in 1937, the Colorado Supreme Court wrote, "one of the most outstanding and enlightened opinions on the subject to be found in any State".<sup>2</sup> This decision cleared the way for State appropriations to local school districts in the following terms:

"We hold that the establishment and financial maintenance of the public schools of the State is the carrying-out of a state and not a local or municipal purpose. The legislative department has the constitutional power to make the appropriation by the act here in question. Being for a state purpose, the imposition of taxes or the appropriation of moneys in the treasury, the proceeds from taxes imposed, is not unconstitutional under section 7, article 10, by the constitution".

1. WILMORE V. ANNEAR, 65 PAC. (2D), PP. 1433 FF. (1937)  
2. R.R. HAMILTON, SELECTED LEGAL PROBLEMS IN PROVIDING FEDERAL AID FOR EDUCATION. STAFF STUDY NO. 7, ADVISORY COMMITTEE ON EDUCATION. GOVT. PTG. OFFICE, WASHINGTON, 1938, PP. 19-22.



The legislature is free to appropriate and apportion funds for educational support.

It seems inevitable that Colorado should follow the lead of other states in assuming responsibility for guaranteeing to all children in our democracy a minimum educational program for eight months in every year. Two kinds of action are called for. Some action should be taken immediately to assist the poorest school districts to keep open for eight months and to employ reasonably qualified teachers; and a long range program should be thought through and put into practice at the next legislature.

It is, therefore, strongly recommended:

1. That the State administration set up a fund of not less than \$500,000 for emergency aid to financially-distressed school districts during the twelve-month period beginning July 1, 1942, and ending June 30, 1943, and make further provision for ensuing twelve-month periods as the needs dictate. Such funds should be distributed according to regulations and measures of need established by the State Department of Education, with the advice and assistance of such persons as that Department may select to serve as a special board for this purpose alone, the membership to be drawn from persons competent in the field of school finance.
2. That the Governor immediately appoint a Colorado School Survey Commission for the purpose of studying the district organization of the State and its financial structure, and for the purpose of developing a sound plan of school district reorganization and finance. This commission should recommend to the next legislature plans for more economic school districting in the state and for state aid towards equalization of educational opportunity.

## LEISURE TIME SERVICE

### In the Lives of Children

#### Introduction

While the importance of the proper use of leisure-time on the life of a child is more and more being recognized by the leaders in the fields of both formal and informal education, its great influence on the development of a child is not yet fully recognized by the people as a whole.

Hartshorne and May in their study of 5,000 New York school children discovered that the influence of a child's associates was of great significance in determining his attitudes and standards of conduct. This influence was second only to that of the parents, and increased as the child grew older. These findings have a direct bearing on leisure-time activities, for it is within the home and with his associates that a child spends most of his leisure-time. It is important, then that adequate facilities and leadership be given in this field, for it is here that the child finds much of his socializing experience. The nature of this experience obviously will depend upon the character of leisure-time activities and of their direction.



Under proper conditions, voluntary participation in informal education and recreation can do much to satisfy the elemental desires for security, friendship, recognition, adventure and creative expression. Such activities help to meet certain developmental needs, such as those for congenial companionship with the opposite sex, for emotional development, for the sense of "belonging", for being wanted, and of being understood. For a child, therefore, to grow up as a "normal" person, it is absolutely necessary that much attention be given to his emotional needs. No better avenue can be found for the satisfaction of these needs than through the proper use of a child's leisure-time.

At no other time in the history of man has it been so important to lay such emphasis on seeing that the leisure-time needs of our children are adequately provided for. What has happened in Great Britain since the present conflict is an excellent example of this, for Great Britain's juvenile delinquency has increased fifty per cent, and reform schools have been filled to overflowing.

In a special cable to the New York Post and the Chicago Daily News from London, February, 1942, William H. Stoneman states that some of the increase may be directly ascribed to the results of enemy action, but that according to British social workers there are many other factors in the rise of juvenile delinquency. Some of these are: lack of parental control due to the preoccupation of parents with other than family concerns, abnormally high wages paid to young workers, disruption of schools, clubs and other established centers, and the breaking up of homes.

The experience of Great Britain certainly should be not only a warning but also a danger signal to the United States, and we should see that in this emergency, we do not neglect the leisure-time needs of our children. While it is important that something be done in the present, we should also be concerned deeply for the future.

### Findings

What, then, is the leisure-time picture for children in Colorado? In order to secure information as accurate as possible, a questionnaire was sent to 152 leaders in the leisure-time field, of whom 64 returned replies. These replies give the following information:

1. The State gives little if any help to local communities. One County Supervisor of Recreation mentioned the fact that the State had leased the state armory to the Recreation Commission for a program of recreation.
2. The State does provide recreation facilities, such as parks, camping sites, pools, lakes, museums, and ski courses, in some communities. Twenty-eight of the replies stated that there were no facilities supplied by the state in their communities, while three mentioned an abundance of camping sites.
3. The State Planning Commission gives little help in the development of public recreation facilities. Five replies stated that such help was received. A state institution for dependent children mentioned the fact that the Commission assisted in the construction and repair of buildings.



4. A series of questions concerned local activities to meet the leisure-time needs of children. The replies to these brought out the following facts:

A. The programs included in the main such things as sports, physical education, social recreation such as folk dancing and square dancing, music, singing, handicraft, library service, sewing, cooking, and dramatics. The programs of the various communities ranged from well-rounded ones to none at all.

B. Facilities available include schools, churches, the Christian Associations, city ball parks and playgrounds, swimming pools, tennis courts, Scout houses, American Legion buildings, day nurseries, city ski courses, city auditoriums, lodge halls, and fair grounds. Here again, are wide differences in communities.

C. The equipment reported varied from that to be expected in a good leisure-time program to nothing at all.

D. The number of agencies in the leisure-time field ran from as many as ten in some communities (excluding Denver) to none; the number of paid staff members from twelve to none, with similar variations in the number of volunteers. In some communities, the leisure-time program is carried on entirely by volunteers.

E. In the majority of communities, there were no coordinating or community councils, to secure community and agency cooperation.

F. The percentage of children in the community being served varied from two to ninety. Several answered "a very small per cent" and one answered "almost all the children".

5. Another series of questions asked what was being done to provide leisure-time opportunities for certain special groups of children. The replies to these may be summed up as follows:

A. Children living in rural or sparsely settled areas: -- In some communities, there is a fairly good program, in others, nothing at all.

B. Children in families of low income:-- Here again the answers vary from opportunities equal for all income groups, to nothing at all.

C. Negro children and children of other mi-



nority groups: -- Again the answers vary from those reporting no distinction to those reporting nothing being done. Several mention special attention for Spanish children.

- D. Children in congested city neighborhoods: -- While some work is being done in some of these areas, very little is being done in others.
- E. Children just leaving school and not yet adjusted to outside life, with special emphasis on unemployed youth: -- Very little is being done in any of the communities. In one, a community center was established to provide for these young people.
- F. Children with emotional, mental, or physical handicaps: -- Here again very little is being done. One answer mentioned the purchase of a radio for such a group; one said "County nurse works with these"; another "playroom provided for them".
6. To the question, "What is done to acquaint the community with leisure-time needs and the work of the leisure-time agencies", the answers indicated that the chief means used are newspapers, radio, Parent-Teacher Associations, civic groups, community councils, group meetings, agency bulletins and papers.
7. The great majority answered "No", to a question as to whether the leisure-time services for children of the community were appraised or evaluated at least once a year, to see if they met the needs adequately. One answered "Fair check made"; other answers were, "Community Chest studies", "several surveys made", "Recreation Commission meets with organizations and clubs as to needs of community".
8. "What would you say are the needs in this field, either locally or state-wide" was asked. These suggestions were made: -- There is great need for paid leadership and financial aid; more trained leadership needed; more coordination and better cooperation between agencies; need for county councils; more facilities needed, such as skating rinks, swimming pools, materials for crafts, ball parks, reading facilities; need for better understanding of the purpose of the program, and recognition of responsibility of the community; need of a municipal recreation program publicly supported; need for adequate recreation between four and ten P. M. when delinquency occurs; constructive leadership; long term planning; less talk and get something done; objective research and follow-up; coordinate every possible effort, public, private, and schools, before we can even anticipate a gesture of actually giving opportu-



ity for wholesome recreation outlets for our children; need for a state organization to formulate policies, plans, and recommendations to be carried down to the local communities as practical suggestive procedures.

#### Recommendations

From the results of the questionnaires, through discussions at the meetings of the committee, and through personal conversations and correspondence with leaders other than those who returned the questionnaires, the Leisure-Time Committee of the Colorado White House Conference makes the following recommendations:

1. That a State Recreation Council or some other coordinating body composed of outstanding, recognized leaders in the field of leisure-time be organized to formulate policies, plans, and recommendations to be carried down to the local communities as practical suggestive procedures, with particular emphasis being given to the recommendations of this committee; and that the state provide the funds to give professional leadership to this Council.
2. That the development of recreation and the constructive use of leisure-time be recognized as a public responsibility, the same as education and health are so recognized.
3. That every effort be made to acquaint the community, especially parents, service clubs, and professional groups, with the vital part leisure-time activities of children play in their emotional development.
4. That a short-range and a long-range program for leisure-time activities be considered by the state, and by each local community, the programs to include plans to meet the emergencies arising after the war, as well as present emergencies.
5. That state, federal, or city funds be made available to make possible a well-rounded leisure-time program for all communities throughout the state.
6. That every effort be made to use all of the natural recreational resources of our state in meeting the leisure-time needs of children.
7. That local communities set up coordinating councils to prevent overlapping of effort; to make sure that all economic, national, and age groups are being served; and to make possible concerted action on local community problems affecting children.
8. That consideration be given to the "second generation", for from this group comes much delinquency.
9. That facilities such as schools, churches, etc. be made available for the leisure-time needs of



children to the maximum degree, and that where there is a lack of facilities they be provided.

10. That consideration be given to the following children: those living in rural or sparsely settled areas; those of minority groups; those living in congested city neighborhoods; those from families of low income; those just leaving school; and those with emotional, mental or physical handicaps.
11. That whenever possible all agencies working in any way with leisure-time needs of children employ trained personnel; and that when it is not possible to have such leadership, the volunteers be given professional supervision by a State Recreation Council.
12. That a definite plan of training for volunteer leaders be set up by the agency or council, and that every effort be made by the agency to draw upon the indigenous leadership of the community.
13. That leisure-time agencies evaluate their programs at least once a year by standards set up by a State Recreation Council to see how well the leisure-time needs of children are being met.
14. That every community endeavor to secure the interest and cooperation of the parents in planning and conducting the leisure-time program for their children, with emphasis on working with the people rather than for them.
15. That every community where parents are absent from homes because of war work or other reasons have a child care center to take care of the leisure-time needs of the children.
16. That every community evaluate its commercial recreation and take action to eliminate anything detrimental to children; and that those responsible for the programs of moving picture theatres and radios, and the publication of comic magazines, be urged to consider the psychological and emotional needs of children in their selection and arrangement of material.

Before recommendation number 16 was amended by the Conference to read as stated above, it read as follows:

"That every community evaluate its commercial recreation and take action to eliminate anything detrimental to the children of the community, and that in this evaluation, the radio and motion pictures be considered."

17. That private agencies continue with experimentation in the whole leisure-time field, especially in the areas of program and leadership.



# LIBRARY SERVICE FOR CHILDREN

## 1. Present Situation

The theory of library service to children in a democracy is that free books of good quality should be readily available to every child. No arguments need be presented to support this theory in a country devoting its every energy to the preservation of such ideas. We accept the theory. But in practice, good books are not available to children in Colorado unless they live in large towns.

### 1-a. School Library Service

For instance, in Colorado there are 1,836 small elementary schools without library books, many without even a dictionary. The high school situation is better, since to be accredited by the state colleges, high schools must maintain a minimum library standard. 658 high schools are so accredited. In the wealthier cities of the state, even the lower schools are rather well supplied with libraries, staffed by professionally trained librarians. It is the small rural schools that are unable to provide books for their children. This is especially regrettable because these are the same rural districts that are not served by public libraries.

### 1-b. Urban Library Service

The urban book service in Colorado is more or less adequate. All towns over 2,500 population provide some sort of library facilities. But in all towns, the library service could be enormously improved. The book collections are suffering from continual lack of nourishment, many of the books should have been retired on account of age long ago, the professional workers are entirely too few to keep up the standards that should be maintained, and the cities have been unable to render much real service to rural areas around about them. The borrowers in the cities represent only 36% of the total population. City libraries are existing on a budget of 57.6 cents per capita, when they should have at least \$1.00.

### 1-c. Rural Library Service

It is not, however, the towns, but the country districts that need the most help, and that soon, if the children of Colorado are to be provided with the education and enjoyment books can give. The number of people in rural districts in Colorado who have no library service would populate Colorado Springs, Alamosa, Durango and Denver, which is 31.9 per cent of the entire population of the state. Seven out of ten rural people in Colorado are without library service, and the farm families have the most children. Although the population of Colorado is almost evenly divided between city and country, nine times more money is spent on books for city people than for rural dwellers. Of the 63 counties in the state, 10 possess 71 per cent of the books in all Colorado public libraries. For the people in the little towns (and there are 206 communities with a population of less than 2,500) 95 towns provide a little library service, but 111 are bookless are far as free public book service goes. At present, although eleven counties provide some form of county library service, only six operate on a tax mill levy or appropriation provided by the county, and only three attempt to provide book service to people who live in the deep country.



#### 1-d. Per Capita Expenditure

Our rank in the nation as to percent of population without library service is 25. We spend 32.5 cents per capita on library service. We are far below Minnesota, which spends 56 cents per capita, and next above Montana, with 31 cents per capita. Although the American Library Association recommends at least \$1.00 per person as the library expenditure for a state, California manages to give library service to 98 per cent of its population on an 8 cents per capita budget. It should be noted that of the present expenditure in Colorado of 32.5 cents per person, the rural share of that amounts to only 4.7 cents.

#### 1-e. Colorado Library Law

The present library law of Colorado allows any county or town to establish a library and authorizes the use of tax money for its maintenance. Under this law some counties, Larimer and Weld among others, are giving library service to country people, but they need state support and encouragement. The present library law is a collection of ideas that law makers have had about libraries since 1876. Besides being inconsistent, it does not provide for regional libraries, for the certification of librarians, or for the necessary leadership by the state library agency in promoting modern methods of rural library extension.

### 2. Trends

#### 2-a. School Library Service

In the schools of Colorado the trend is toward better library service, especially in the larger schools. A high school, to be accredited by the state colleges, must have a certain minimum library. Although no similar pressure can be brought to bear on the grade schools, supervisors are becoming aware of the importance of books, and are providing for them in a few instances to the extent of their budgets. The consolidation of some school districts has increased the available book funds. An enormous number of rural schools are still without books, although the need is felt.

Larger schools are tending to recognize the professional standing of librarians. The State Department of Education accepts library training toward the requirements for a state teacher's certificate. In the wealthier high schools, trained librarians are hired for full time positions, although not in numbers recommended by the American Library Association, one librarian to each five hundred students. The quality of the books and the degree of service in schools is raised when a professionally trained librarian is hired. Teachers in smaller schools who take care of the library part time are encouraged to attend summer school courses in library science. As a whole, school administrators are increasingly aware of the importance of training young people in the way of books and libraries, and are making efforts to provide funds.

#### 2-b. Public Library Service

In 1934, 44 per cent of Colorado's population lacked library service. This figure dropped to 31.9 per cent by 1941. The trend is obviously to the good. But the rate of the speed of the trend unless accelerated considerably, is so slow that if your grandchild's grandchild lives in the country he will probably still be without library service.



Colorado is one of the states of the union which has some library service in every town of 2,500 or more people. In the larger towns, the public library has a children's department, sometimes in charge of a librarian especially trained for work with children. Some of the very large libraries have established an "in between age" department, where young people who have outgrown the children's room may be guided in the intricacies of the adult department by a librarian understanding adolescents. Cooperation in some towns between the public and school libraries is excellent. The trend toward using the helps provided by such national organizations as the American Library Association has improved the quality of the book stock. Despite these encouragements, much of the public library service in Colorado towns is very inadequate, and no one has observed a trend toward larger budgets.

Interest in county or regional libraries seems to be increasing. Three counties, Larimer, Weld and Mesa, now approximate county-wide service. One proof of the trend toward book consciousness in a rural district was observed in Larimer County. Six months after the experimental Work Projects Administration bookmobile was taken away from Larimer County, a new bookmobile was in operation, one half the cost of which came from voluntary contributions by families along the bookmobile's route.

### 2-c. Citizen's Interest

The most important trend in library service to children and adults in Colorado is the tangible interest citizens are taking in the library movement. In October, 1941, an organ called The Colorado Friends of the Library was established. With its help, and the help of various other organizations who have shown interest in libraries, the new library law may pass the 1943 state legislature, and better libraries may be established in town and country.

## 3. Goals

The goal--easily accessible, free books of good quality in adequate number, with professional librarian supervision for every child in Colorado. This can be accomplished through school libraries, public libraries in towns, and county and regional public libraries in rural districts.

### 3-a. School Library Goals

A system of cooperation between school and public libraries, and an extensive system of book collections traveling from one school to another will help the smaller schools to better library service. Larger schools should have adequate book collections housed in their own schools. The person in charge of a school library should be professionally trained both as a librarian and as a teacher.

### 3-b. City Library Goals

The libraries in cities of the state should have larger incomes in order to provide books which will interest more than the 36% of the population now borrowing public library books. Children's rooms, with professional librarians trained in children's work, should be provided.

### 3-c. Rural Library Goals

The goal for rural libraries is the complete coverage of the



state through county and regional libraries, supported partially by local taxes, and partially by state and federal aid. Branches or stations should be provided in small communities, and bookmobile service should serve open-country areas.

### 3-d. Certification Goal

Certification of librarians in Colorado should be established to insure trained supervision over the children's reading.

### 3-e. Legislation

The passage of a new library bill is needed to insure legislative authorization for the promotion of a consistent program of rural library extension.

### 3-f. State Library Leadership

The operating budget of the State Library should be expanded to permit the employment of a trained children's library specialist to advise and assist local libraries in maintaining adequate library service.

### 3-g. Budget Goal

The ideal income for adequate library service is at least \$1.00 a year per capita. State and federal aid, especially for the poorer districts of the state, is necessary. It was estimated in 1943 that federal aid to the amount of \$380,000 was needed to establish adequate library service in Colorado.

### 3-h. Cooperation with other Agencies

Complete cooperation with all agencies interested in the education and leisure-time activities of children is necessary to attain the goal of good books for every child.

## 4. Plan for Action

### 4-a. Promotion

The promotion of book consciousness throughout the state will increase the use of available library service, and increase the demand for the adequate library service that is the right of children in a democracy. Through the use of organizations we now have, especially the Colorado Library Association, the Library Committee of the Colorado White House Conference, and the Colorado Friends of the Library, we can organize library interest in the state. Contacts can be made with various groups in local communities who are vitally interested in the education, mental health, civic training and leisure-time activities of their children.

### 4-b. Statistics

The Colorado Library Association is making an extensive survey of the present library situation, both in regard to the quantity and quality of books, and to library workers.

### 4-c. Legislature

The new library law should be passed in the 1943 Legislature. This is the present major objective of the Colorado Library Association.



#### 4-d. Standards

The Colorado Library Association will set up standards for the various types of libraries, school, urban and rural.

#### 4-e. Certification

The Colorado Library Association is establishing a certification plan and will make every effort to have it adopted by the State of Colorado.

#### 4-f. Regional Libraries

The regional plan for Colorado Libraries which has been extensively studied, should be perfected and publicized. A demonstration of regional library service should be made in an area such as that represented by the San Luis Valley.

#### 4-g. Income

State and federal aid to libraries should be obtained.

#### 4-h. State Library

The State Library budget should be increased to accommodate a children's library specialist.

### 5. Summary

Library service to children in the State of Colorado, in 1942, is inadequate, especially in the rural districts. The present trends, in thought and action, are somewhat encouraging. The goal of library service to children is an adequate number of easily accessible books, of good quality, with professional library service, for every child in Colorado. The goal embraces library work to children through school libraries, town libraries, and county and regional libraries. Definite plans have been formulated, and work is in progress. By hard and continuous labor, utilizing the agencies at hand, libraries in Colorado must reach this goal by 1950.

## CHILD LABOR AND YOUTH EMPLOYMENT

### Findings in Regard to Child Labor Laws

Legal safeguards against the employment of children in Colorado are much below the standards recommended by the National White House Conference. The minimum age for employment during school hours and in manufacturing and mining occupations or in connection with power driven machinery is 14, as against the recommended minimum of 16. Similarly, the minimum age for employment in other occupations, except domestic service and street trades, is 14. The minimum age for hazardous occupations is 16 as against a recommended minimum of 18.

The National White House Conference recommends a minimum age of 14 for limited periods of work after school hours, and during vacation periods in agriculture, light non-manufacturing work, domestic service and street trades, whereas the Colorado law is that no child under 14 shall be employed during the time school is in



session, and that children under 14 engaged in agricultural work in the employment of persons other than their parents must secure permits from the superintendents of schools in their district. During the months of June, July and August, children over 12 may be permitted to work by securing permits from the local superintendent of schools. Thus, the Colorado law makes it possible for children of 12 and over to be employed in agricultural work.

In the matter of the number of working hours per week the Colorado law again falls short of the standards accepted by the White House Conference. It recommends restriction of hours of work of person up to 18 years of age to a maximum of 8 hours a day, 40 hours a week, with prohibition of night work. The Colorado law provides for a maximum of 48 hours a week and 8 hours a day for person under 16. It does prohibit the employment of persons under 14 after 8 p.m., or before 7 a.m.

The National Conference recommends that certificates of employment of minors under 18 should be issued only after the minor has been certified as physically fit for the proposed employment by a physician under public health or public school authority. The Colorado law contains no provision for a physical examination before the issuance of a certificate and no provision to prevent children working in employments for which they may be physically unfitted. Cases have been brought to the attention of this committee in which crippled and ill children were actually employed in agricultural pursuits. In many school districts, the superintendent of education would have no facilities for securing such physical examinations.

Another recommendation of the conference is that the law should provide for double or triple compensation under workmen's compensation laws in cases of injury to minors who are employed illegally. The Colorado law contains no such provision.

The national conference recommends that the law include provisions fixing the minimum wages at which minors may be employed. The Colorado law provides that it shall be unlawful to employ minors under 18 in any occupation within the state of Colorado for unreasonably low wages. The Industrial Commission is authorized to determine what constitutes unreasonably low wages, and to fix the wages in cases where they are found to be unreasonably low.

The national conference recommends the "abolition of industrial home work as the only means of eliminating child labor in such work." Colorado has no such provision.

The national conference recommends that in each state there should be "adequate provision for administration of all laws relating to the employment of children and youth." In Colorado the enforcement of the child labor laws is made a function of the chief inspector of the factory inspection division. The facilities for complete and thorough coverage of the state are lacking and the enforcement of the laws appears to be highly inadequate.

The system of giving to city and county superintendents of schools the authority to grant exemption certificates permitting the employment of children under 14 is open to criticism on the ground that the issuance of such certificates ought not to be part of the duties of school superintendents, and that these officials do not have the facilities for securing the information necessary to a wise decision in such cases.



One of the most serious conditions of child labor in Colorado has been improved, not by the laws of the state but by a national law. The employment of children in the planting and harvesting of sugar beets, has been curtailed by the provisions of the Jones-Costigan and subsequent federal laws which provide that persons who employed children under 14 in the growing of beets were ineligible for benefits under the Agricultural Adjustment Administration program.

It has been brought to the attention of this committee, however, that a movement is under foot to relax the restrictions on child labor in the beet fields. The plea is made that a shortage in labor because of the war will result in a need for children under 14, and that therefore restrictions on child labor in the beet fields should be eliminated, and that rural schools should be closed to allow children the opportunity to work in beet fields to show their cooperation toward the "food for victory" program. Another serious aspect of this industry is the employment of children by their own families, which is not restricted by law. The committee is unconvinced of the necessity of employing children under 14 in work in sugar beets and believes that there is still a large supply of adult labor available for this work. It believes that it is an unwise policy to endanger the health of children and to interfere with their education, and that a program which has these results is more likely to contribute to defeat than to victory in war.

#### Findings in Regard to Employment Guidance for Youth

In the matter of the provision of employment for older youth, Colorado again does not come up to the standards recommended by the National White House Conference. That conference endorses a program of "vocational preparation, guidance, and counseling services adapted to modern conditions and the changing needs of youth", to be extended in the school systems and conducted in cooperation with the schools. The committee believes that the facilities in Colorado fall far short of this recommendation. The school system includes provision for vocational preparation, guidance, and counseling services only through the vocational education board in Denver. Certain of the larger school districts do something to meet this need, but in the rural school districts throughout the state little is available.

Similarly, the national conference recommends placement services for young workers, staffed by properly qualified workers. This is found only to a very limited degree in Colorado, as developed in a few of the larger communities by the Works Progress Administration and the National Youth Administration.

#### Recommendations in Regard to Child Labor Laws

In view of these facts, the committee recommends that during the next ten years the state of Colorado should seek to attain the following program for the protection of children and in the interest of youth:-

1. The minimum age for employment during school hours and in manufacturing and mining occupations should be raised from 14 to 16.
2. A minimum age of 14 should be adopted for the employment of children in agriculture, non-manufac-



turing work, domestic service and street trades. No relaxation of the present restrictions upon child labor in agriculture should be considered until it is clearly demonstrated that there is no adult labor available for the necessary work. Parents should not be permitted to employ their own children in agriculture under conditions in which the employment of children for wages would not be permitted.

3. The minimum age for hazardous occupations should be raised from 16 to 18.
4. The hours of work for persons under 18 should be limited to 40 per week. The committee feels that in industries involved in the national defense program, where the working schedules may require longer hours, 48 hours per week might be permitted as a war emergency but that there should be a return to a minimum of 40 immediately upon the termination of the emergency.
5. The issue of employment certificates should be taken out of the hands of the superintendents of schools and made a function of the state welfare department. Such certificates should be issued only after the minor concerned has been certified as physically fit for the proposed employment by a physician under public health or public school authority.
6. Double compensation should be provided under the Workmen's Compensation Law in cases of injury to minors illegally employed.
7. The provision forbidding the employment of minors at "unreasonably low wages" should be clarified by the legal establishment of a definite minimum. The Industrial Commission should then have authority to determine minimum wages in specific industries at rates above this general legal minimum.
8. Industrial home work should be forbidden.
9. The administration of laws relating to the employment of children and minors should be greatly strengthened. It is recommended that the Child Welfare Division of the Department of Social Welfare be made the agency for the administration and enforcement of these laws, and be given personnel and funds adequate for the discharge of this function.
10. Schooling through at least nine months of the year should be both compulsory for and available to every child up through the age of 16.

#### Recommendations in Regard to Employment Opportunities for Youth

1. The community should recognize the obligation to provide a suitable educational program for all youths over 16 who are not employed or provided



with work opportunities.

2. Financial aid from public sources should be given whenever necessary to young persons to enable them to continue their education beyond 16 if they wish to do so and can benefit thereby.
3. Vocational preparation, guidance and counseling services adapted to modern conditions and the changing needs of youth should be included in the school systems.
4. Placement services for young workers, staffed by properly qualified and professionally trained workers should be made available by the schools in cooperation with public employment services.
5. Federal, state and local governments should provide work projects for youths over sixteen who are not in school and who can not obtain employment. The Civilian Conservation Corps and the National Youth Administration should be continued in order to serve adequately the purposes for which they were created. In making the appropriations for these agencies, and in planning their programs, due consideration should be given to the economic situation of the country, and to the needs of national defense. It is no contribution to national defense, national morale, or a sound economy, however, to have youth deprived of opportunities for constructive employment, education, and participation in national life.

Recommendation 5, as adopted by the committee and before amendment by the conference read as follows: "Federal, state and local governments should provide work projects for youths over 16 not in school who cannot obtain employment. The Civilian Conservation Corps and the National Youth Administration should be continued and enlarged to serve more wholly the purposes for which those agencies were created. The war emergency should not be made an excuse for restricting or curtailing the activities of these agencies so long as they are needed. It is no contribution to national defense, national morale, or a sound economy to have youth deprived of opportunities for constructive employment, education, and participation in national life."

### On Conserving the Health of Children

Progress, in the last analysis, is relative. In relation to the recommendations drawn up at the last child welfare conference in 1932 Colorado has made remarkable gains. Although the ultimate goals set up at the last conference have not been fully attained, real progress toward them has been achieved. Health education has been extended among all groups of the population; illness and deaths have been reduced not only in the population as a whole but also of mothers in childbirth and particularly of infants; programs for the immunization of children against certain communicable diseases have been extended; treatment of many diseases has been im-



proved; the necessity for better nutrition has been realized; and the close relationship between physical and mental health has been emphasized.

The accomplishments of improved and intensified education for physicians in the field of obstetrics are reflected in the various post-graduate courses in obstetrics which are now available every year in Colorado. Achievements in this field are shown by the reduction of puerperal deaths in this state from 9.7 in 1930 to 4.1 per thousand live births in 1940, and the decreased rate of infant mortality from 94.4 to 59.5, and a corresponding increase in the number of live births. At the University of Colorado School of Medicine the curricula has been expanded within the last few years to include additional courses in public health for all students. Recently the out-patient department at the University Hospital has opened a well-baby conference whose primary purpose is the introduction of medical students to the care of the well-child. A special industrial hygiene program has also been added in the University of Colorado School of Medicine.

Nursing schools have been improved with small schools being either absorbed into larger schools or abandoned so that all nurses are now being given adequate clinic practice in obstetrics and pediatrics.

The improvement in education in public health nursing is evident in the fact that today we have 60 nurses in Colorado who have completed at least one academic year of education in public health nursing, while in 1930 the number of Colorado nurses having had such training could be counted on one hand. The university of Colorado is planning to offer courses in public health nursing for graduate nurses in the near future.

Health education for the general public is reflected in an increasing interest in public health which is displayed by lay and local groups, such as the service clubs, Parent-Teacher Associations, the American Legion, women's clubs, and the numerous other organizations throughout the state. This interest is present in practically all areas of the state and is indicated by demands for: (1) better immunization programs for children against diphtheria and smallpox; (2) more tuberculosis and venereal disease case-finding clinics; (3) more adequate prenatal and maternal care; and (4) improved facilities for supplying pure water and milk.

This awakening of a general public health consciousness has brought about a degree of progress which is apparent to even the casual observer. For example, in 1940 scarcely five percent of Colorado's urban population had facilities for adequate sewage treatment, while in 1930 almost ninety percent were adequately supplied. In 1930, four tuberculosis case-finding clinics were held in the state and only 280 individuals were examined, while in 1940, forty-six case-finding clinics were held and 7,108 individuals were examined. (This is exclusive of the five permanent clinics where 10,646 persons were examined). In 1930 there was practically no provision made for the hospitalization of the indigent tuberculous individual through taxation, while today there is a legislative appropriation sufficient to care for approximately 200 such people. Services for under-privileged, crippled, and handicapped children have been extended until today provision has been made to provide case-finding, treatment, convalescent care, and rehabilitation services for the majority of all physically handicapped children in the state. The gratifying expansion of the Colorado State Division of Public Health is typical of the progress which has been made in general health work. In 1930, this impro-



tant and necessary protector of the health of all the people was but little larger or more effective than it had been at its inception in 1876. Its efforts were limited to providing elementary sanitation, laboratory and vital statistics services and the enforcement of limited police powers. Since 1930, however, it has greatly expanded all of these services and has added many new services such as the Divisions of Crippled Children, Maternal and Child Health, Dental Health, Public Health Nursing, Rural Health Work and Epidemiology, Tuberculosis Control, and Venereal Disease Control. These additions have been made possible largely through funds released through the Federal government. In brief, definite progress has been made toward practically every goal set up by the 1932 conference, and this was accomplished in a period of depression.

Since the 1940 White House Conference on Children in a Democracy, in Washington war has come to the United States. In war time, even more than in peace time, health is essential to the nation. Provisions for protecting the nation's health must, therefore, be continued. Nevertheless, the immediate primary objective of the nation must be to win the war, for otherwise even health will be of little value. In view of this fact, it is believed that programs now designed to conserve the health of children in Colorado should be based on the following practical considerations:

1. The greatest effort should be exerted in maintaining the gains which have been made rather than in promoting extensive expansion at this time. We should hold what we have.
2. New activities should be confined to those spheres very directly related to the national emergency. Expansion in new directions should not be attempted unless vital to the war effort.
3. Preference should be given to general public health measures designed to promote the well-being of the entire community, since the health and well-being of children depend very directly upon the health of the community as a whole.

With these considerations in mind the Committee on Conserving the Health of Children makes the following recommendations:

- I. Health services, both preventive and curative, should be made available to all groups of the population in all parts of the state. Efforts should be made to encourage the individual and his family to secure needed medical, dental and nursing care from their own resources. Where individual resources are inadequate, the local community should supply the need with whatever assistance is necessary from the state or nation. In providing for the public health needs of a community, however, the individual is helpless and organized health agencies must be substituted. Voluntary agencies have contributed greatly in the past in many fields and are indispensable. Their development should be encouraged in the relation to the needs in each community.

Perhaps the greatest health need in Colorado at the present time is the extension of full-time local health services organized



either on a county or city basis. This is particularly important in those areas where new cantonments and large industrial areas have sprung up. The health of the children as well as of the surrounding population depends to a large extent on proper sanitary conditions, proper housing, pure water, adequate sewage disposal, pasteurized milk, and adequate communicable disease control. In order to facilitate the organization of full-time health units the committee emphasizes the need for:

- (a) Permissive legislation to provide for the establishment of such health units.
  - (b) A recodification and revision of existing health and sanitary statutes bringing the state health laws into conformity with present day knowledge and practices.
- II. Where conditions prevent the establishment of a full-time health service efforts should be made to secure at least the services of one or more qualified public health nurses.
  - III. Efforts should be made to keep the officials of the Procurement and Assignment Service informed regarding health conditions in the various areas of the state in order that medical, dental and veterinary personnel may be kept adequate for minimum civilian needs. Effort should be made to maintain good standards of health and medical services. If untrained or partially trained personnel are used to meet the emergency short courses should be set up to acquaint these workers with their duties. It should be emphasized that further study and training must be required as soon as the emergency will permit.
  - IV. Individual physicians should accept the responsibility of seeing that all children under their supervision are immunized against diphtheria and smallpox during their first year of life. For children who have not been previously immunized, public health officials should see that provisions are provided for this, either through private funds or in clinics. School health authorities should be encouraged to assist in planning for this protection in areas where public health organization is inadequate. It is recommended as an emergency measure that an immediate survey be made of the status of immunization in the state. This should be carried out as a community project with some local agency taking the leadership. Complete immunization programs should follow in communities in which need is indicated.
  - V. Provision should be made in state law and in city ordinances for proper milk sanitation, the most recent United States public health service standard milk ordinance to be used as a model. Community investigation of milk borne diseases, especially **brucellosis**, will show the necessity for adopting such ordinances.



- VI. Facilities for maternal and child care should be continued and expanded to insure the best possible care for the mother during pregnancy, at delivery and during the lying-in period to guarantee each infant a reasonably healthy start in life. These facilities should be extended as soon as possible to areas of the state known to have high maternal and infant death rates.
- VII. More and better supervised convalescent homes and other foster home care should be provided for children who cannot remain with their families because of disease or war conditions. More adequate follow-up workers should be employed to provide proper supervision of children placed in these homes or returning to their own homes from hospital treatment for tuberculosis, cardiac disease, crippling conditions and other ailments.
- VIII. Provision should be made to provide adequate nutrition for all the people. This program should provide educational facilities and practical demonstrations of how to provide, prepare and serve food. In local communities more home economists are needed to translate the information provided by the nutritionist into the everyday language of the populace.

The efforts of the State Nutrition Council should be encouraged. Adequate nutrition service should be supplied to all areas. There is a definite need for co-ordination of services under some central control. It is further recommended that a study of the nutritional status and needs of people of Colorado be made by sampling various areas of the state according to standards recently set by the United States Public Health Service.

- IX. Local provision should be made to provide adequate dental facilities for children, with communities being encouraged to use the consultation service available from state organizations.
- X. Facilities should be developed in local communities for providing treatment for venereal disease during pregnancy. Such treatment should be extended to include children with venereal disease, either congenital or acquired.
- XI. It is recommended that facilities be extended for finding children with defective vision. The rural eye clinics now in operation should be extended to additional areas and should be made a regular service rather than being continued on a demonstration basis.
- XII. Additional beds should be provided for the treatment of children with communicable disease, active tuberculosis, and children with other physical handicaps which require special facilities for medical care and education.



- XIII. An interdepartmental committee should be developed between health and welfare agencies - first on a state basis to be extended as needed to local areas to promote co-ordination of health and welfare services which will include service to children.
- XIV. We advise that a division of mental health be set up in the State Division of Public Health, its purpose to establish in local health units co-ordination of existing psychiatric services for children and to help in the development of new services. This program should include parent education in the rearing of children.
- XV. The planned, consistent use of volunteers is urged, particularly during the emergency. The professional personnel should feel special responsibility for introducing these workers to tasks in the health field.
- XVI. Health education should be greatly increased as the basis for all health activities. Health education should be included in all adult education classes. The health education program in schools should be increased and intensified. Central direction for the co-ordination of this work in all parts of the state is necessary.

In many instances it may be said that people fail to put known health knowledge into practice. This is serious when it affects only the individual responsible but when it affects whole communities, it is still more serious.

Failure to use existing knowledge may be due to political obstacles. Each citizen should feel a personal responsibility in seeing that such hazards do not stand in the way of good health work in his community.

### AMENDMENT TO THE REPORT CONCERNING THE HEALTH OF CHILDREN (Passed from the Floor)

This Conference looks with favor upon means for the adequate control of undulant fever and other infectious diseases in milk but issues a word of caution against the use of sanitary regulations for milk as an economic means to unduly increase the price and thus curtail the supply of milk for children.



## CHAPTER III

### SUMMARY

The proceedings of the Colorado White House Conference of 1942 on Children in a Democracy combine records of accomplishment with statements of present needs and recommendations for the future. The years since the Colorado White House Conference of 1932 have seen many advances in public provision to protect and advance the welfare of the children of the state. A state Department of Public Welfare, with a division of Child Welfare has been established; Colorado, in common with the other states of the nation, has shared the benefits of the Social Security Act for dependent and handicapped children; as a result of state and federal cooperation, marked improvement in certain aspects of the health of children has taken place, including the establishment of Divisions of Crippled Children, Maternal and Child Health Care, Dental Health, Public Health Nursing, Rural Health Work, and Epidemiology, Tuberculosis Control, and Venereal Disease Control, additions which have been made possible largely through funds released by the Federal government.

The studies of the ten sections of the Conference revealed, however, many serious gaps in the program of the state for the protection and education of its children. Particularly is this true in the rural areas of the State, where fifty-five per cent of the population under twenty-one live. Because of the sparse and widely scattered population of many areas, the long distances between towns and villages, and the rugged mountainous nature of much of the surface, it has been difficult to extend to many communities the services and facilities available to urban areas, or to rural areas in more densely populated and more accessible sections of the country. So the reports of the committees reveal inadequacies in the most fundamental of services for children, education and health protection, in many of these areas.

Inadequacies in educational facilities are especially serious, for they mean a restriction of the opportunity for individual development, and of the capacity for intelligent participation in citizenship, which every child in a democracy should have to the fullest measure. These inadequacies are due primarily to two factors, lack of economic resources in the local areas, and insufficient state assistance to compensate for these restricted local resources. In eight counties of the state, in 1940, the average valuation of taxable property per child was less than \$2000, in twelve other counties, between \$2000 and \$3000 per child. In some districts, the valuation is less than \$1000 per child. The problem is complicated by the small population of many of the districts. The average population is 558, while the average area is about 52 square miles. The share of the state income tax going to local schools is not enough, in many counties to furnish funds to carry on a full-time school program. As a result, in at least two counties of the state schools have had to close for lack of funds, and have been reopened only by the use of emergency measures by the state. Training in many vital subjects, such as citizenship, international relations, parenthood, health, and vocational preparation leaves much to be desired in many urban as well as in rural schools. Provisions for the education of handicapped children are also insufficient. Many of the children of the state are not reached by agencies of religious education.

Another educational service to which children in many rural districts do not have access is that of the library. Seven out of ten of the rural population of the state are without library service, constituting thirty-two per cent of the total population. 1,836 small elementary schools have no libraries, while of the 206 communities with a population of less than 2,500, 111 have no free public library service.

There appears to be a grave lack of non-commercial, organized recreational facilities in the state, especially great in the rural districts. Sound and healthful recreation may be an extremely powerful factor in the education of children, and in creating in them desirable social attitudes. The lack of facilities for this type of leisure time activity in a large part of Colorado means a serious loss to its children.



The second fundamental service inaccessible to many of the children in the rural areas of the state is that of health agencies. At least in part as a result of the inaccessibility and sparse population of many sections of the state, the infant mortality exceeds that of the nation as a whole by 12.5 per thousand, being 59.5 in 1940, as compared to 47.0 for the entire country. The death rate of new-born infants also exceeds that of the country as a whole, 4.1 as compared to 3.8 for the United States, in 1940. Many of the rural population live in counties with no hospital facilities, some with no physicians in the same county. Many of the children of Colorado do not have the advantages of such medical services as immunization, tuberculosis case-finding clinics, sanitary protection for milk and water supplies, prenatal and maternal care clinics and dental service.

The laws of the state for the protection of children, both rural and urban likewise show many gaps. Colorado is one of the three states having no state supervision of the care of children in foster homes, and the laws in regard to adoption and child-placing do not provide for supervision by the social welfare agencies of the state, adequate for the protection of children. The procedures for securing birth certificates need modification to bring them into harmony with accepted standards. The state homes for defective children and the state reformatory lack educational programs to fit the needs of the children and youth in the institutions.

The ages at which children may be permitted to work are uniformly two years lower than those now accepted as standard practice and recommended by the national White House Conference, and regulations for employment of minors, such as limitation of the hours of work per day, and per week, are similarly below these standards. Not only is the law inadequate, but provisions for its enforcement are insufficient in both personnel and funds.

The shifts in population occasioned by the war and the growth of defense industries and military establishments have created many new problems in recent months. Housing is among the most serious of these. Reports from many communities show conditions of overcrowding, congestion, and inadequate housing, which can not but have serious consequences for the children exposed to them. Families in communities where new construction is going on have been found living in converted barns, shacks, chicken houses, and in trailer camps. Some have but one or two rooms, with no kitchen or bathroom facilities. In other cases, poor housing, with its deleterious effects upon children, is not a result of the war, but a continuation of an old, chronic condition. This again is especially the case in rural areas, where it is aggravated by the fact of a high proportion of tenancy, and by presence of the families of migratory seasonal workers. The housing provided for seasonal workers duplicates all the undesirable features of that in construction areas.

To meet the needs revealed by their studies, the committees very generally turned to two sources of assistance--the State of Colorado, and the United States. For many of the problems, the obvious remedy is a change in the law or the enactment and enforcement of new provisions. Thus, changes are recommended in the laws regarding foster homes, adoptions, birth certificates, probation and parole, and on many other topics concerning the welfare of children. For other problems, the solution seems to lie in greater assistance to the local areas of the state by the state authority. Thus, for the solution of the problem of education in the rural districts, more state assistance for schools, libraries, and recreation is recommended. In a third group of problems, the solution proposed is further assistance from the federal government to the state of Colorado. Thus, to provide more adequate care for dependent children, two committees recommend larger grants from the federal Social Security Board.



Some committees find the solution to the problems revealed by their studies in a changed attitude in the people of the state, to be brought about through education. Thus the committee on The Family as the Threshold of Democracy urges the more general practice of the fundamental principles of democracy in the families, schools, churches, and other social groups of the state, while that on Religion in the Lives of Children urges more religious teaching in the homes of all denominations in the state.

These are fundamental approaches, for all advances in the field of child welfare must depend ultimately on the favorable attitudes of the public. To turn to the government for action to meet many of the problems, however, is natural and necessary. The problems are social, and must be met by social action. In our democracy, the government of state and nation is the most effective instrument for large-scale social action. In acting through the government, the people are not acting through an agency apart from themselves. They act through that agency which represents their own combined and cooperative effort. Only through such combined and cooperative effort can many of the problems of child welfare in our complicated society be met.

The more important recommendations of the various committees of the conference are summarized in the following outline.

#### Recommendations of the Conference

1. Broad extension of social services for children, including:
  - a. State aid to local schools for the education of physically and mentally handicapped children.
  - b. A state system of supervision and control of foster homes and of adoptions.
  - c. Extension of publicly supported child welfare services to all urban and rural areas.
  - d. A parole system with trained personnel for those discharged from institutions for delinquents.
  - e. Establishment of more child guidance clinics, and extension of the services of those now in existence.
2. The removal of discriminations against children of racial minority groups.
3. The simplification of procedure in securing birth certificates through adoption of the Model Vital Statistics Act.
4. Greater emphasis upon democratic processes in home and school.
5. More liberal grants for assistance to mothers of dependent children.
6. Better housing for low income families, and improved laws to guarantee minimum housing standards.
7. Extension of facilities and opportunities for religious education through an enlarged program on the part of the churches, and through greater cooperation between homes and churches and schools and churches.
8. Improvement of the educational system, especially in the rural districts, through a broadened program of state assistance to local schools.







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 Bouck, Polly Pueblo, Colorado  
 Burnett, Rev. W. R. Pueblo, Colorado  
 Carlson, Adelle Pueblo, Colorado  
 Cary, Elizabeth Pueblo, Colorado  
 Cencel, Martha Pueblo, Colorado  
 Dallimore, Gladys Pueblo, Colorado  
 Edmundson, Dora E. Pueblo, Colorado  
 Leech, Mrs. Robert Pueblo, Colorado  
 McClelland, Alberta Pueblo, Colorado  
 McKenna, Agness Pueblo, Colorado  
 Ormen, Mrs. Fred B. Pueblo, Colorado  
 Sanger, Mrs. Wm. Pueblo, Colorado  
 Smith, Evelyn Pueblo, Colorado



ROUTT

Huron, Mrs. Helen K. Steamboat Springs, Colo  
Smith, Isa Sprague Steamboat Springs, Colo

SUMMITT

Badger, Susan Emery Breckenridge, Colo

TELLER

Chafee, Mrs. E. B. Victor, Colorado

WASHINGTON

Middlebrook, Anne Akron, Colorado  
Thornton, Esther Akron, Colorado

WELD

Atkinson, Mrs. T. E. Greeley, Colorado  
Bedford, Rose Greeley, Colorado  
Benell, Mrs. O. E. Greeley, Colorado  
Buckley, Grace Greeley, Colorado  
Carlson, Mrs. O. A. Ft. Lupton, Colorado  
Carpenter, Mrs. M. M. Greeley, Colorado  
Field, Mrs. Martin Greeley, Colorado  
Fulemwidar, Mrs. G. L. Greeley, Colorado  
Henriksen, Marie Greeley, Colorado  
Levine, Mrs. Solon J. Greeley, Colorado  
McCourt, Mrs. J. Fred Greeley, Colorado  
Marshall, Mrs. A. P. Greeley, Colorado  
Naffziger, Ruby B. Greeley, Colorado  
Parker, Mrs. Bruce Greeley, Colorado  
Parker, Mrs. H. D. Greeley, Colorado  
Sears, Mrs. Roy Greeley, Colorado  
Sittler, Mrs. O. A. Greeley, Colorado  
Strickler, Luella Greeley, Colorado  
Strubel, Mrs. Preston Greeley, Colorado  
Struck, Elizabeth G. Ft. Lupton, Colorado  
Wilson, Dr. W. J. Greeley, Colorado

YUMA

Fennie, Francis Yuma, Colorado  
Gordon, Sara Wray, Colorado  
Smith, Maude E. Wray, Colorado

OUT OF STATE

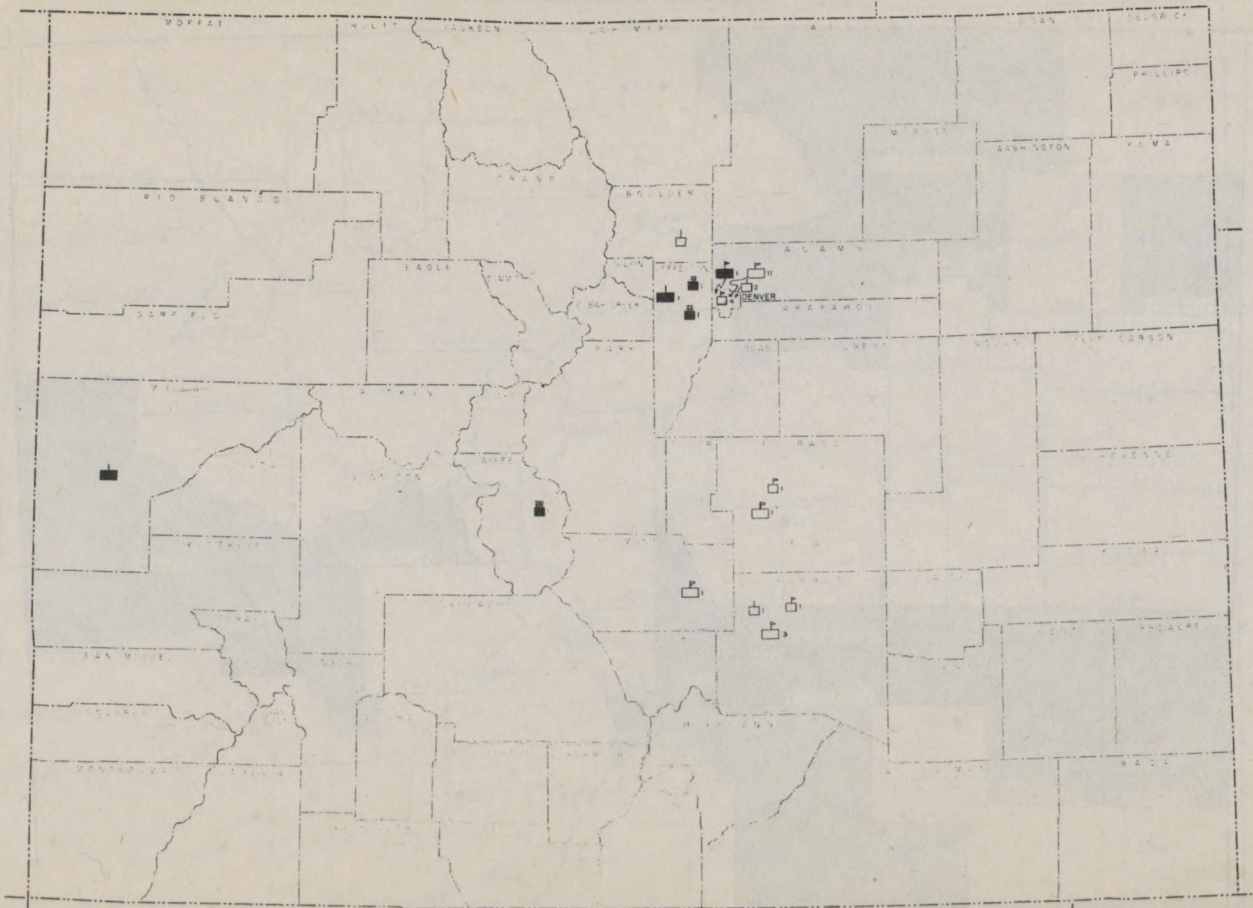
Brownley, Aleta San Francisco, California  
Chaves, Mrs. David Santa Fe, New Mexico  
Field, Marshall Chicago, Illinois  
Hartwell, Ethylyn Cheyenne, Wyoming  
HOGG, Mary Cheyenne, Wyoming  
McKinnon, Mrs. Edna R. Washington, D. C.  
Maxwell, Marion Cheyenne, Wyoming  
Tobin, Patricia Cheyenne, Wyoming  
Werntz, Mrs. E. S. Gillette, Wyoming














# INSTITUTIONS AND AGENCIES CARING FOR CHILDREN\*



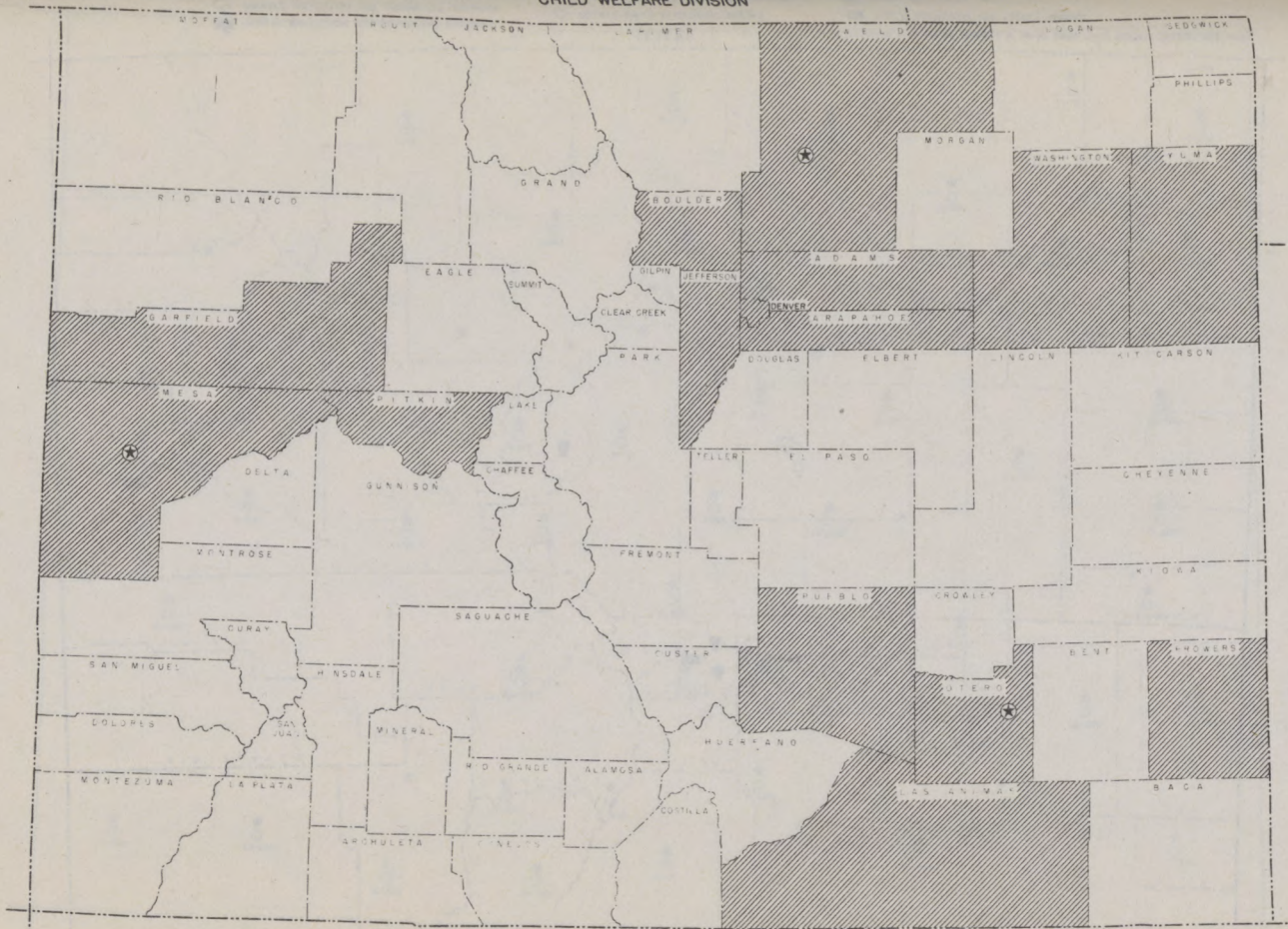
- LEGEND**
- |                                                                                                                                |                                                                                                                          |                                                                                                                              |
|--------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------|
|  PUBLIC INSTITUTION FOR DEPENDENT CHILDREN  |  PRIVATE CHILD PLACEMENT AGENCY       |  PUBLIC INSTITUTION FOR FEEBLE MINDED   |
|  PRIVATE INSTITUTION FOR DEPENDENT CHILDREN |  PUBLIC INSTITUTION—STATE REFORMATORY |  PUBLIC INSTITUTION (INDUSTRIAL SCHOOL) |
|  PRIVATE DAY NURSERY                        |                                                                                                                          |                                                                                                                              |

\* A separate map shows counties in which State Child Welfare Division has units.



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### STATE DEPARTMENT OF PUBLIC WELFARE CHILD WELFARE DIVISION



CHILD WELFARE UNITS UNDER SUPERVISION OF CHILD WELFARE DIVISION.....

CHILD GUIDANCE CLINICS IN COOPERATION WITH COLORADO PSYCHIATRIC HOSPITAL.....\*

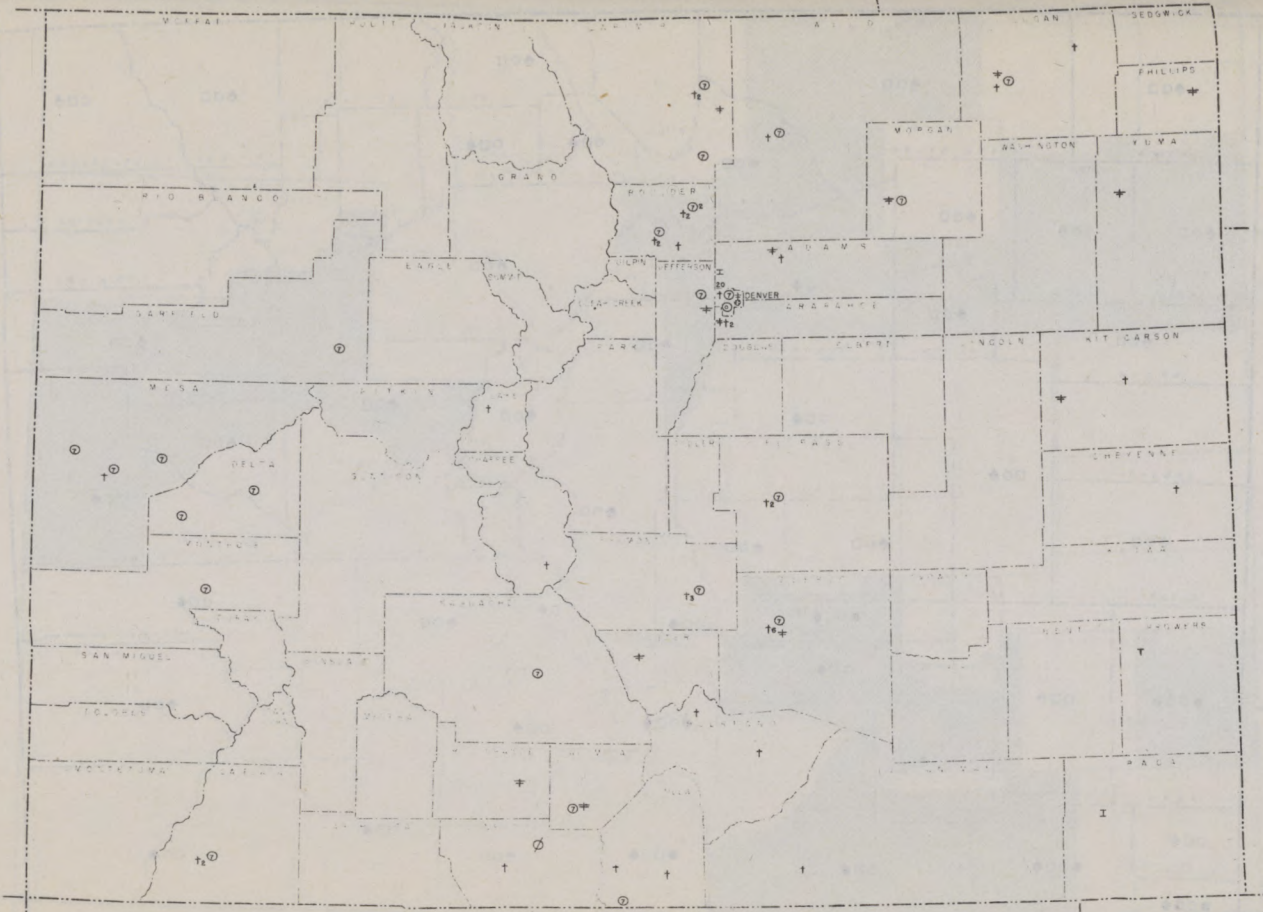






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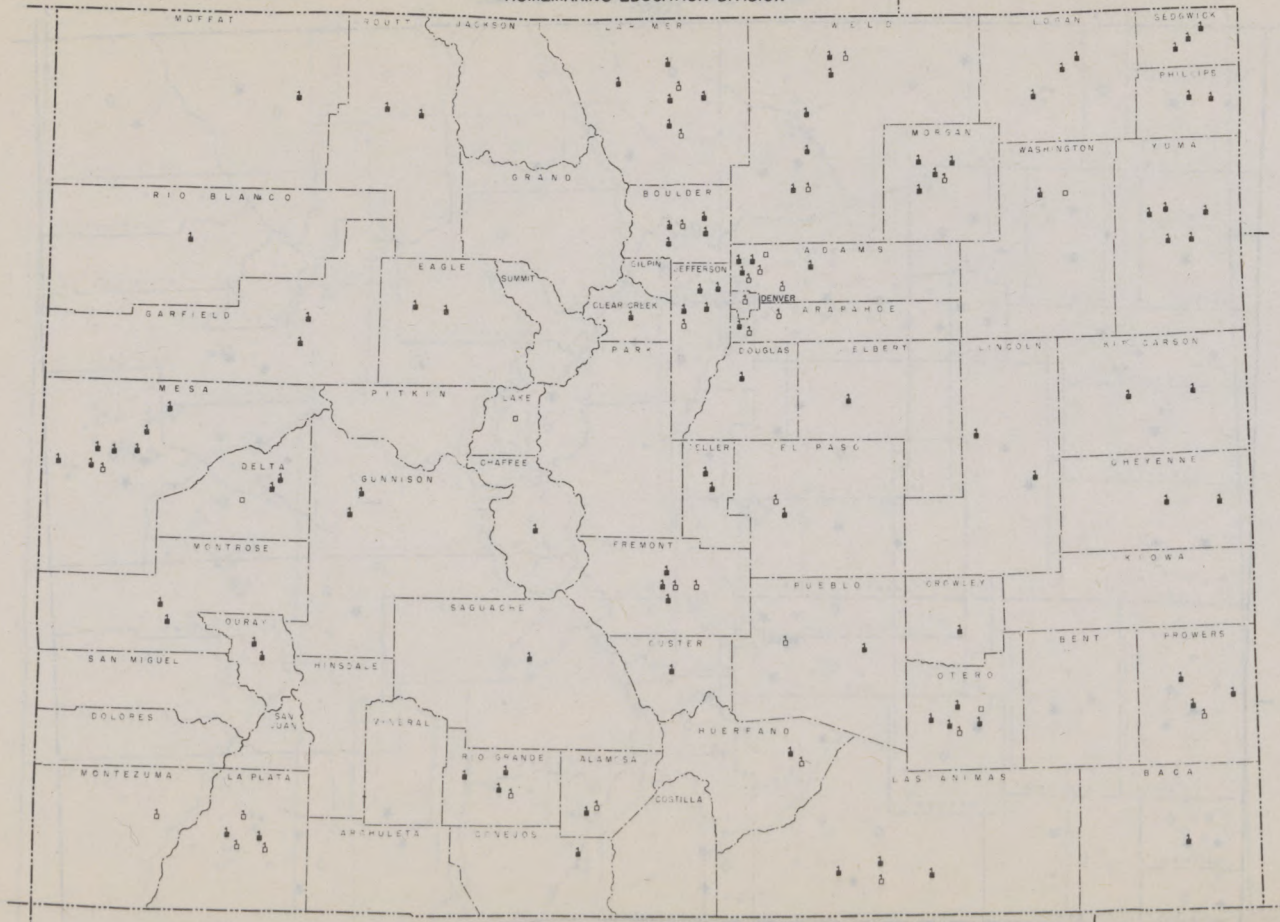
### LOCATIONS OF PAROCHIAL CHURCH SCHOOLS



- LEGEND**
- |                   |              |                           |
|-------------------|--------------|---------------------------|
| ⊕ — CHURCH OF GOD | ⊕ — LUTHERAN | ⊕ — PILLAR OF FIRE        |
| ⊕ — CATHOLIC      | ⊕ — MORMON   | ⊕ — SEVENTH DAY ADVENTIST |
| ⊕ — EPISCOPALIAN  |              | ⊕ — BAPTIST               |



# THE STATE BOARD FOR VOCATIONAL EDUCATION HOMEMAKING EDUCATION DIVISION

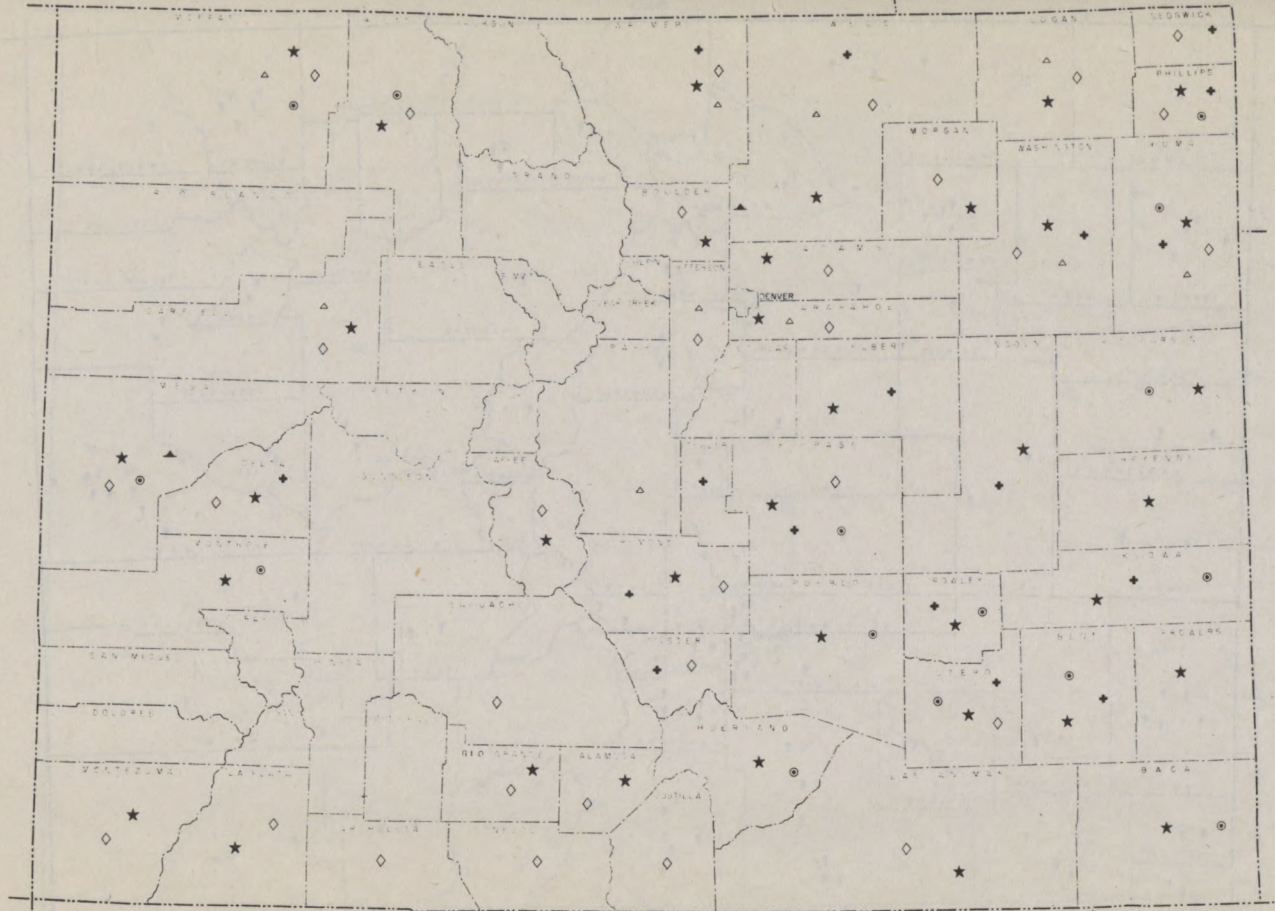


LEGEND  
△ OUT-OF-SCHOOL, YOUTH AND ADULT CLASSES  
□ SUPERVISED, BUT NO SUBSIDY  
■ HIGH SCHOOL CLASSES



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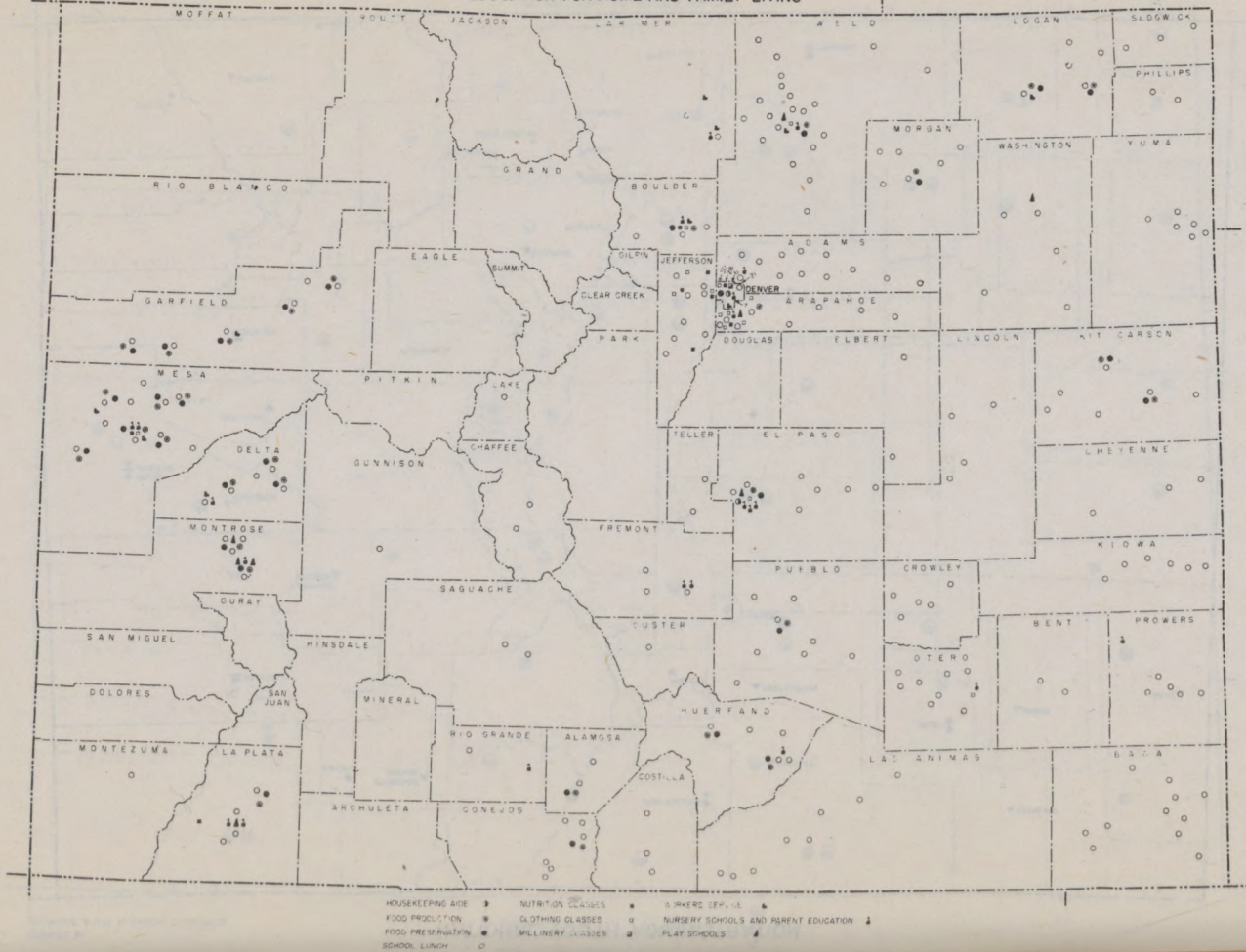
# FARM SECURITY ADMINISTRATION



- LEGEND**
- ★ COUNTY F.S.A. OFFICE
  - PURCHASING ASSOCIATION
  - ◆ HEALTH ASSOCIATION
  - △ RECREATION CENTERS
  - ▲ FARM FAMILY LABOR CAMP
  - ◇ SANITATION PROGRAM



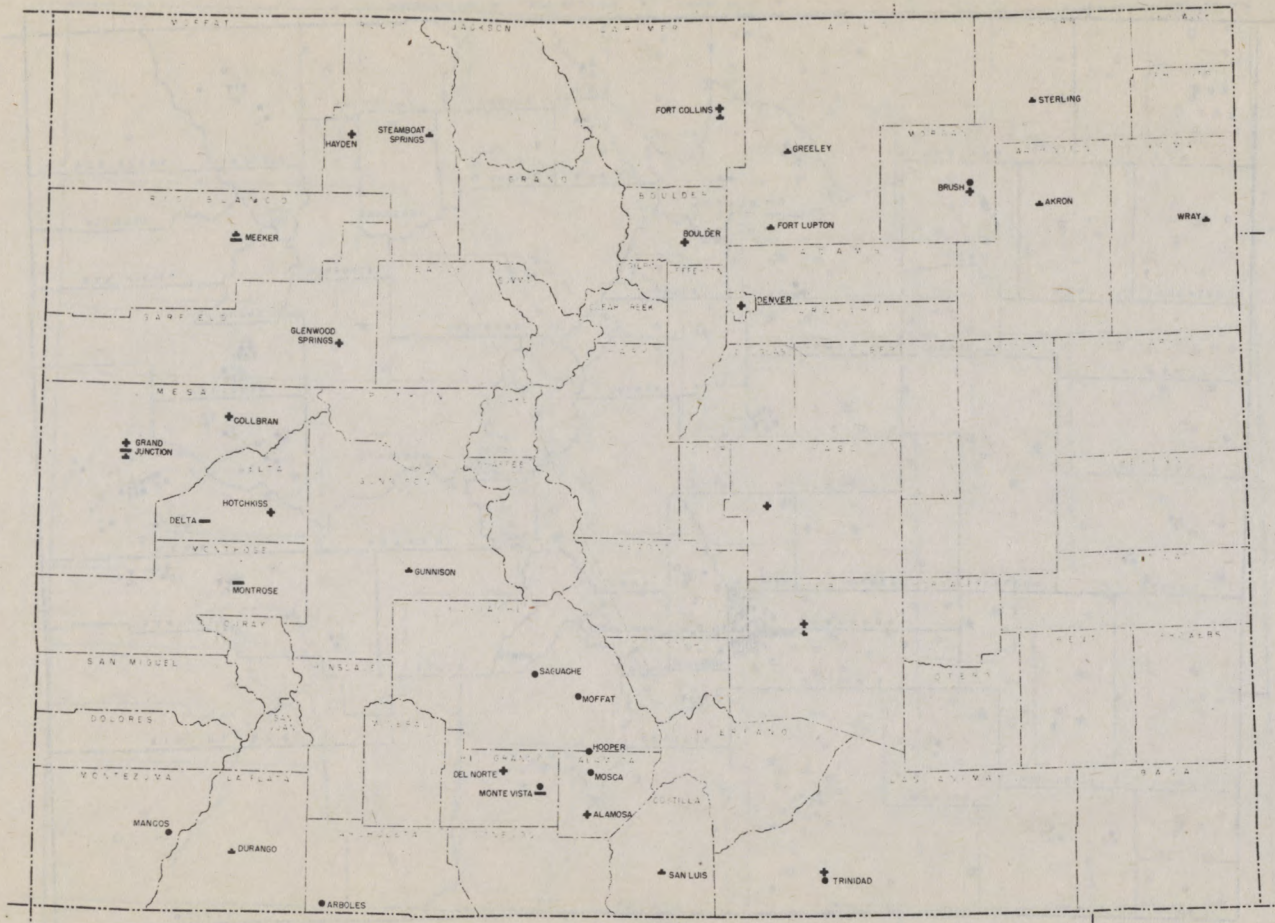
## LOCATION OF ACTIVITIES OF W. P. A. PROJECTS EDUCATION FOR HOME AND FAMILY LIVING





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# NATIONAL YOUTH ADMINISTRATION



AID TO HOSPITALS .....✚  
AID TO PUBLIC HEALTH NURSES .....▲  
DEPARTMENTS AND CLINICS .....●  
AID TO SCHOOL LUNCHEONS .....○  
AID TO CHILD CARE CENTERS .....■

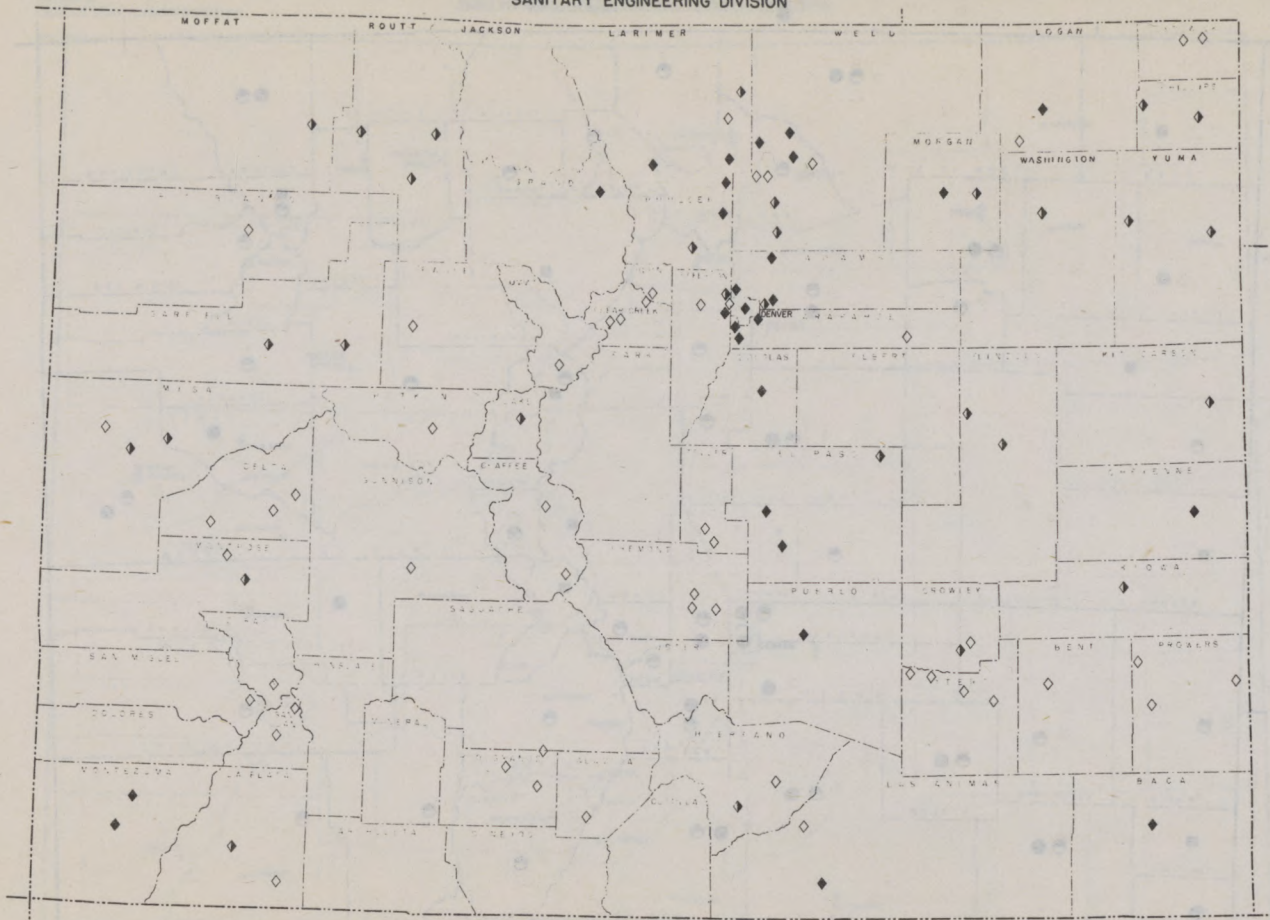






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# COLORADO STATE HEALTH DEPARTMENT SANITARY ENGINEERING DIVISION

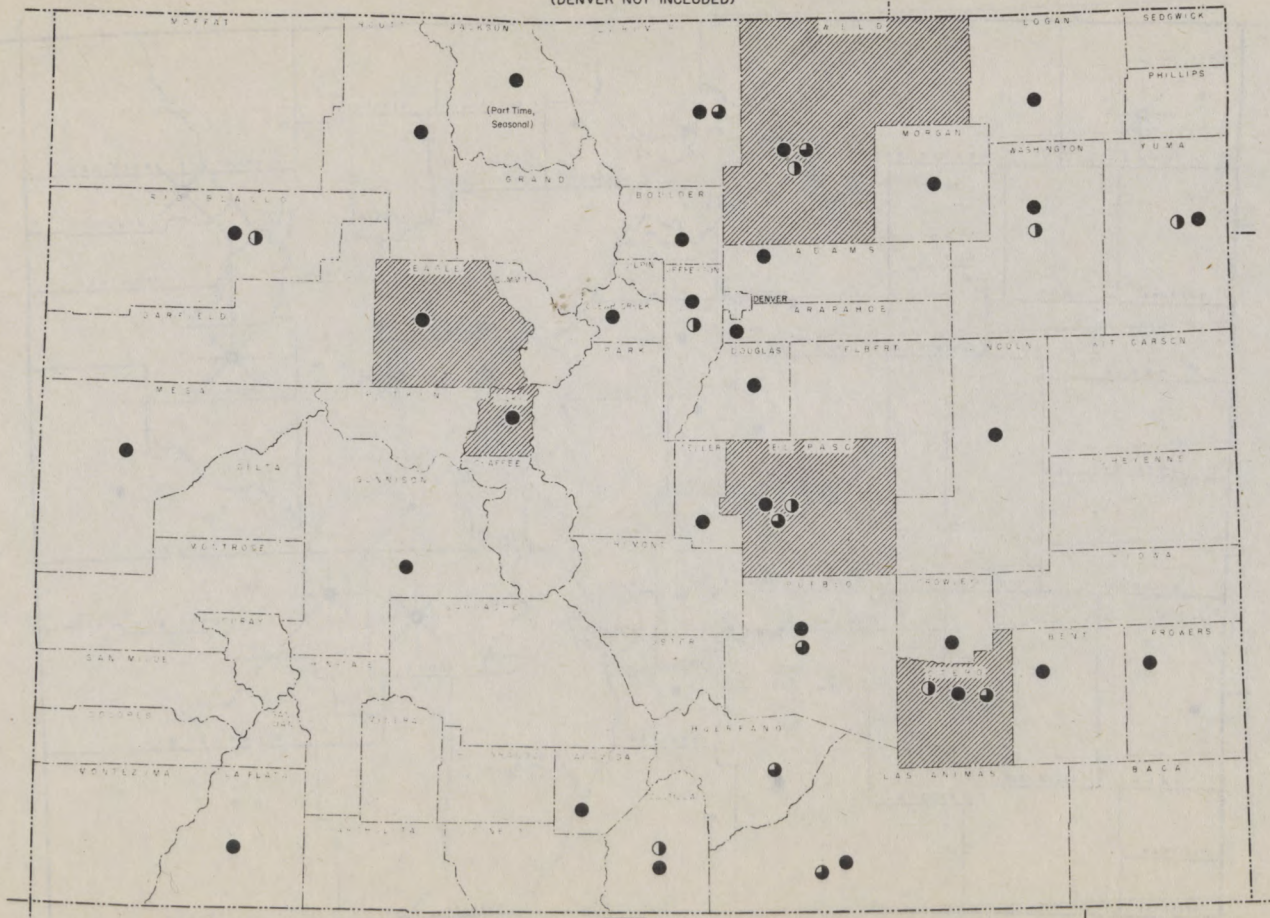


LEGEND  
COMPLETE SEWAGE TREATMENT-----◆  
PRIMARY SEWAGE TREATMENT-----◇  
NEEDED SEWAGE TREATMENT-----◇

COLORADO STATE PLANNING COMMISSION



## STATE AND LOCAL COMMUNITY HEALTH SERVICES (DENVER NOT INCLUDED)

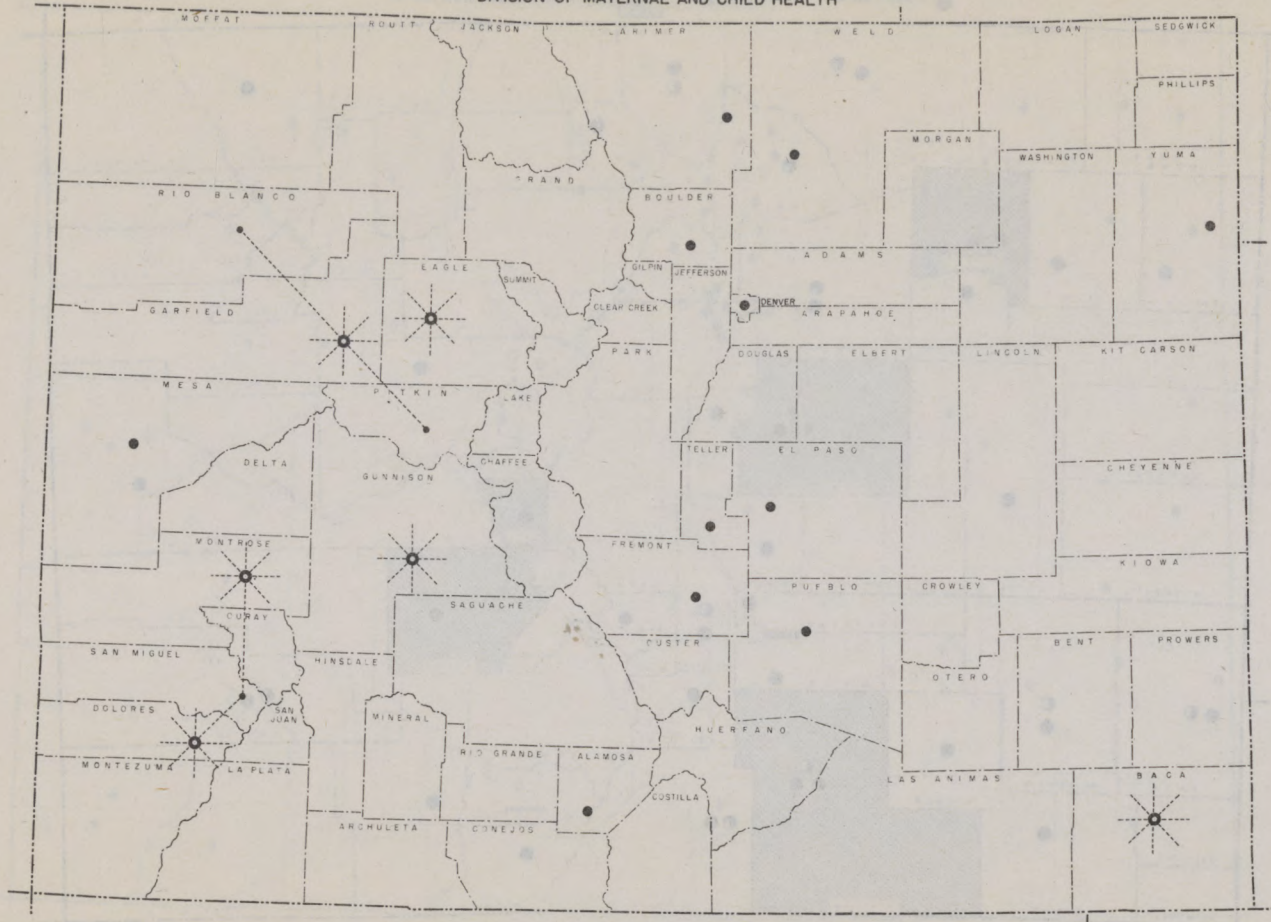


FULL-TIME HEALTH UNITS-----[Hatched Box]----- GENERALIZED SERVICE ONE (1) OR MORE NURSES-----●  
 MATERNAL AND CHILD HEALTH MEDICAL CONFERENCES-----○ VENEREAL DISEASE CLINICS AND FOLLOW-UP SERVICE-----●  
 ALL COUNTIES RECEIVE CRIPPLED CHILDREN MEDICAL CONFERENCE, NURSING AND FOLLOW-UP SERVICE



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# COLORADO STATE DIVISION OF PUBLIC HEALTH DIVISION OF MATERNAL AND CHILD HEALTH



REMEDIAL DENTAL CARE PROGRAMS—● SIGHT CONSERVATION CLINICS—★



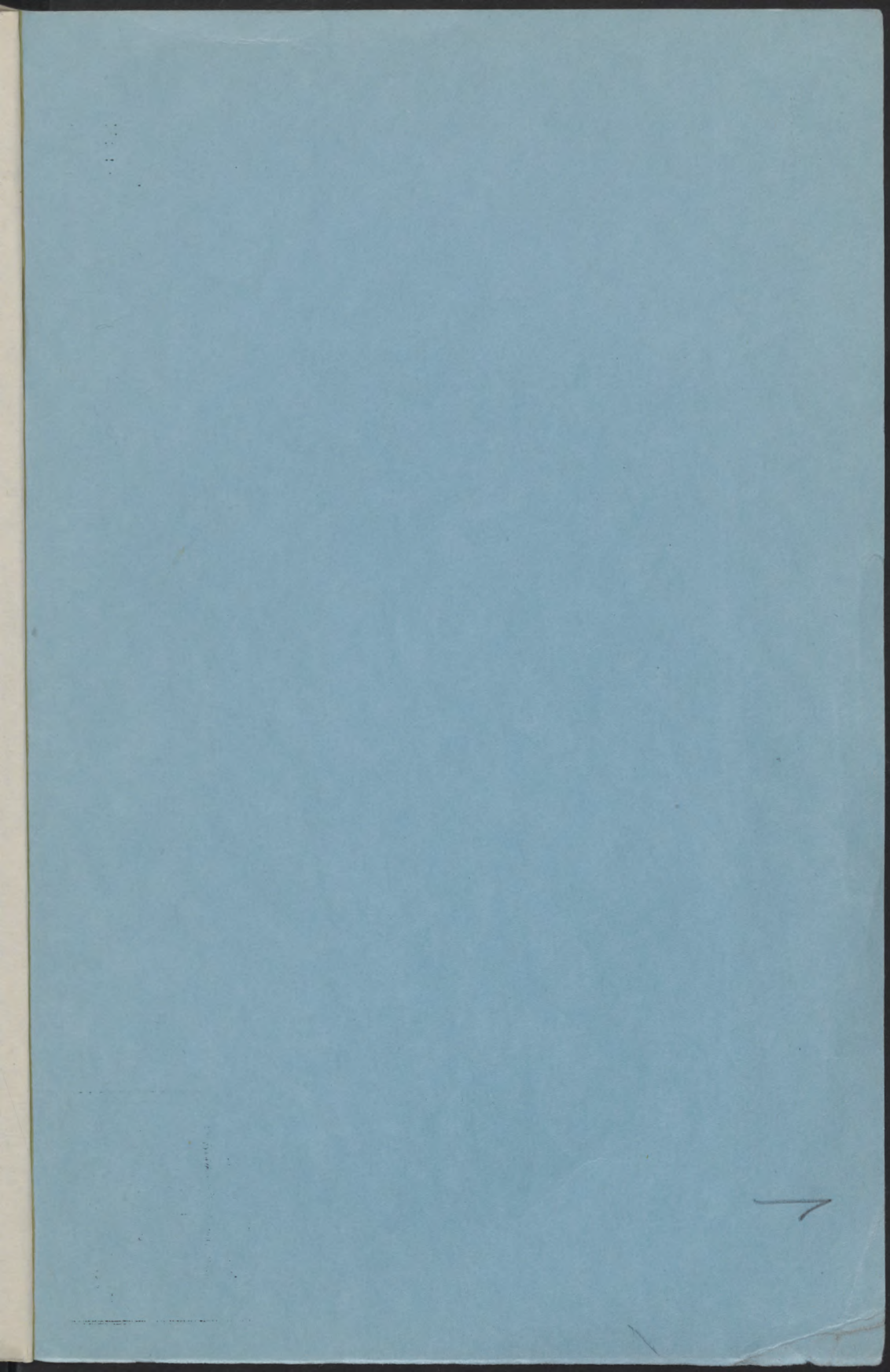




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STATE CAPITOL ANNEX  
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