

ment. The Maryland Committee also feels that much better results could be obtained if the duty of making the examination and issuing work permits to children were placed under the supervision of the school authorities, and will also strive to have the present laws changed in this respect. The committee is receiving valuable assistance from Mr. A. J. McKelway, the National Secretary for the Southern States, now located at Washington, D. C., in its efforts to secure favorable legislation at the present session of the legislature.

JANUARY 17, 1910.

JOSEPH C. JUDGE,  
*Secretary.*

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#### MASSACHUSETTS STATE CHILD LABOR COMMITTEE.

The work of the Executive Committee this year has been in organization, investigation, legislation and law enforcement. In regard to the mechanics of organization, the committee has an office adjoining that of the National Child Labor Committee in Boston. This office is open all day; the secretary has an office hour—one hour each day—and gives one-third of his time to the work; has one assistant and stenographer. The Executive Committee holds its meetings monthly at the office and exercises constant supervision over the work. Four hundred and sixty-one associate members have been enrolled, and there are twenty correspondents appointed by affiliated organizations to keep in touch with our committee. Preliminary work has been done in establishing connections with women's clubs, social reform clubs and trade unions throughout the state.

At the beginning of the year the Executive Committee adopted the plan of work shown on the chart. In some details, such as establishing relationship with men of public spirit and editors, and getting one or two dependable members in each factory town, the plan has not yet been put into operation, otherwise a large part of the work outlined in the first three columns has been completed.

#### *Present Conditions*

The principal work of the committee this year has been in investigation of the sufficiency and enforcement of our child labor laws. Massachusetts does not hold that high place in child labor legislation generally accorded it by its citizens. Twelve states have a shorter day's work than Massachusetts—five states have the eight-hour day; eighteen states restrict night work more than Massachusetts does; thirteen states require more schooling than Massachusetts—eight states require at least eight years and thirteen states require at least six years of schooling; and eleven states prohibit labor of children, until the sixteenth birthday, in specific occupations injurious to health.

One of the greatest defects in our law is the 10½-hour day which may be required of children from 14 to 16. The only statistical information of great value in the whole field bears upon this question. The number of children between 14 and 16 employed in factories, workshops and mercantile

| PLAN.  |   | ACTION.  |
|--|---|--|
| ORGANIZATION.  | COLLECTION OF DATA.   | STUDY OF DATA  |
|  | GET THE FACTS.  | BY THE WHOLE COMMITTEE   |
| <p>Establish Relationship with</p> <p>(1) Associate Members. Suggest ways in which active assistance can be offered.</p> <p>(2) Affiliated organizations (throughout the state).<br/>                     (a) Trade Unions.<br/>                     (b) Committees interested in Child Labor.<br/>                     (c) Women's Clubs.<br/>                     (d) Social Reform Clubs.</p> <p>(3) Affiliated Individuals.<br/>                     (a) Clergy.<br/>                     (b) Men of public spirit.<br/>                     (c) Editors.</p> <p>Get one or two dependable members in each factory town.</p> | <p>(1) Through the Organization.<br/>                     (a) Get reports on the condition of law enforcement.<br/>                     (b) Public opinion. (Test the accuracy of these reports.)</p> <p>(2) Through the State.<br/>                     (a) Official reports.<br/>                     (b) Inspection of case, reported to police.</p> <p>(3) Through newspapers. (Clipping bureau.)</p> <p>(4) Through personal observation in large cities.</p> <p>Card catalogue all information.</p> | <p>(1) Publication of results.<br/>                     (a) Newspapers.<br/>                     (b) Circulars.<br/>                     (c) Annual report.</p> <p>(2) Organization of public opinion.<br/>                     (a) Public meetings.</p> <p>(3) Secure<br/>                     (a) Better legislation 1910.<br/>                     (b) Better law enforcement.</p> <p>Delay action until investigation and study are completed.</p> |

establishments is reported by the state police to be 15,420. The number of children of this age employed in all occupations is estimated to be between 20,000 and 35,000. No argument is needed to show that the law which allows these children to be worked 10½ hours a day is a bad law. The results of this investigation go to show that Massachusetts has not sufficient law.

Much time has been spent in the study of statistics, the actual conditions of factories, theaters and other places where violations are likely to occur, and the system of inspection. Statistics on this question reveal little. It is possible to estimate the number of children between fourteen and sixteen at work, but the important question in regard to law enforcement is the number of children under fourteen. The only sources of information which bear upon this question are the censuses. One of these is now nine years old; the other four. The figures given in these censuses are not only out of date, but do not correspond with each other or with the facts we have found. The United States census of 1900 gives the number of children under fourteen employed as textile workers in Massachusetts as 44; messengers, errand and office boys, 137; in agricultural pursuits, 1588. The state census of 1905 reports 264 children under fourteen years of age employed.

In our study of actual conditions we have been able to make only very rough estimates of the amount of child labor. Forty-eight factories have been inspected in various parts of the state, and from our reports in regard to these it would appear that there is little employment of children under fourteen in factories, but considerable and very taxing employment of children between fourteen and sixteen. There appears to be much violation among messengers, newsboys, errand boys and in farm labor, especially in the delivery of milk, but the committee has not yet thoroughly investigated these trades. In the theaters a large amount of violation has been found. The provisions of the law requiring schedules to be posted in mercantile establishments are largely violated. There is undoubtedly laxity in regard to age and schooling certificates. In one instance the police informed me that a child whom I saw, evidently not over eight years old, had a certificate proving her age to be eighteen. The committee needs a larger investigating force in order to push forward the study of actual conditions.

A study of the inspection system reveals a great weakness in the enforcement of child labor laws. Taking into consideration the number of men and the state appropriation, the state police is not wholly to be condemned. It is inadequate to deal with the problem. Its inspection extends only to factories, workshops and mercantile establishments, and it is not sufficiently equipped to inspect all these places even as frequently as once a year. Inspection also should extend to theaters, tenement shops (the health inspectors are not required to report on child labor) and outdoor employments. Truant officers are permitted, but not required to inspect factories, workshops and mercantile establishments. The district police is the only department now concerned with child labor; its chief field is criminal work, and the reports of the district police contain nothing in regard to child labor except the number of children between fourteen and sixteen found employed in 1908, and the statement that two of the women

inspectors are detailed, in connection with other duties, for enforcement of laws relating to employment of women and children in factories, workshops and mercantile establishments. I have found these inspectors willing to investigate any case reported, although in many instances they have been slow.

Our investigation of facts, then, shows the need of better laws, more adequate statistical investigations of the number of children at work, and a more adequate inspection system.

### *Children on the Stage*

The committee has taken a defensive stand in regard to legislation, and has paid some attention to law enforcement. The only proposed legislation which seemed seriously to affect our position this year was the bill introduced by the theater managers to allow children to appear on the stage. This bill probably would have passed except for efforts of the committee. At a crowded hearing the committee presented arguments which induced the legislative committee to refer the bill to the next General Court. Complete justification of our opposition to this bill is found in the results of this year's campaign of enforcement of the present law. Theaters throughout Massachusetts have been watched, and in twenty cases children under fourteen have been stopped from appearing on the stage. There were probably fully as many more children not detected, the only clue in the case of performances outside Boston being newspapers. There is much sympathy for the employers of stage children, and newspapers have a tendency to favor the theaters, but the evil is one of considerable importance.

It may be unfortunate that the only work of the committee in the direction of law enforcement has been in the case of theaters, for this is a very small part of the field which a committee enforcing child labor laws ought to cover. For this reason it might appear that over-emphasis has been put on theaters. The explanation is that the program of the committee has been one of preparation and investigation, and not one of law enforcement. It was necessary, however, to take up the matter of the theater-law enforcement as a result of the committee's stand in defeating the theater bill. One of the strongest arguments at that hearing in favor of changing the law was that the present law cannot be enforced, and our committee asked for a year to prove it could be enforced. We have conclusive proof that it can be enforced.

An exception in our law, allowing children to be employed in theaters, would be unwise not only as a step in undermining the law with exceptions, but also on its own merits. To a person who sees a performance once and sees a child appearing for fifteen or twenty minutes, it seems like play rather than work; but the physical contortions of the child in dancing and acrobatic performances repeated in exactly the same way every night for a season, the mental bias the child gets from the artificial and over-stimulating life and the moral weakening from the modern play are fully as harmful as the work of messenger boys or mercantile employment and possibly some kinds of factory work. Any one who will stand at the stage door of

a theater at 11.30 or 12 o'clock at night and watch the pathetic face of a small child as he comes from this form of night work will no longer consider it play. There are, of course, several instances of great actors and actresses who made a beginning as children on the stage. This is one of the most common arguments for allowing children to appear. One of the great men of to-day, Booker T. Washington, rose from slavery. That is not a very strong argument for the existence of slavery. In many cases children who appear on the stage are well cared for and probably not greatly injured; the conditions of negro slavery also were beneficial to a few. There are undoubtedly instances where other employments are beneficial to children, but we must legislate for the mass, and not for the individual.

#### *Present Needs*

A campaign for legislation to cover the points of weakness, more accurate statistical investigations, a larger detective force in the employ of the committee—possibly a truant officer with power to enter factories and demand certificates of age and schooling—and a more comprehensive state inspection system seem the things our work needs most.

There is another entirely different kind of work we need to do in educating and organizing public opinion. I believe our work ought to be combined with the campaign for industrial education. Child labor reform and industrial education are, in my opinion, so closely interwoven that a public campaign for both separately is not one-half as effective as a campaign for both together. When we tell parents what they ought not to do with their children (*i. e.*, send them to a factory) we should tell them what they ought to do (*i. e.*, send them to an industrial school); and in the same breath that we say to the public that industrial education is a good thing, we must be able to explain why child labor is a pernicious thing. The industrial education advocates need our help as much as we need theirs. They need to be able to say, "There is a law against sending children to work; it is enforced and it ought to be enforced," just as much as we need to say, "Here is the substitute for child labor—industrial education."

RICHARD K. CONANT,  
*Secretary.*

JANUARY 1, 1910.

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#### MICHIGAN CHILD LABOR COMMITTEE.

The legislature of Michigan, in 1909, passed a new child labor law. The obsolete notary public system of issuing working papers is now replaced by a system modeled very closely after the "standard child labor law". A nine-hour day for children (and women also) and the prohibition of night work, were obtained in a number of industries. Unfortunately, night work was not prohibited in stores or in the telegraph and telephone messenger service. This committee used its influence in securing the passage of this law.

We hope to be able to secure next year the prohibition of night work