The concept of institutional care in relation to personal selection at the Maryland Training School for colored girls for the period 1937-1947

Edythe Roberts Watson

Atlanta University

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THE CONCEPT OF INSTITUTIONAL CARE IN RELATION TO
PERSONNEL SELECTION AT THE MARYLAND TRAINING
SCHOOL FOR COLORED GIRLS FOR THE PERIOD
1837 - 1947

A THESIS
SUBMITTED TO THE FACULTY OF THE ATLANTA UNIVERSITY SCHOOL OF
SOCIAL WORK IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR THE DEGREE OF MASTER OF SOCIAL WORK

BY
EDYTHE ROBERTS WATSON

ATLANTA, GEORGIA
JUNE 1948
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<th>Page</th>
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CHAPTER I

INTRODUCTION

State training schools for delinquent juveniles are resources offered by some states for the treatment and adjustment of adolescent offenders. The function of these schools purports to be the rendering of service to the individual and to society by enabling the delinquent child to help himself work through his conflicts and adjust to the socially accepted patterns of behavior.

In all too many instances, the public is unaware of the role designed for the training school and regards it, with some justification, as a dismal and punitive establishment.

The theories and practices of treatment for adolescent offenders as advocated in the twentieth century envisions ideally the re-construction of a healthful, wholesome environment supported by the understanding of adolescent behavior. The implementation of such a concept hinges, in no small way, of course, upon the availability of adequately trained and dedicated personnel.

Many state training schools have failed to successfully administer an effective program of training because of the lack of a competent staff. This situation is often the consequence of failure by the administrators of state institutions to advocate and support legislative measures that would allow for the sufficient appropriation of public funds for the adequate operation of the training school. There are, without doubt, many reasons for the failure of training schools to serve within the limits of their stated function.
At this point two questions seem in order: (1) What is the method of selecting personnel for the state training school in question? (2) Are the job specifications such as to guarantee adequacy?

Purpose

The purpose of this study is to examine the dependence upon an adequate staff of a successful program of rehabilitation for juvenile delinquents in the Maryland Training School for Colored Girls.

Scope and Limitations

This study is limited to the Maryland Training School for Colored Girls, Glen Burnie, Maryland, for the period from 1937 through 1947. Case histories, follow-ups of released commitments, budgets were not included in the preparation of material for this study.

Method of Procedure

The method of securing information for this study was by personal observation at the Maryland Training School for Colored Girls from February through May of 1947. Interviews were conducted with members of the staff. Information from the files of the Maryland Training School for Colored Girls was made available. Members of the Board of Managers and the Superintendent were cooperative in answering appropriate correspondence. Reports from the Commission for the Study of Juvenile Delinquency in the State of Maryland were studied. Publications from the Child Welfare League of America and the Children's Bureau were also used.
CHAPTER II

ORIGIN AND DEVELOPMENT OF THE MARYLAND TRAINING SCHOOL FOR COLORED GIRLS

The Maryland Training School for Colored Girls at Glen Burnie, Maryland, is a successor to the Industrial Home for Colored Girls at Melvale, Maryland, which, established in 1882, was the first school of its kind for Negroes in the United States. The institution continued under private auspices until 1931 when, by Act of the Maryland Legislature, Chapter 367, the State assumed complete control and responsibility for the care and management of a training school for delinquent colored female minors.1

This transfer resulted from recognition of the inadequacy of the facilities provided by the Industrial Home for Colored Girls and was recommended by the Child Welfare League of America when it was asked to suggest a program for the care and training of delinquent Negro Girls in the State of Maryland.2

Upon completion of two newly constructed buildings, situated on a one hundred and sixty acre farm, two and one-half miles west of Glen Burnie, Maryland, the private institution at Melvale transferred all of its commitments to the Maryland Training School for Colored Girls, which began operations December 15, 1933.

---

1 Laws of Maryland, 1931, Chapter 367.
Organizational Structure

The Act which established the Maryland Training School for Colored Girls also provided for a Board of Managers consisting of nine members, all of them to be appointed by the Governor. The Act further provided that the Board of Managers should exercise their functioning as a part of the Department of Education and under the general supervision of the Superintendent of Schools, as provided for in Section 4, Article 4, of Chapter 29 of the Acts of Assembly 1922 (this section established the procedure for the Maryland Training School for Boys).  

The Maryland Training School actually did not have any affiliation with the welfare program of the State of Maryland. This may have been due to the fact that it operated under the Department of Education. The supervision received from the Department of Education was purely nominal. The State Superintendent of Schools refrained from functioning in an advisory capacity because of a feeling that the State Department of Education did not have sufficient authority to exercise any real control over the institution.  

In 1941 the General Assembly of Maryland approved an Act which directed the Governor of the State to appoint a Commission for the study of Juvenile Delinquency in the State. Members of the Commission were authorized to investigate all agencies serving children and to make recommendations. It was the recommendation of this Commission that the Maryland Training School

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1 Laws of Maryland, 1922, Chapter 29.

2 Interview with Mr. Earl R. Moses, Baltimore, Maryland. May 8, 1947.

3 Laws of Maryland, 1941, Chapter 525.
for Colored Girls be placed directly under the supervision of the State Department of Public Welfare, Division for Children's Services.\textsuperscript{1} The Superintendent and Board of Managers concurred in the recommendation of the Commission. The Maryland Training School for Colored Girls was placed under the supervision of the Department of Public Welfare by an Act of the General Assembly of the State of Maryland, 1944.

The Board of Managers acted as the administrative directing body and the Superintendent was the administrative head of the institution.

**Intake Procedure**

The State plan for commitment to the Maryland Training School was as follows: (1) the justice of the peace of any county in the State and the City of Baltimore had the authority to send a female colored minor for commitment if a complaint, with proof, had been made to him by the parent, or guardian or responsible person that he was unable to exercise proper control and discipline over the minor because of vicious conduct or vagrancy; (2) temporary restraint and discipline of minors if the parents, guardians or persons responsible for the welfare of the minor contracted with the management for the support and maintenance of the girl; (3) minors under the age of sixteen years and convicted of felony in any court in the State, however, the transfer of such minor from the counties could not take place until after the Superintendent had been notified and replied that there was room for such a delinquent in the institution.\textsuperscript{2}

\textsuperscript{1} Report of the Maryland Commission for the Study of Juvenile Delinquency, 1943, p. 58.

\textsuperscript{2} Laws of Maryland, 1931, Chapter 367.
Due to the lack of any specific limitation of the age or types of delinquents to be committed to the institution the result was a heterogeneous group including normal delinquents and defectives ranging in age from seven years to seventeen.

Table 1 indicates the age range of the girls committed to the institution. Table 2 shows the distribution of the intelligence quotients of fifty-seven girls.

**TABLE 1**

<table>
<thead>
<tr>
<th>Age</th>
<th>Number of Commitments</th>
</tr>
</thead>
<tbody>
<tr>
<td>7</td>
<td>1</td>
</tr>
<tr>
<td>11</td>
<td>1</td>
</tr>
<tr>
<td>12</td>
<td>4</td>
</tr>
<tr>
<td>13</td>
<td>10</td>
</tr>
<tr>
<td>14</td>
<td>11</td>
</tr>
<tr>
<td>15</td>
<td>15</td>
</tr>
<tr>
<td>16</td>
<td>4</td>
</tr>
<tr>
<td>17</td>
<td>1</td>
</tr>
</tbody>
</table>

| Total | 47 |

### TABLE 2

INTELLIGENCE QUOTIENTS OF FIFTY-SIX GIRLS AT THE MARYLAND TRAINING SCHOOL FOR COLORED GIRLS

<table>
<thead>
<tr>
<th>Intelligence Quotients</th>
<th>Number of Girls</th>
</tr>
</thead>
<tbody>
<tr>
<td>40 - 50</td>
<td>2</td>
</tr>
<tr>
<td>50 - 60</td>
<td>3</td>
</tr>
<tr>
<td>60 - 70</td>
<td>19</td>
</tr>
<tr>
<td>70 - 80</td>
<td>14</td>
</tr>
<tr>
<td>80 - 90</td>
<td>11</td>
</tr>
<tr>
<td>90 - 100</td>
<td>5</td>
</tr>
<tr>
<td>100 - Over</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>56</strong></td>
</tr>
</tbody>
</table>


The Board of Managers and Superintendent of the Maryland Training School for Colored Girls were aware of the impossibility of instituting a program that was sufficient to meet the needs of such a group. Requests were made to the State Department of Public Welfare to refrain from authorizing the commitment of pregnant, epileptic and mental defectives to the institution.\(^1\) The State Department of Public Welfare and the Courts of the State of Maryland were cognizant of the impossible situation that was promoted by such a lax intake policy. Any attempt to cooperate with the Maryland Training School for Colored Girls by not using it for a "dumping ground" for all female colored delinquent minors was hindered because of the lack of

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\(^1\) Files of the Maryland Training School for Colored Girls, Glen Burnie, Maryland, January, 1937.
State facilities to care for pregnant, epileptic and mental defective minors.\(^1\)

The Superintendent with the Board of Managers was successful in securing the authority to reject the commitment of any female colored minor whose intelligence level was below sixty, this authority was based on the fact that any girl whose mental capacity was below this level could not adjust to the program of the institution; facilities of the institution were not such as to afford training for such delinquents. This authority was given by the State Department of Public Welfare in February, 1946.\(^2\)

**Physical Facilities**

The plant of the Maryland Training School for Colored Girls consisted of an administration building, two cottages for girls, one staff cottage, all constructed of red brick. There were three home dwellings, constructed of weatherboard and painted white, the one located on the east side of the campus near the entrance was a remodeled farm house which provided comfortable living quarters for the superintendent and her assistant. The other two dwellings were located on the east side of the campus some distance away from the campus proper. These houses were occupied by the farm hands and were badly in need of repair.

The cottages for girls, "East" and "West" were poorly constructed buildings without porches. The interiors had an unfinished, barren

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1 Report of the Circuit Court of Baltimore, Division for Juvenile Causes for the Year 1946.

2 Interview with Mrs. Muriel E. Johnson, Superintendent, Maryland Training School for Colored Girls, Glen Burnie, Maryland, March 12, 1947.
appearance. This may have been due to the lack of plaster or any other covering for the walls. The windows were not draped and the furniture was not the type to withstand hard wear and at the same time provide a home-like appearance. Each cottage had a kitchen, staff dining room, girls' dining room and a living room for girls. Since the operation of the institution the girls have been assigned to dormitories which accommodate twenty-two single beds and are located on each end of the second floor, these dormitories provide sleeping quarters for all of the girls. The toilet facilities are adequate but do not afford much privacy. On October 28, 1947, the newly constructed staff cottage was ready for occupancy. This made available four small rooms on the second floor for sleeping quarters for girls.

The dental room and hospital unit were located on the second and third floors, respectively, of the "West cottage." The third floor of the "East cottage" was divided into an apartment, which housed the handyman and his family, and three detention rooms. The small chapel was in the "West cottage" and the music room was in the "East cottage." The basement of the "East cottage" was used for storage, heating unit and institutional laundry. The basement of the "West cottage" was used for storage and heating unit.

The administration building was constructed in 1937. This structure was a great improvement over the cottage buildings. The interior as well as the exterior had a finished appearance. The office space provided by this building was inadequate. The superintendent, assistant superintendent, two case workers shared the same office. The clerical workers were placed in the receiving office. In addition to the office space, two classrooms and a small library were on the first floor. On October 28, 1947, the combination auditorium and gymnasium, for which construction had been begun
in 1940 and interrupted for the war period, was completed, dedicated and ready for use. This addition was the extension of the first floor of the administration building. The domestic science department was located on the second floor. The third floor was an unfinished attic.

The staff cottage was newly constructed, modern and accommodated twenty-two staff members. It provided adequate toilet facilities, living rooms, laundry facilities, recreation room and a kitchenette. This was the newest addition to the campus and was the most adequately equipped.

Generally speaking, the whole atmosphere of the Maryland Training School for Colored Girls was depressing. There was the absence of flowers, shrubbery and interior decorations for the girls' cottages. The portion of the farm that could be farmed extended in front of the Superintendent's cottage, as well as the administration building and staff cottage. This in itself tended to destroy some of the landscaping possibilities.
CHAPTER III

PERSONNEL

The budget of the Maryland Training School for Colored Girls provided salaries for thirty-eight full-time and four part-time employees. The positions, number of employees and salary scale are shown in Table 3, page 12.

Method of Selection

Since 1920, the State of Maryland has operated the State Employment and Registration Department. Consequently, all positions available at the Maryland Training School for Colored Girls have been registered with the State Department of Employment.

The State Commissioner, after consultation with a representative of the department to which the position was directly related, wrote the specifications for the positions. All persons who could fulfill the requirements were eligible for applying. The job announcement indicated that a written or oral test, in some instances both, would be given. An eligibility list was composed on the basis of the test ratings.

The State Commissioner of Employment informed the superintendent, who did the actual employing, of the persons on the eligible list. With her approval, the first person was referred for an interview. If the superintendent did not choose to employ the person referred, she notified the State Commissioner, and other names from the eligible list were supplied.

---

# TABLE 3

EMPLOYEES AT THE MARYLAND TRAINING SCHOOL FOR COLORED GIRLS 1946 - 1947

<table>
<thead>
<tr>
<th>Position</th>
<th>Number Employed</th>
<th>Salary Scale</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Clerical</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Senior Account Clerk</td>
<td>1</td>
<td>$1900-2375</td>
</tr>
<tr>
<td>Stenographer</td>
<td>1</td>
<td>1850-2315</td>
</tr>
<tr>
<td>Junior Stenographer</td>
<td>1</td>
<td>1650-1940</td>
</tr>
<tr>
<td><strong>Teachers</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teacher I</td>
<td>2</td>
<td>2500-3125</td>
</tr>
<tr>
<td>Teacher II</td>
<td>2</td>
<td>2200-2750</td>
</tr>
<tr>
<td>Vocational Instructor I</td>
<td>2</td>
<td>2500-3125</td>
</tr>
<tr>
<td>Vocational Instructor II</td>
<td>1</td>
<td>2200-2750</td>
</tr>
<tr>
<td>Recreational Supervisor</td>
<td>1</td>
<td>2000-2500</td>
</tr>
<tr>
<td><strong>Cottage Personnel</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cottage Supervisor</td>
<td>2</td>
<td>1700-2125</td>
</tr>
<tr>
<td>Matron I</td>
<td>1</td>
<td>1600-2000</td>
</tr>
<tr>
<td>Matron II</td>
<td>3</td>
<td>1400-1750</td>
</tr>
<tr>
<td><strong>Administrative</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Superintendent II</td>
<td>1</td>
<td>3600-4500</td>
</tr>
<tr>
<td>Assistant Superintendent II</td>
<td>1</td>
<td>2400-3000</td>
</tr>
<tr>
<td>Director of Education</td>
<td>0</td>
<td>2700-3375</td>
</tr>
<tr>
<td>Case Workers</td>
<td>2</td>
<td>2100-2625</td>
</tr>
<tr>
<td><strong>Farm Workers</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Farm Manager</td>
<td>1</td>
<td>1700-2125</td>
</tr>
<tr>
<td>Farm Hands</td>
<td>3</td>
<td>1120-1400</td>
</tr>
<tr>
<td><strong>Others</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dietitian I</td>
<td>1</td>
<td>2400-3000</td>
</tr>
<tr>
<td>Kitchen Supervisors</td>
<td>2</td>
<td>1300-1625</td>
</tr>
<tr>
<td>Laundry Worker</td>
<td>1</td>
<td>1300-1625</td>
</tr>
<tr>
<td>Nurse</td>
<td>1</td>
<td>2000-2500</td>
</tr>
<tr>
<td>Mechanical Handyman I</td>
<td>1</td>
<td>1600-2000</td>
</tr>
<tr>
<td>Mechanical Handyman II</td>
<td>1</td>
<td>1400-1750</td>
</tr>
<tr>
<td>Chauffeur</td>
<td>1</td>
<td>1300-1625</td>
</tr>
<tr>
<td>Storekeeper II</td>
<td>0</td>
<td>1600-2000</td>
</tr>
<tr>
<td><strong>Part-Time Employees</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Physician</td>
<td>1</td>
<td>1000</td>
</tr>
<tr>
<td>Dentist</td>
<td>1</td>
<td>500</td>
</tr>
<tr>
<td>Psychiatrist</td>
<td>1</td>
<td>800</td>
</tr>
<tr>
<td>Chaplain</td>
<td>1</td>
<td>300</td>
</tr>
</tbody>
</table>
In the event that there was a vacancy at the institution and the State Commissioner did not have a list of eligible persons for the position, the superintendent could then employ a person she was able to secure. The employee's name was submitted to the State Commissioner of Employment, and she was classified as a temporary employee.

A permanent appointment was made when a person fulfilled all of the requirements for the position. The employee then began a probationary period which extended for six months. During this period, the supervisors considered carefully whether it was best for the employee to continue on the job. The superintendent could terminate her services without filing formal charges.

Temporary appointments, pending examinations, were made when a person fulfilled the requirements of the position but had not taken an examination given by the State Commissioner of Employment. If such an employee rated as one of the highest in the examination, at the time one was given, then she could be given a permanent appointment. Other persons who wanted the position were eligible to take the examination, and their ratings were considered on a par with those of the temporary employee.

Personnel Policies and Practices

The State Department of Employment and Registration provided for each employee to have fifteen days vacation per year. The vacation policy of the Maryland Training School for Colored Girls provided that all staff members could take their allotted vacations in two vacation periods, one of seven

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1 You and Your State Job, Maryland Classified Employees' Association, Inc., 1947, p. 12.
days and the other of eight days. The superintendent arranged the vacation schedule so that the work of each section would be continued. Each staff member was requested to submit the vacation dates preferred. The schedule was planned to follow the request as near as possible. This policy applied to all members of the staff with the exception of the school teachers, whose vacations constituted the Christmas holiday period and the summer recess.

All employees were urged to take full advantage of their allotted vacation periods. If there was some reason for not taking the vacation at the time prescribed, these days could accumulate up to thirty days. Before accumulated vacation days were taken approval was obtained from the superintendent.

The State allowed for thirteen legal holidays during the year. If an employee worked on any of these days she was given a day off later to make up for this time.1

Sick leave was accumulated at the rate of thirty days a year. This leave could be accumulated from year to year up to one hundred days. If an employee had been in the State service for more than ten years and an extended illness caused him to be absent beyond the number of accumulated sick leave days, application could be made to the Board of Public Works for extended sick leave with pay, up to one year, if the superintendent approved the application.

Leave of absence without pay up to thirty days could be granted by the superintendent. Leaves without pay for more than thirty days required application through the superintendent to the State Commissioner of

1 Ibid., p. 8.
Employment. Such leaves were granted for: service in the armed forces of the State of Maryland or the United States, further education, illness in the immediate family, pregnancy. Leaves of absence for more than thirty days could only be granted if three months of employment as a permanent employee had been completed. Leaves for thirty days or more were granted at least six months apart. Persons who took leaves for more than thirty days could not be promised his job, if the reason for the leave was not in keeping with those specified. If the position was not filled by a permanent employee, he could take up where he left off. Otherwise his name was added on the reinstatement list for that job or a similar one.1

The superintendent rated every employee's work at least two times a year after the probationary period. This was done for the State Commissioner of Employment on January first and July first of each year. The ratings were filed in the office of the State Commissioner and became a part of the employee's permanent record.2

The superintendent talked over the ratings with the employee. At this time the employee had the chance to see just where he stood and discuss ways in which improvement could be made.

At any time after the probationary period an employee could apply for a transfer to another department of the State service. Application for transfer could be made through the superintendent to the State Commissioner of Employment. Before any transfer could be made approval from the

1 Ibid., p. 12.

2 Statement by Mrs. Muriel E. Johnson, Superintendent, Maryland Training School for Colored Girls, Glen Burnie, Maryland, April 15, 1947.
superintendent and from the department head of the division to which transfer was requested had to be obtained. An employee could not be transferred without first giving his consent.

Promotions were made upon application and the taking of a competitive test, usually written. The State Commissioner of Employment again rated experience, education and averaged this with the test result. Efficiency ratings and credit for length of service were also counted. The State Commissioner prepared and presented a list of persons eligible for promotion to the superintendent, who recommended the promotions.

In order to resign from the staff of the Maryland Training School for Colored Girls a letter of resignation had to be submitted to the superintendent. This letter included the reason and the effective date of resignation and should have been submitted at least two weeks prior to the date of leaving.

Any employee at the Maryland Training School for Colored Girls who had completed his probationary period and had received a permanent appointment could not be removed from the staff unless charges were filed against him. The employee was given opportunity to petition a hearing in his own behalf. The superintendent filed charges against the employee with the State Commissioner of Employment, who proceeded to investigate the employee's case. The employee was mailed a copy of the charges and was suspended from his job until the hearing. The employee was given up to five days to request a hearing and that the charges be investigated. If he did not ask for a hearing he was removed from the position.1

1 Letter from Mr. W. D. Owens, Commissioner of Employment, State of Maryland, March 8, 1948.
All permanent employees, or persons classified as temporary appointees pending examination, were members of the State Employees Retirement System. This system provided for a yearly income if retirement was after the age of sixty years. This system also offered disability benefits and death benefit.¹

The employees of the Maryland Training School for Colored Girls were eligible for ordinary hospital care in any of the State hospitals. This service was by no means complete and the risk of hospitalization was assumed by all persons.

¹ You and Your State Job, op. cit., p. 18.
CHAPTER IV

THE TRAINING PROGRAM

This chapter will discuss briefly the program of the Maryland Training School for Colored Girls as proposed by the State of Maryland.

Health Service

Upon admission to the institution the girls were sent to the hospital unit, vaginal smears, sputum examinations, immunizations against diphtheria and various laboratory tests were made by the physician. Vaccinations were given whenever necessary. The girls remained quarantined in the hospital unit until all laboratory reports had been returned and there was no indication of infection. Re-examinations were given in six weeks. Most of the treatment was given by the registered nurse under the direction of the physician. Operations and serious medical needs were serviced by the Provident Hospital, located twelve miles away in Baltimore City. Clinical cases were taken care of by the Johns Hopkins and University Hospitals, also in Baltimore. City Hospital admitted those girls referred for the rapid treatment of venereal diseases.

The dentist inspected and performed any dental work that was needed by the girls at the time of admission. An attempt was made to give each girl a dental re-check at least once a year.

Regular daily sick call hours were scheduled. However, the girls were allowed to visit the hospital unit at any time. The physician and dentist were available on call for any care that needed attention subsequent to their scheduled visits to the institution.
Education

The academic education program for the institution was outlined by the State Department of Education. Up to 1945 this program followed the pattern of education planned for children who were socially well adjusted and of normal intelligence. An attempt to follow such a plan within the institution proved unsuccessful. In 1945 an educational program was instituted to meet the needs of children in the training school. This program was based on the community standards and social levels to which the girls would return.

The institution was not equipped to offer academic education to those girls who had progressed above the elementary school level. The plan of having girls capable of high school work admitted to the county high school had been rejected. However, in 1945, the training school superintendent was able to make arrangements for the enrollment of such girls in the Bates High School, in Annapolis, Maryland. This arrangement has worked successfully.

The vocational training program included work experience in the laundry, dining rooms, kitchen and sewing department. A class in Home Economics offered instruction in the proper methods of preparing food, balancing diets, planning menus and serving food. Practice kitchens were provided for this course.

Beauty culture instruction was offered to teach the girls how to keep their hair well groomed and the proper use of cosmetics.

The object of both the Home Economics and Beauty Culture classes was to instruct the girls in basic information and stimulate interest for further pursuit of the vocation after leaving the institution.
All phases of the educational program were designed to provide information and practical experience that would enable the girls to return to the community with enough training to be engaged in gainful employment.

Personal Hygiene

Lectures on personal hygiene were offered once a month by the nurse. Special health education programs were planned every three months, at which time a visiting doctor was presented. The State Health Department sent representatives to the institution every two months to show health education films.

Religious Education

A chaplain was employed by the State to conduct religious services at the institution on every second and fourth Sunday. The other two Sundays in the month were open to volunteer clergy from the community. It was seldom that the free Sundays were not planned for by a community organization.

Sunday School was conducted each Sunday morning by members of the staff. The girls were allowed much freedom in the discussion of the Bible and planning of the Sunday School classes.

Girls who desired to attend church in Baltimore were permitted to do so, if they arranged for their own transportation and did not abuse the privilege by failing to return directly to the institution.

Clothing

The girls were furnished sufficient cotton dresses for work, school and play. The institution did not furnish "dress up" clothing. Shoes, underwear, socks and coats were bought in wholesale lots. Material for dresses and slips was bought, and these articles were made in the sewing...
The clothing was made from a variety of patterns and there was no attempt to have uniformity of dress.

The girls were allowed to have all suitable clothing that they brought to the institution or any that was sent by parents. The girls who earned money in the community by doing day work were permitted to buy clothing that was needed or desired. This was not expected of these girls and was done only after a desire to do so had been expressed. A member of the staff accompanied the girls on shopping trips. However, the girls were encouraged to make their own selections.

Recreation

The recreational program of the Maryland Training School for Colored Girls for the period from 1937 to 1945 was the responsibility of the assistant superintendent and matrons. Members of the teaching staff assisted in this program at different times. The activities, for the most part, consisted of free play from six thirty until eight o'clock in the evenings. Quiet games were under the direction of the matrons. The employment of a recreational director in 1945 relieved the matrons of responsibility for recreation and improved the program to the extent of organizing soft ball teams, volley ball teams and the like. There was much to be hoped for in the recreational program for the institution. A physical education teacher was employed in 1946; she worked closely with the recreational director, and since that time dance groups and choral groups have taken shape.

One organization that was especially active at the institution was the Girl Scouts of America. The five members of the staff who were Girl Scout Leaders worked with the two troops involved.

The Y-Teens were active and functioned as a part of the decentralized
plan of the Phyllis Wheatley Y. W. C. A. of Baltimore. The Busy Teens and the Arts and Crafts Clubs were also active.

The girls were permitted to participate in conferences, jamborees or any activity that was undertaken in connection with the Girl Scouts of America or the Y-Teens.

Arrangements were made for the girls to attend concerts, educational programs and dramatic productions given in Baltimore. These trips were chaperoned and transportation was provided. Moving pictures were shown at the institution every second and fourth Saturday afternoon.

The recreational program of the Maryland Training School had been a stagnant, uninteresting one. However, 1946 saw the addition of a gymnasium, a physical educational instructor and a recreational director.

Discipline

The disciplinary program consisted of depriving the girls of privileges such as visiting home for a week-end (one visit scheduled for every third month), attending programs in Baltimore, or attending parties and programs at the institution. As an alternative there was confinement in the detention room for a period not to exceed one week or confinement to the dormitory for a period not to exceed three days. The behavior of the girls was reported by any member of the staff to the superintendent or her assistant. The superintendent personally dealt with most behavior problems. No member of the staff had the authority to punish or to detain a girl. Corporal punishment was forbidden to all except the superintendent, who had the authority to spank the girls with the hand. The disciplinary program was not based on a credit or merit system.
Psychiatric and Psychological

The outline as proposed by the State failed to provide for psychological or psychiatric services. Nevertheless, the Board of Managers and the Superintendent have been successful in having such service approved and provided for the institution. A psychiatrist was employed, on a part-time basis since 1945, to examine all girls committed to the institution from the counties of Maryland. He was available for the examination of any girl referred by the superintendent.

Social Service

The State failed to include in the outline for the Maryland Training School for Colored Girls the social services to be rendered. From 1935 until 1945, the institution employed the services of a case worker and a parole officer, hardly adequate for a population of some ninety girls. The parole officer lived in Baltimore and attempted to visit forty-five girls who were on parole in addition to planning for the girls who were ready for parole.

The size of the case load prevented any individual case work service, and only the outstanding trouble-makers were seen. The lack of adequate clerical staff for case recording made for sketchy and non-revealing case records.

The services of two case workers and a case work stenographer have been available since 1945. The parole officer, who worked directly with the Juvenile Court of Baltimore, assumed a portion of the responsibility for the parole cases.

The institution has had the services of field work students training in case work and group work from the Atlanta University School of Social Work since September, 1946.
The duties of staff members will be considered in this chapter. Those who are directly concerned with the training and treatment of the girls will be discussed, namely, the superintendent, the assistant superintendent, the case workers, the school teachers, the recreational director, and the cottage staff.

The superintendent of the Maryland Training School for Colored Girls is responsible to the Board of Managers, charged with the supervision of training, the safe-keeping of those committed to the institution, the planning, directing and organizing of the programs (within the framework of policies established by the State Department of Public Welfare) and instituting policies consistent with the State Plan. In addition, she is responsible for the employment of staff members and the standards of performance of their work. She is required to have an understanding of children and the ability to administer social work staff and related services in order to help each child to develop a more responsible use of himself. She is expected to be able to plan the cottage life and recreational, vocational, educational and religious training in such a way as to meet the needs of the girls and aid in their physical and personality development. The educational requirement for this position is a college degree and two years of training in a professional school of social work. However, executive experience in a recognized agency giving care to children may be substituted, year for year, for two years of graduate study. The "qualifying" experience is five years of full-time paid employment in an agency giving care to
children, two years of which must have been consumed in duties of a supervisory or administrative capacity. Two years of this experience must include contacts yielding insight into what it means to a child to be separated from his home.¹

Since the superintendent constitutes the greatest single factor in the success or failure of a training school for girls, the requirements for this position, if clearly stated, must indicate the basic requirements of all those fulfilling positions subordinate to that of superintendent. Persons who possess the following are thought of as having the basic requirements for working with girls in a training school:

1) high ideals and strength of character; 2) vision of what re-education really means and a conception of the task as a whole; 3) goals to strive for as well as immediate ends to be reached; 4) open-mindedness, not bound by prejudices or opposed to methods or policies before they have been tried and studied; 5) common sense - deep insight; 6) resourcefulness, conscientious and dependable, ability to decide minor questions, sense of humor, personality which invites confidence, youthful point of view and leadership ability.²

The academic requirements for this position of superintendent seem adequate. However, a point to be questioned is the substitution of experience for professional training in an accredited School of Social Work.

Since the superintendent is responsible for the employment of staff members, holding the staff members to fixed standards of employability and administering a plan of supervised in-service training, it would appear vital for her

¹Job Specification for Position of Superintendent of a Correctional Institution for Girls, Department of Registration and Employment, State Commission of Employment, Baltimore, Maryland, 1945.

to have completed two years study in a school of social work. Furthermore, it is inconceivable that she could function ideally without professional training in the area of planning and administering an institutional program in all its phases of cottage life, education, recreation, vocational preparation and religious training based on knowledge and understanding of the needs of children.

In order to assure the validity of the experience in agency work, it would be necessary to know the criteria used for establishing a definition of "recognized".

Really to rate experience in a social agency, one should know almost as much about the agency and its personnel as one learns about the candidate himself. I think, however, that in many instances length of experience is often greatly over emphasized. Quality of experience, which is harder to rate, is more important.1

The job specification for the position of superintendent does not provide for offering less than the stipulated five years of paid employment. It would seem that in view of the fact that juvenile delinquency has for the past twenty-five years necessitated the establishment of many agencies that concentrate on the prevention and treatment of delinquency, that this requirement could be waived for those persons who have had at least three years of paid employment in the study and treatment of juvenile delinquency coupled with the recognized academic requirements for membership in the AASW.2 An age limit is not stated in the specifications for this position. The responsibilities listed would seem to demand a mature


2 American Association of Social Workers.
individual. Being at least thirty-five years of age might well be stipulated. Nor would it appear too bad an idea to stipulate an age ceiling, say forty—at least as a starting age.

Should a visitor arrive while the children are absent at school, many an institution for children might be mistaken for a home for the aged. The majority of the staff should be characterized by persons under the age of forty.¹

Persons who have been graduated within recent years and thus have matured in a society that has become more socially conscious in the areas of interpretation of community needs, recreation and leisure-time activities, usually have more to offer a program for adolescents than those persons over the age of forty.

The method of evaluating the personality of applicants for this position could be stated in the specification, since this is a paramount factor.

Some workers seem to possess a healthy attitude toward children and toward life in general, some can be helped to acquire it, and some are so morbid toward life in general as to disqualify them for work with children.²

The assistant superintendent must have the ability to assume the responsibilities outlined for the superintendent. She is supervised by the superintendent in the performance of her duties. The educational requirements for this position are the same as those for the superintendent with the exception that the length of study in a school of social work is not indicated. The requirement of previous experience is the same as that for the superintendent. The specification mentions that the applicant for


² Ibid., p. 64.
this position must not be less than thirty years old.¹

The responsibilities of the cottage supervisors are the care of children in a kind, responsible way. She assists in the planning and carrying out of cottage activities so that there will be the proper and constructive use of leisure time. She must have the ability to interpret the rules to the girls and to offer special help to those who have a great amount of difficulty in conforming to regulations. She is responsible for the maintenance and planning of a full and interesting cottage life for all of the girls. She is responsible for the maintenance of all equipment essential for the operation of a cottage.

The academic requirement for this position is graduation from a college. The substitution for this requirement is two years of full-time employment in an institution for the care of children, year for year, of college work; this substitution is limited to four years experience for two years of college work.²

The cottage supervisor has the most intimate and constant association with the children. Her job is to be the mother to many children who have with all the diversity of problems and personalities, the one common fundamental need, the need to be loved.³

To be successful, any institution requires integration of administration, social work, and resident staff. They must agree upon the

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¹ Job Specification for Assistant Superintendent of a Correctional Institution for Girls, Baltimore, Maryland, 1945.


fundamentals - a basic philosophy and attitude, a common goal.\textsuperscript{1}

In view of the fact that the cottage supervisor works with the teachers, social workers and psychiatrist, provisions for the substitution of any part of the educational requirement would not seem too sound. If two years of college work is displaced by four years of paid experience in an agency, there is the possibility of employing persons basically untrained for the position. Furthermore the four years of college work specified should indicate a major field of study in the relevant social sciences. The specifications for this position omits any mention of the qualifying age which seems a serious omission inasmuch as such duties demand maturity and emotional stability for the handling of children who are worldly wise and have an intimate knowledge of the sordid aspects of life.\textsuperscript{2} The tendency is to secure women who have been out of college about five or six years.\textsuperscript{3} To follow this tendency, the age of twenty-five years could be regarded as a qualifying age. The age of forty might be considered the eliminating age.

The matter of young women on a staff is not wholly one of physical age. Some older people, with a youthful spirit are really younger than those who have not lived so many years but are older in their point of view.\textsuperscript{4}

The matron works under the direction of the cottage supervisor. She is responsible for making information available to other members of the staff and

\textsuperscript{1} Ibid., p. 10.
\textsuperscript{2} Ibid., p. 12.
\textsuperscript{3} Margaret Reeves, op. cit., p. 84.
\textsuperscript{4} Ibid., p. 85.
planning with them for the welfare of the child. The educational requirement for this position is graduation from a standard high school or the equivalent. Experience in the supervision of training of children in a training school or children's institution, social, educational or recreational agency, may be substituted, year for year, of high school education. The qualifying experience is three years of full-time paid employment entailing work with children in a school, children's institution, social or recreational agency. She must have the ability to supervise less experienced workers if necessary and willingness to live within the State Institution. The specification outlines the responsibility of this position in such a way as to inform the applicant that she will perform all necessary duties in close association with the girls.¹

The substitution of experience in working with children, year for year, in lieu of high school graduation makes possible the application for such a position from persons with an education ranging from the eighth grade level. On this basis, the quality of supervision and training would be highly questionable. The writer believes that in all probability this experience would not lend itself to the understanding and treatment of girls in an institution with a program geared to offer more than custodial care. Dr. Jamison, in his efforts to improve care for children in institutions, reported that at all times he was consistent in the practice of employing persons, for positions entailing direct association with children, who had education beyond the high school level. He stated that these persons proved their ability to understand children and provide superior care.²

² Howard W. Hopkirk, Institutions Serving Children, p. 77.
Howard W. Hopkirk states that if children are to grow in understanding they need association with open-minded educable adults. The results of the study of personnel for the successful functioning of child welfare services by specialists in social services indicate that a high school education is necessary for the development of any potential ability to adequately work with children.

The case worker is responsible for rendering social services, including interviewing, making investigations, finding foster home placements; placing and supervising children in foster homes; planning budgets, preparing case records. The academic requirements for this position are a college degree and the successful completion of two years of study in an accredited school of social work. One year of paid employment as a social case worker may be substituted for one year of graduate study. In keeping with the concept that case work with delinquents is a specialized phase of social service, a case worker who has had training beyond that offered by a school of social work would, in all probability, function ideally in the position.

General training for social work should, of course precede specialization in case work with delinquents as it should in any other specialized field.

The job specifications for school teachers at the Maryland Training School for Colored Girls designated the duties as giving instruction in the subjects ordinarily taught on an elementary or high school level, assisting

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1 Ibid., p. 79.

2 Job Specification for the Position of Case Worker, State Department of Registration and Employment, Baltimore, Maryland, 1948.

in the preparation of courses of study; planning and stimulating class room
procedures and maintaining satisfactory group behavior. Extra-curricular
activities and record keeping are additional duties. The school teacher
must have a college degree; those who teach high school grades must be
eligible for the Bachelor of Science Certificate in Elementary Education.
Previous experience of five years of teaching is required. Since the
greater number of girls in an institution have had difficulty in adjusting
to school life, Margaret Reeves stated:

"No group calls for more highly educated, more generally informed
teachers in its academic work than these disadvantaged girls."  

The supervisor of recreation functions under the direction of the Di-
rector of Education and is responsible for planning and directing activi-
ties. A more detailed account of her duties includes organizing and in-
structing groups in physical education, teaching fundamentals of indoor and
outdoor games, planning and arranging group programs and entertainment.
She is responsible for all athletic equipment. The educational require-
ment is a college degree with a major in physical education. Previous
experience that is necessary for applying for this position is recent
successful teaching in physical education and the ability to lead, instruct
and maintain discipline.

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1 Job Specification for Recreational Supervisor, Department of Registra-
tion and Employment, Baltimore, Maryland, 1946.

2 Margaret Reeves, op. cit., p. 78.
The Maryland Training School for Colored Girls began operations in 1933. The purpose of this institution was to give care and treatment to female colored minors of the State of Maryland who had failed to adjust to acceptable standards of behavior. The intake policies of the institution were such that the clientele was a heterogenous group including mental defectives, pregnant, epileptic, neglected and dependent girls. The age range was from seven years to seventeen. The impossibility of instituting a program to meet the needs of such a group was evident. Since 1937 and through 1947 the institution has had numerous changes of policies of intake, services and facilities. These have assisted in the attempt to institute a program geared to give more than custodial care. Every effort has been made, during the period studied, to offer treatment and care commensurate with the modern trends advocated for delinquents. On the basis of the information revealed by this study the following conclusions are presented:

1. The system of employment through the Department of Employment and Registration appears to be adequate. Of the sixteen persons employed in positions entailing direct association with girls, nine have been employed at the institution for a year and have received permanent appointments; five have been employed for three years or more; one has been employed for six years and one over ten years.

2. Cognizant of the arguments against methods of employment, for social work positions, based on testing, written or oral, because of the belief that one's ability to work with human relationships cannot be revealed by examination seems to be provided for in the provision for a
probationary period of six months.

3. The superintendent has the authority to employ persons listed as eligible and to conduct an interview with them. This permits somewhat of an evaluation of personality and a partial selection of persons to be employed.

4. The State of Maryland establishes personnel policies and practices which eliminate partiality towards members of the staff. At the same time members of the staff are able to know the definite rules and regulations governing the appointment.

5. The job specifications serve to define the duties of the positions and to specify the requirements, with provisions for substitutions. Specifications for four positions require professional training, of this number three fulfill the requirements. Three teachers have college degrees; one has professional training. Of the two cottage supervisor one has two years of college training, the other has two years of training in a professional school of social work. Two matrons have high school education. One vocational instructor has high school education with training in a school of beauty culture; one has education below high school level; one has a college degree. The recreational director has a college degree.

From the sixteen employees fulfilling positions that have duties directly related to the training program and association with the girls, the following educational levels are represented:

<table>
<thead>
<tr>
<th>Educational Level</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional School</td>
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<tr>
<td>College Degree</td>
<td>6</td>
</tr>
<tr>
<td>Two Years College</td>
<td>1</td>
</tr>
<tr>
<td>High School</td>
<td>3</td>
</tr>
<tr>
<td>Below High School</td>
<td>1</td>
</tr>
</tbody>
</table>

6. Of the sixteen employees considered in this study experience in positions directly related to the one held prior to employment at the institution is represented as follows:
No Experience:

Case Worker ..... 1
Teachers ...... 2
Vocational Instructors .. 2
Recreational Instructor .. 1
Cottage Supervisors ... 1
Matrons ........ 2

5 - 10 Years Experience:

Case Worker .. 1
Teachers .. 2
Cottage Supervisors .. 1

10 Years and Over:

Superintendent ... 1
Assistant Superintendent .. 1

In the position of matron, teacher and recreational director the requirement for previous experience has been waived.

7. Of the sixteen employees four are between the ages of twenty and twenty-five; three are within the twenty-six to thirty-one age range. One employee is within the thirty-one to thirty-five age range; five employees are between the ages of thirty-six and forty; three are over the age of forty.

8. Sixteen persons are employed to work in close association with the girls. The population of the institution fluctuates from the base number of ninety. This number of employees is almost accurate for such a population. The Child Welfare League of America recommends 5.5 girls for every institutional worker who has duties directly related to the training program.
# APPENDIX A

**QUALIFICATIONS OF EMPLOYEES WHO DIRECT THE TRAINING AND CARE OF GIRLS AT THE MARYLAND TRAINING SCHOOL FOR COLORED GIRLS - 1946 - 1947**

<table>
<thead>
<tr>
<th>Employee</th>
<th>Educational Qualifications</th>
<th>Experience Prior to Employment</th>
<th>Length of Employment at the Institution</th>
<th>Age</th>
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<tr>
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<td>High School</td>
<td>College</td>
<td>Degree</td>
<td>Years</td>
</tr>
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<td>Superintendent</td>
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<td></td>
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</tr>
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<td></td>
<td>0</td>
</tr>
<tr>
<td>Case Worker</td>
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<td>X</td>
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<td>0</td>
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<tr>
<td>Case Worker</td>
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<td></td>
<td></td>
<td>0</td>
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<tr>
<td>Teacher</td>
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<tr>
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</tr>
<tr>
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<tr>
<td>Matron</td>
<td>X</td>
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</tr>
</tbody>
</table>

Note: The table continues with similar entries for each employee with their respective qualifications and experience.
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