A study of national job placement factors pertaining to adolescents, ages fourteen to eighteen during the period 1943-1945

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A STUDY OF NATIONAL JOB PLACEMENT FACTORS PERTAINING TO
ADOLESCENTS, AGES FOURTEEN TO EIGHTEEN DURING THE
PERIOD 1943-1945.

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
JULIA VIOLA SARJEANT

ATLANTA, GEORGIA
AUGUST 1946
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A young person discontinuing school to assume the responsibilities of adult life requires an opportunity to develop his abilities in addition to undertaking a job if he is to achieve a full and satisfactory life. If his work experience is to offer this opportunity, it must be one that will bring personal satisfaction and be in keeping with his interests, ambitions and abilities yet not impose an undue burden on his health and strength.

According to the 1930 Census, the majority of children in the United States ranging from fourteen to fifteen years of age were gainfully employed in non-agricultural pursuits. This was a decrease from the number in 1920 which reached 54 per cent in the early adolescent group. In explaining the employment census of adolescents, Ella A. Merritt, chief of the Industrial Division of the United States Children's Bureau stated that:

For years since 1930, no census figures for child employment are available. The most nearly nation-wide records existing are those based on employment certificates, which are issued in practically all states for children between fourteen and sixteen years of age leaving school to work and in smaller numbers of states for young workers sixteen and seventeen years of age. Since 1920, reports of such certificates have been sent to the Children's Bureau from an increasing number of states.2

The very nature of children's work makes it different from the work of adults. The occupations selected must be conducive to their

2 Ibid.
particular age groups because of the capacity, physically and emotionally, of the young person. Many children, however, entered the work world during World War II. The need to solve wartime problems and yet prepare for peace had to be planned in keeping with the demands of the work world and for youth. The writer was aware of the increasing number of children being placed on jobs up to 1945 and felt that it was pertinent to explore this problem.

Purpose of the Study

The purpose of the study is to analyze some factors pertaining to adolescents in job placements during the period 1943 to 1945; to present some historical facts pertaining to the working child; to point out legislative protection for him; and in addition, to show what agencies are responsible for the placement of children in jobs.

Scope

The material in this study covers a presentation of adolescent workers between fourteen and eighteen years of age in the United States during the period, 1943 through 1945.

Method of Securing Data

Information was gathered from official public documents and reports of the United States Department of Labor and The Children's Bureau. Additional source material was obtained from reference readings pertinent to the field of child labor. This material was supplemented by interviews with the officials in the Children's Bureau, Atlanta, Georgia; the Children's Service Bureau, Atlanta, Georgia; the United States
Employment Service, Atlanta, Georgia.
Every society encourages some type of vocational pursuit, and an important matter is the selection of individuals for various occupations. This choice can be made at any time, but preferably it needs to be made during adolescence because this stage of a child's development represents a period of rapid learning when much training is required.

In simpler societies, the division of labor was not stressed, but a child was taught to support himself. The more complex societies of years ago decided the occupation for an individual at birth and provided what training was necessary throughout childhood.

An important factor which influenced children during the early English Elizabethan period of 1601 was that children who could not be supported by their parents were to be set to work on flax, hemp or other materials which were to be furnished by the overseers of the poor. The children were to be apprenticed to learn a trade or to be farmed out to whomever demanded the least reimbursement for their training by the parish.

By 1636, an indenture system had developed which emphasized the fact that the child was to be made useful to his master. The system of indenture was a type of public care for the dependent child which stressed the idea that the child was not only to work for his maintenance but...
but had economic value to those to whom he was entrusted.

The apprenticeship system, however, became the more important form of work program for the dependent child. In many cases, children started training at a very early age. The child was frequently overworked under this system because he was expected to earn his maintenance. Invariably, he was treated like a slave and was exploited by persons whose only motive was to obtain free labor.

During the early colonial times, a large number of children were sent from England to America especially to Virginia to work under contracts of apprenticeship. The process of learning many skills and over-working eventually led to illnesses, and many of these children died. The Massachusetts Bay Act of 1642 was the first legal movement responsible for providing protection for poor children who had to work and whose parents had neglected them.

Throughout the nineteenth century universally, there was a strong belief that hard work and thrift were traits that were to be inculcated in the child. When the first factories were established, many children were employed as early as the age of five. Not only was a fifteen year old child considered a grown-up, but many children under ten years of age were working in these establishments.

Little attention was paid to child workers. They worked long hours frequently, from sunrise to sunset. Many children were found to

\[1\] Ibid., p. 60.
\[2\] Ibid., p. 62.
be engaged in such pursuits as spinning, candle-dipping, making clothes and agricultural work. Most of the working children came from low income groups where the earnings of the child became a part of the family income. Children were considered a definite resource and source of revenue for the family. It was expected that a poor man's child would be employed at an early age.

**Legislative Aspects**

The first attempt to regulate the working conditions of children was in England in 1802. This indicated interest on the part of the central authorities in the welfare of the working child. The Act of 1802, unfortunately, made provisions for a child from nine years of age and up and covered only children in the cotton mills. But the movement did focus attention on children working generally and upon the need to provide some protection for them legally.

The Act of 1833, although very limited in coverage, was the first great English victory. Its provision for national factory inspectors is credited to Edwin Chadwick, one of the members of the Investigating Commission of 1833 who believed in government responsibility for the child. Two other outstanding English figures who were concerned about children were Robert Owen and Lord Shaftesfield who advocated the abolition of child labor in England. Some English families believed that the "paupers" should work while the rich educated themselves.

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This belief, however, did not exist in the United States. As early as 1807, the child labor question was given some consideration in the United States by the cotton manufacturers of Baltimore, Maryland. Six years later, a law was provided for the working child requiring that he be instructed in reading, writing and arithmetic. Although the child's working day was extremely long, usually from twelve to fourteen hours, public attitude concerning child labor in the United States was that the child should obtain some training before entering industry.

Massachusetts in 1842 was one of the first states who decreased the working hours for the child to ten hours per day. This involved children under twelve years of age. Later that year, a minimum age law was passed in Pennsylvania. The minimum age for work in the cotton, woolen and silk mills was twelve years. This was considered a high standard. Connecticut made the minimum age nine years in 1855, and a ten year old minimum age law was passed in Massachusetts in 1856.

Not until the twentieth century, was a Child Labor Committee set up in Washington providing protection for the younger child. The completion of grammar school and a fourteen year minimum age for a child to work became standardized nationally. But only an eight-hour day for children under sixteen years of age was accomplished in some of the northeastern states.

1 Ibid., p. 86.
2 Ibid.
3 Ibid.
By 1916, a national child-labor law had been passed by Congress, but it was effective for only nine months. Three years later, another law was enacted which was in existence for only three years. Thus, for a while the nation and states were working together. There was success in reducing the number of children under fourteen years of age working in factories and of those under sixteen years in the mines.

In 1917, the Children's Bureau which had been established in 1912, was entrusted with the administration of the first federal child-labor law. But, this law, which in effect established a federal standard for child labor, was declared unconstitutional by the Supreme Court the next year. The period of operation of this law was one of active cooperation between the Children's Bureau and the states and brought about improvement of standards in a number of states to conform with those formulated by the federal law.

Three years later, the Industrial Division was set up in the Children's Bureau to take care of legal regulations and industrial conditions affecting the employment of the child such as, child labor, school attendance, workmen's compensation laws, employment conditions, occupational hazards and vocational opportunities. It assembled reports on employment certificates issued to working children in order that current information might be available as to the trend in child labor as well as significant facts about age and education of children going to work. The reports were obtained through the cooperation of a steadily increasing number of state and city

2 Ibid.
officials who were in charge of the issuance of the employment certificates. They were tabulated by the Children's Bureau, and since the beginning of the issuance of employment certificates in 1920, certificate statistics have been published annually.

There was no legislation of any consequence pertaining to the working child until the code of fair practice adopted under the National Industrial Recovery Act of 1933. This Act prohibited the work of children under sixteen years of age, but exercised little influence as this law was in existence less than two years.  

Recent Protective Factors

At present, protection for the working child, as recommended by the 1940 White House Conference on Children, established some essential factors which included children seeking employment during and outside of school hours. In addition, it was set forth that a minimum age of sixteen years be established for all employment during school hours; that a minimum age of fourteen years be adhered to for employment outside of school hours; that a minimum age of eighteen years be made mandatory in hazardous occupations; that an eight-hour and six-hour day and a forty-hour week for minors under eighteen years with hours in school be considered a part of the working day; and that night work for minors under eighteen years be regulated.

1 United States Department of Labor, Children's Bureau, Children's Progress 1834-1934 (Washington, 1934), p. 15.
All of the states have not yet adopted these standards. Two years ago, or in 1944, it was a known fact that children under fourteen years of age were employed, and those under sixteen years were leaving school for work. During that year, war jobs had excited the average youth. They looked forward to regular and fabulous pay, but the late hours of employment were a definite handicap. A recent survey made by the Children's Bureau emphasized the lack of general standards particularly for children under eighteen years who were employed in hazardous work.

It is evident, that children have working from an early age and considered an economic asset to the family. It is significant that when the state took responsibility for the child as early as 1601 in England, the child was expected to work for his maintenance. Not until the nineteenth century was there any aspect of protection introduced through law for the child. Although in the more recent years of the twentieth century there has been an increasing concern for the welfare of the working child, not until 1940 was there any serious consideration of the problems of working children between the ages of fourteen and eighteen. It is generally accepted that the state and its people have some responsibility for the child who is forced to seek employment.

1 Ibid.
2 George Wolff, "Deaths From Accidents Among Children and Adolescents," The Child, IX (Washington, 1944), 84.
CHAPTER III

SPECIALIZED JOB PLACEMENT CENTERS FOR ADOLESCENTS

Children working and the occupational pursuits of children are not a matter of recent concern. Due to the fact that society has become more complex, that problems of industrialization and technological changes have produced changes in the work world and that urbanization with its demands for new kinds of service and many new workers have taken place, it is important that younger people be helped in their vocational choice and work plans.

Placement as a part of occupational guidance involves helping young people to choose, prepare for and enter the vocation they are best suited for and in which they have the ability to progress. Agencies responsible for young persons, who must live and work in a modern economic and industrial society, are aware of the need to place individuals in jobs where no interference with their educational preparation is permitted. This being the case, the state cannot evade its responsibility for helping young people make satisfactory job selections and adjustments.

Public Employment and Public School Agencies

The public employment agencies serve as job placement centers for youth and their respective employers. Over twenty years ago, a special provision for adolescent employees was started in the United States Employment Service known as junior placement. Before 1940, a study of junior placement was made by the Children's Bureau at the request of the United States Employment Service. The purpose was to report on specialized
techniques which placement workers have developed in their work with junior applicants and the number of offices available. According to the report, it was found that:

The Children's Bureau received, through its questionnaire survey reports from seventy-three public school systems and public employment offices which were operating junior placement services of the type that came within the scope of this study, namely, offices in which one or more junior counselors devoted substantially all their time to the placement of young people who were about to leave or had already done so. These seventy-three offices represent all divisions that were functioning as part of public employment services on December 31, 1936 and all full-time offices being operated on that date by public-school systems that returned questionnaires.2

The employment of girls and boys of school age for full or part-time work presented a new and disturbing problem in nearly every American community. By 1940 the situation was particularly critical in war production areas but was not limited to them. There was need to ascertain more information about the employment services placing many people.

There were junior placement divisions organized in local public employment offices. In the public school system, twenty-one offices reported specialized services. Three of the latter were affiliated with their local state employment services. Job placement centers were serving rural sections and counties. In some areas, the public employment and the public school system consolidated their functions while in other services were separate and independent.

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1 United States Department of Labor, Children's Bureau Publication No. 256, op. cit., p. 7.
2 Ibid.
3 Ibid., p. 10.
The study made by the Children’s Bureau stated that the functions of the agencies were divided into two types of placement services for junior applicants. Every junior applicant was registered, and the cards soliciting openings from employers in the community were filed. Only select and referred applicants received job placements and were given a special follow-up study.

It was reported that six junior services in Chicago, Cincinnati, Danville, Decatur, Indianapolis and Washington did not function according to this plan of service. Instead, these offices carried only a part of the responsibility for making placements. But counselors in the junior divisions were responsible for determining the interests and abilities of the junior applicants. Such services have been called functional junior divisions and are distinguished as such from the complete placement units.

The ages of youth served are of great importance. The study revealed that juniors were placed and ranged in age groups from fourteen through sixteen years to twenty through twenty-one years of age. Half of the placement offices throughout the country extended service to young persons up to twenty-five years of age particularly when they had had no previous work experience.

Ninety per cent of the placement offices accepted all applicants who met the age and resident requirements. One-sixth of the total number of junior placement offices imposed further restrictions such as, specialized services to boys or to white registrants and to those individuals placed

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1 Ibid., pp. 10-11.
2 Ibid.
according to adult procedures. Still other agencies served youth on the basis of educational background or race. Two offices were organized to assist graduates of their respective schools who had completed vocational training.

The experience in junior-placement work suggests that there is a great need for the state to develop a cooperative relationship between the public-school systems and public employment services to carry out a successful placement program. Through a recent survey, the Children's Bureau has reported that it is nationally accepted that these services covering job counseling should be an adequate service to all young applicants seeking work. The need for this type of service should be augmented nationally by continued planning and the efforts of local groups throughout the communities.

Placement During Wartime

From the beginning of World War II, the United States made a remarkable adjustment to a war economy. The demand for labor had an important effect upon the employment of children and especially for young persons under eighteen years of age. Communities with defense plants had an increasing number of young workers, and the urgency for workers was felt in agriculture to cultivate and harvest crops. Young workers took the places of thousands of adult workers drawn into war industries and the armed services. It was definitely a changing picture for the working child. Many pupils left school for work while still others went to work

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1 Ibid.
part-time and attended classes. During the wartime period, the need for workers was so great that many boys and girls obtained jobs without the aid of placement offices.

Communities throughout the states were cognizant of the need to organize services in order to help young people seeking jobs. The Children's Bureau recommended that communities large or small provide offices in other agencies to cope with placement problems; that there be an interchange of information between such agencies; and that trained counselors assist young people through guidance techniques. These offices were to make use of counseling, training, and resources in their particular community and to survey the local situation as to services rendered to young applicants to determine if these services were used to any advantage. The staff and facilities, it was suggested, were to be made more adequate in order to continue a high quality of assistance and follow-up studies of cases after placement.

The need for guidance to help the young person find his particular place in the work world is still a problem. Local social welfare agencies reported that the veterans service agencies have helped them as a placement source for young people. But their facilities are not sufficient. The placement facilities for young job seekers operated by either the United States Public Employment Service or the Public School System find that by making use of the available resources, they can greatly im-

2 Ibid.
prove the quality of service. On the other hand, there is much evidence that the communities need help in increasing placement services to young people.
CHAPTER IV

FACTORS INFLUENCING THE EMPLOYMENT

OF CHILDREN, 1943-1945

Many factors were responsible for the changes which took place in the employment of children, the most important being child-labor legislation, public attitude and employment opportunities. Children were increasingly in demand for work. By 1944, more and more children under sixteen years of age took positions as workers in aircraft and other war production industries, in hotels, restaurants, offices, laundries, bowling alleys, moving picture theatres and merchantile establishments as well as on the farms.

The security of labor and an increasing realization of the need for trained citizens and workers to meet the complex problems of war time needs influenced public opinion as to the employment of children under sixteen years of age in all types of work. This approach to the child working was in contrast to the gains made by state legislative bodies for years whereby attempts had been made to protect the child and to prevent parents and employers from considering the child an economic resource.

Employment and Conditions

During the years 1943-1945, the Children's Bureau was concerned with the employment offers and their effect on children in schools. Irregular attendance in school was aggravated by the excessive work accomplished by the adolescent outside of school hours, especially at night. The increase of substandard employment, violated the standards set up for working children. There was a definite increase in the accidents in
industrial concerns where children were working and breakdown in child labor and school attendance laws.

An example of the estimated employment and school attendance of young workers aged fourteen to seventeen during 1944 in the United States is shown in Table 1. Significantly, more children between the ages of sixteen and seventeen went to work than those from fourteen to fifteen.

The migration of boys and girls from their families to jobs in the war industrial centers gave great concern to the public. According to the

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reports of the employment certificates of that year, the boys in the age group between fourteen and eighteen were the leading number of employees. The increases in 1944 were proportionately larger for the same group of young workers than in the previous year. They also held such positions as telegraph messengers, delivery boys, attendants at amusement parks and others.

The following estimates of young employees in agriculture, trade and manufactures between 1944 and 1945 are shown in Table 2.

TABLE 2

DISTRIBUTION OF YOUNG WORKERS FOURTEEN TO SEVENTEEN YEARS OF AGE BY INDUSTRY IN THE UNITED STATES, 1944-1945.

<table>
<thead>
<tr>
<th>Industries</th>
<th>14-15 years of age</th>
<th>16-17 years of age</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1944</td>
<td>1945</td>
</tr>
<tr>
<td>Agriculture</td>
<td>350,000</td>
<td>350,000</td>
</tr>
<tr>
<td>Wholesale &amp; Retail Trade</td>
<td>250,000</td>
<td>250,000</td>
</tr>
<tr>
<td>Manufacture</td>
<td>100,000</td>
<td>400,000</td>
</tr>
</tbody>
</table>

Large numbers of young employees were found working in agriculture and manufacture in 1945 while a number of employees were in agriculture and trade industries the previous year. Interestingly, in the fourteen to fifteen age group, there was a sharp decline in the number of children employed in manufacturing by 1945. On the contrary, a sharp decline was seen in the sixteen and seventeen year old groups in agricultural pursuits, but there was an acceleration among these children employed in wholesale and retail trade by 1945.
A report of the farm work program for inexperienced children was made by the Children's Bureau late in 1943. It pointed out certain attempts to control farm working conditions. The new problems brought to the surface a need for shorter hours and a guarantee of reasonable money return to young employees whether they worked for it or not in order to earn their board.

As is shown in Table 2, some 800,000 children under eighteen years of age were placed in agriculture by official placement services. As the war came to an end, special attention was given to inexperienced children. Due to the fact that a large number of inexperienced children were working on the farms improved by what was known as work camps.

The plans were set up in the plans initiated by Children's Bureau in the New England States. They were supervised by trained workers, and the standards were better than in the previous year of 1943. There was emphasis on day-haul work. The leaders who were paid workers had an important duty in promoting interest toward child labor.

Another significant factor in the farm work was the planning and operation of farm-labor programs in cooperation with the employers and local placements office in an effort to set forth an understanding of the child employee and the child labor standards. The special contribution made by the program was as follows: the employer must check for adequate facilities and workers; must give each worker a minimum wage; must provide housing and subsistence at a specified rate; must carry insurance on work-

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ers; and keep records of the number of hours worked by each employee.

During the period of census-taking, an estimate was established on the part-time and full-time employment by the teen age employees ranging from fourteen to seventeen years of age in 1945. This is shown in Table 3.

**TABLE 3**

EMPLOYMENT OF YOUNG WORKERS AGED FOURTEEN TO SEVENTEEN ON A PART TIME OR FULL TIME BASIS DURING CENSUS WEEK IN THE UNITED STATES, 1945

<table>
<thead>
<tr>
<th>Ages</th>
<th>Total</th>
<th>Part-time Employment</th>
<th>Full-time Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>2,800,000</td>
<td>1,250,000</td>
<td>1,550,000</td>
</tr>
<tr>
<td>14-15 years</td>
<td>900,000</td>
<td>550,000</td>
<td>350,000</td>
</tr>
<tr>
<td>16-17 years</td>
<td>1,900,000</td>
<td>700,000</td>
<td>1,200,000</td>
</tr>
</tbody>
</table>

Out of the total number of children employed, over one-half were engaged in full-time work, and 44.5 per cent of them were working in part-time jobs. Two-thirds were doing part-time work. On the other hand, a little less than two-thirds of the total number of children between the ages of sixteen and seventeen were employed full time.

It is to be expected that with the large number of children working throughout the country that there would be some irregularities. Table 4 reveals the number of child labor violations.

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1 Ibid.
TABLE 4
CHILD LABOR VIOLATIONS IN THE UNITED STATES, 1943-1944.

<table>
<thead>
<tr>
<th>Violators</th>
<th>Years Ending</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1943</td>
</tr>
<tr>
<td>Total</td>
<td>6,289</td>
</tr>
<tr>
<td>Establishments</td>
<td>1,722</td>
</tr>
<tr>
<td>Youth</td>
<td>4,567</td>
</tr>
</tbody>
</table>

An example of the violation of the protective factors for the child is well explained in an interesting report of a monthly publication. It was pointed out that the employers during this period who were in non-essential industries selected youth as workers because they were paid low wages. The violations became daily occurrences throughout the country.

Violations existed in the major industries of the United States, which Table 5 denotes. More violations were found in factories. Fewer violations existed in paper industries.

Despite the apparent increase of violations during 1943-1945, there was an increase in the pressure of getting employers to adhere to child labor standards. An estimate of the Children's Bureau appropriations for child labor law enforcements in the United States during this period is shown in Table 6.

1 Vera Connolly, "Children For Hire, Cheap," Collier's, (December, 1943), p. 28.
2 Ibid.
TABLE 5
INDUSTRIES VIOLATING STANDARDS OF ADOLESCENTS WORKING IN THE UNITED STATES, 1943-1944.

<table>
<thead>
<tr>
<th>Products</th>
<th>Adolescents Working</th>
<th>Number of Industries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>3,410</td>
<td>1,190</td>
</tr>
<tr>
<td>Furniture</td>
<td>1,122</td>
<td>292</td>
</tr>
<tr>
<td>Apparel and Fabric</td>
<td>674</td>
<td>316</td>
</tr>
<tr>
<td>Printing</td>
<td>644</td>
<td>212</td>
</tr>
<tr>
<td>Iron and Steel</td>
<td>350</td>
<td>162</td>
</tr>
<tr>
<td>Paper</td>
<td>321</td>
<td>101</td>
</tr>
<tr>
<td>Textile</td>
<td>299</td>
<td>107</td>
</tr>
</tbody>
</table>

TABLE 6
CHILDREN'S BUREAU APPROPRIATIONS FOR CHILD LABOR LAW ENFORCEMENTS IN THE UNITED STATES, 1943-1945.

<table>
<thead>
<tr>
<th>Years</th>
<th>Contributions of Funds for Enforcement</th>
<th>Young Employees 14-17 years at work</th>
</tr>
</thead>
<tbody>
<tr>
<td>1943-44</td>
<td>$225,000</td>
<td>2,750,000</td>
</tr>
<tr>
<td>Proposed*</td>
<td>369,222</td>
<td>275,000</td>
</tr>
<tr>
<td>1944-45</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*1944-45 was not approved by Congress at the time these figures were released.

The 1945 appropriation was an increase of $144,222, or 40 per cent over the amount in 1943-1944. National organizations urged the importance...
of granting this increase.

Additional factors to better the conditions of the working child were stated in an article by Elizabeth S. Magee, General Secretary of the National Consumer's League. She stated that local groups during 1944 promoted standards through their respective organizations. Back-to-school drives were started in various local communities by the efforts of private agencies. Later, a nation-wide effort was perfected through the state and local agencies to bring children and their parents together in order that they might understand the importance of the child's returning to school. Likewise, public relations on the program were effective through publicity on the radio and through the newspapers.

The United States Children's Bureau suggested other community actions which were proposed throughout the nation. They were as follows: to organize a local advisory council on the working child by local organizations; to promote a stay-in-school campaign; and to initiate action in order to facilitate vocational counseling services in the school. This was to be done through the cooperation of school authorities in which vocational guidance needed to be stressed. It was pointed out that community programs should help to enlarge the school budget for counseling services. A series of questionnaires to the children working outside of school hours were to be issued through the communities.

An important factor was that school-work projects should be used in

2 Gertrude Zimand, op. cit., p. 72.
an effort to promote cooperation between the school and employers. This would be an attempt to steer young employees to suitable jobs. The reduction of sub-standard employment should be accomplished by reporting illegal practices. Local organizations were to be encouraged to work on special aspects of the working child and to stress the need for health examinations of all young workers prior to job placements.

It is evident that children under eighteen years of age were gainfully employed in agriculture, wholesale, retail and manufacturing types of industries. The federal government through the Children's Bureau was instrumental in improving conditions of work on the farm. But many industrial establishments were carrying out practices which were indirect contradiction with good labor practices for children. Nationally, there was a need to promote cooperation between employers hiring children under eighteen and the school officials desiring to develop children to their fullest capacity.

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CHAPTER V

SPECIAL PROBLEMS CONCERNING THE WORKING ADOLESCENT

As the war emergency heightened, employment of children steadily increased. In war-affected communities, various situations created as a result of adolescents employed in full or part-time work, presented new and disturbing problems. Many case-work and group work agencies became concerned with the interrupted education of the adolescents; the effects on post-war responsibilities as well as on the prevailing situation; the physical and emotional strain on young workers resulting from heavy schedules and new kinds of work with increased tempo. The need of the adolescents for understanding and guidance of how to handle their new work experience plus the need for a new program to help the young worker was most evident.

Economic Aspects

A paramount factor in regard to the working child during 1943-1945, was that in many families, there was undoubtedly a feeling that an opportunity to earn money would never present itself again. As a result, young people became independent, and they were in great demand at an exorbitant wage paid to them. The new-discovered earnings of the adolescent were often misused. In many cases, the misuse of money caused a problem particularly to those adolescents who were accustomed to allowances and very restricted budgets.

1 John Slawson, "The Adolescent in A World At War," Mental Hygiene, XXVII (October, 1943), 552.
The working adolescent became a serious problem, with some economic components. The earnings and the employment of youth did not improve the standard of living in many families. The economic change brought to the attention of many social workers and families the fact that money was the cause of problems as well solving problems. The case workers also noticed the desire of many unemployed parents to earn money along with the child. The services of the case worker were to help make major adjustments in the families of many young and inexperienced employees where transferring of jobs was necessary. Gradually, the child learned to adjust to a marked change from dependency upon the parent to a financially independent status. In a few instances, the unstable adolescent shifted from job to job in order to get more pay. Social work agencies specific aim was to meet the need of the adolescents through the guidance as the adolescents attempted to manage their freedom resulting from greater economic independence.

Making an occupational choice is a difficult problem of adolescence. Certain occupations can be dangerous and dead-end jobs therefore crippling the life of the child. He needs to be guided and given a great deal of specific information because many adolescents show a tendency to concentrate on a few occupations without understanding the demand for their services or their ability to meet the requirements of a job.

As a means of ameliorating the working conditions of young people, there were many movements started. By 1945, there were organized child-

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1 Charlotte Towle, "Some Notes on the War and Adolescent Delinquency," The Social Service Review, XVII (March, 1943), 68.
labor clinics which acted as a teaching device to clarify protective legislation for young employees for those interested in the welfare of the child. The purpose of the clinics was to serve individuals interested in federal and state child labor provisions and to assist the adolescent in order that he would be legally employed. Such services were worthwhile in many communities and made improvement in education and health for youth.

Physical and Mental Health

Medical studies indicated that there were many injurious effects upon the working child employed in industries. The facilities in the industries were not adequate enough to protect the working child against certain gases and fumes. Medical programs were introduced for the protection of the growth and health conditions of the adolescent worker. The general nutritional state of the adolescent was observed and dental defects were probably due to many dietary deficiencies. This showed the necessity for more adequate provisions for low-cost or free dental care for children.

Dr. George Gardner, director of the Judge Baker Guidance Center, stated that, the significance of well-supervised hours, selected employment and working and living conditions would improve the physical, moral and mental health of the growing child. There was need of more well-established social agencies to carry out plans of foster home selection and placement.

Parent-child relationships were affected. In a few instances, par-

1 George E. Gardner, "Child Behavior in a Nation at War," Mental Hygiene, XXVII (July, 1943), 355-56.
2 Ibid., p. 357.
ents were submissive to children's demands because the child was so independent. This situation was especially evident where children asserted themselves. The problem was different because of each child's mixed feelings as to his newly acquired freedom. The adolescent conceived the idea that he wanted to seek life for himself, but in many cases, this false sense of independence met with opposition and lack of cooperation in the home because of the adolescent's need to still be dependent.

During the war-time period, many actual circumstantial changes were made in the home and financial and living circumstances were for the better or worse. The child's home should provide security against disturbing emotional factors, and offer supervision, adequate shelter and training of the child in acceptable modes of social situations. The separation within the family group and dislocation of the family within the community were serious psychological factors which influenced the working child.

During this period, the conflict for the adolescent involved was seen through fears, disillusionment and frustrations. The young worker wanted to assume adult standards when entering job situations. This caused him to cancel his future occupational opportunities, and gradually, he assumed a more mature outlook at a relatively immature age. The adolescent was unready in most cases to undertake adult responsibilities, but his reaction was to work and make "big money." He became disinterested in school and

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3 Charlotte Towle, "The Effect of the War Upon Children," Social Service Review, XVII (June, 1942), 144.
gave up educational as well as occupational goals. Of significant im-
portance was the rendering of services by private agencies by means of
casework counseling to meet the pressing needs of health, sanitation, trans-
portation, recreation and child care facilities.

Social Adjustments

In the most war-affected communities, delinquency was the leading
problem at home, in the school or at the clinic. There was an increase
in delinquency both among boys and girls, but in proportion much greater
among the latter. The communities with congested housing, crowded living
conditions, sex delinquencies and problems of prostitution were responsi-
ble for placing the standard of life on a primitive scale.

An increase of 57 per cent in the number of juvenile delinquents
was brought to practically all the Juvenile Courts. Delinquencies were
prevalent among war-industrial centers as well as in military areas where
adolescent workers were employed. The case work services in the court and
in private agencies became increasingly concerned with a type of counseling
service on the problem of the working child. Case-workers formulated a
plan which was to promote cooperation with other social agencies in an ef-
fort to help the working child from the point of view of his total per-
sonality needs.

Delinquent acts were induced by employed parents, lack of protect-

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1 Ibid.
XXVI (April, 1945), 43.
3 John Slawson, op. cit., pp. 536-543.
ive employment for the working child and unsupervised recreation in adult activities for worthwhile gains on the part of the adolescent. The adequate provisions of recreational facilities and overburdened group work agencies were limited in many communities for young workers.

It is pointed out in an interesting article, previously mentioned, by Dr. George Gardner, that the drop in membership in a local Y.M.C.A. unit among the high school group was due to full and part-time employment in Boston. It was cited also that this particular age group did not take any interest in well-established, non-commercialized social centers. During 1943-1945, there was a shortage of paid and volunteer group workers in recreational agencies because of the war demands.

In an attempt to promote recreational interest for the working child, especially for the girls, the National Y.W.C.A. built a program based on the needs of the adolescent. These included recreation and relaxation where community agencies were opened to them. Health counseling as to diets, rest, exercise and hygiene was given, and help in making social adjustments, in adjusting to the work world was provided. The War Recreation Congress under the auspices of the National Recreational Association in 1943 urged the use of initiative in solving recreation problems; in training boys and girls to dance and play together; in permitting them to plan their own parties; in finding recreational areas; in making a survey of community facilities; and in assigning responsibilities to adoles-

1 George Gardner, op. cit., p. 357.
cent girls in an effort to give them recognition of their service.

CHAPTER VI

SUMMARY AND CONCLUSIONS

In summary, this study indicates that historically, the child has always been employed. As early as 1601, in England, the poor child was exposed to such systems as being apprenticed or indentured. Throughout the nineteenth century, hard work and thrift were outstanding concepts in regard to the training of the child. It was not unusual for a child to be employed at the age of five, and by the time he was fifteen years of age, he was considered a young man. Even when attempts were made to regulate the working child by law in the United States in 1842, the child was considered a resource and a means of revenue for his family.

Not until the twentieth century was there any constructive effort to protect the child or to be concerned about his education. Protective provisions were instituted in various states when the White House Conference of 1940 established essential standards for employment of the child during and outside of his school hours.

Junior-placement services which were started in 1936 increased in the 1940's, and an attempt was made to meet the situation by finding suitable jobs for the adolescent. These services are granted by public employment agencies and public school systems and act as counseling devices for the junior applicants seeking employment. They assisted the inexperienced young workers to choose suitable employment. The United States Children's Bureau recommended that junior placement procedures be emphasized and that more registration and guidance of the adolescent be promoted in order to help the child make better use of his particular interests and abilities. The junior public employment office provides opportunity
to contribute to the occupational fitness of the adolescent.

Important factors relating to the working adolescents under eighteen years of age are stressed in this study. The job opportunities offered during World War II period influenced youth causing him to lose his interest in education and in more or less normal social activities for youth. The dangers were evident in health hazards and sub-standard employment for the child. He was aware of the advantageous support he was giving his family through his good earnings. But at the same time, he was demanding adult activities.

The increase of job opportunities and the admittance of adults in the armed services accentuated the employment of the child problem. There was not any great degree of difference between the number of boys and girls from the ages fourteen to eighteen going to work, but more children under eighteen years of age in 1944 were working in wholesale and retail trades. By 1945, there had been an increase in the number of children employed in manufacturing establishments. In addition, more children were employed in full-time than in part-time jobs during that year. Consequently, a great number of children were leaving school.

With such large numbers of children working, there was some laxity in the adherence to standards for the working child. In 1944, there were twice as many violations of working standards as in 1943 and these were chiefly in the factories and in the furniture industries. In an effort to support child labor law enforcement in 1945, the United States Children's Bureau appropriated an increase of 40 per cent over the amount granted in 1943-1944 to carry out the law in behalf of working children.

The employment of adolescents during the period studied, presented
many special problems throughout the communities. Case-work services were offered providing counseling on the difficulties of the adolescent. The high wages earned by the child gave him a false sense of his importance as a source of income in the family. Although some families viewed the increase of the child’s earnings as an asset, the unaccustomed high wage was misused and there was little planning as to the expenditure of money. The attractiveness of higher pay caused many young people to shift from job to job with a strong inclination to accentuate instability among them.

To meet the problem of both helping the young person find himself occupationally and to work under most satisfying conditions, child-labor clinics were well under way by 1945.

In addition to the dangers of occupational injuries and diseases on the job, many who were working showed that they were greatly in need of mental and dental care. Likewise, the recreational and social pursuits for the working young person was decidedly limited due to the fact that most leisure-time was geared to the needs of an adult population and military personnel. Group Work agencies were encouraged to initiate programs for the teen-age groups, but the false sense of independence and the large sums of money being earned by the children influenced them to purchase commercial entertainment.

The most damaging result of the teen-age person working was seen in the kind of relationship established between the child and the parent. Because of the child’s newly acquired freedom and need to assert himself, there was emphasis among the adolescent to seek life for himself without guidance of his parents. Some parents were forced to comply with the children’s wishes because the young person had obtained economic independ-
ence. The child's assumed air of maturity was in conflict with his basic need to be dependent upon parents in his adjustments outside of his home. There was little doubt that most children were decidedly ambivalent as to their recently acquired freedom.

As revealed by this study these situations are undesirable for the child and his family because they warp a child's personality. The child welfare worker or family case worker had to cope with frustrations of the child in his attainment of occupational goals. Case-work and group work agencies must integrate their programs in an effort to help the adolescent with his total personality needs.

There are manifold problems in the readjustment of the working child and attention should be forced more sharply on what the community has to offer to meet his needs and where the local gaps are. This calls for a more socially-minded employer who is interested in the welfare of the child and in more adequate federal and state control over the conditions under which young people work.
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