

THE RESPONSIBILITY OF THE PRIMARY SCHOOL IN THE
PREVENTION OF JUVENILE DELINQUENCY

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THESIS

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FOREWORD

The accompanying thesis evolved as a kind of effort to relieve the tensions aroused by the years of teaching in which problem children have been seen to come and go through our classrooms with little help for their problems. Many of them have been wrestling with these difficulties long before they entered school. They do not know what the trouble is, and not much more do we know. We see them as children with problems, they leave the primary field as problem children, soon they are truants, then they are delinquents, and if something is not done along the way, they more than likely go on into crime.

A good deal of study has been done at the delinquent stage, but teachers of little children feel that if the order were reversed much more good might be accomplished.

Few critical studies in the form of theses have been found that are on the primary level, not very many discussions are to be found in periodical literature, and fewer still are the books dealing with the early levels.

Interested encouragement from Frances Mayfarth, Editor of Childhood Education, and from Frank W. Hubbard, Director, Research Division, National Education Association, has spurred on the effort for the study.

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CHAPTER I

INTRODUCTION

Statement of the Problem

It is probable that the most talked of problem in the nation today is the problem of juvenile delinquency. Society is aroused over the misfits and the mass of human debris that is in the wake of its progress. Lowell J. Carr gives this challenging statement:

Consider this curious fact: the nation that leads the world in the production of furnaces, radios, automobiles -- the nation that has come nearest to solving the age-old problem of production -- stands lowest among civilized people in respect for law and order, furthest from the solving of the ancient problem of social control.¹

Among the first concerns of educators today is the question: How may this rising tide of juvenile delinquency be stemmed? The answer to this question is the problem for this study.

The Purpose of the Study

It is not the intent of this study to deal with the legal term, juvenile delinquency, but to deal with maladjusted behaviors as symptomatic of frustrations or tensions

¹Lowell J. Carr, Delinquency Control, p. 3.

of children who need help.

The purpose of this study is to survey the needs of children, their difficulties, the attempts that have been made to meet these needs, and to solve these difficulties. The next question that arises is, "Where shall we go from here?" Can the schools do a better job than has been done so far? If so, then where shall they place the emphasis? In the past the adolescent years have received the major part of the emphasis. An examination of the thinking of the nation's leading educators will reveal their ideas concerning the probability of an effective program of prevention begun in the early school years. If there is opportunity, then there is responsibility. So, the emphasis in this study is to be on prevention rather than cure, following the conclusion that the primary school is the place where the problems may first be observed and therefore should be the focus point of attack.

Delimitations of the Problem

There has been no effort to describe the responsibility of the school to cooperate with other social agencies, other than merely mentioning the need. No study is made of the use of the school plant other than during school hours. The study is not confined to any particular

area or region of the country. For the most part, the figures used have been based on white American children, with no reference to Negro, Mexican, or foreign-born.

Sources of Data

The data for the study have been assembled chiefly from the library of North Texas State Teachers College, the Office of Education in Washington, D. C., the Association for Childhood Education in Washington, the New York State Committee on Mental Hygiene, personal interviews, a questionnaire, and other sources.

Procedure

Following the statement and analysis of the problem in the first chapter, the treatment of the problem will be taken up as follows:

1. Some major causes of delinquency. The first step in determining need is the taking of stock. An attempt will be made to discover the causes of maladjustment that remedies may be the more intelligently applied.

2. Organized attempts to combat delinquency, and why these have not brought the desired results.

3. What some of the schools over the country are attempting to do -- the results of a questionnaire sent to the cities of the United States having over 100,000 population.

4. What yet needs to be done by our schools. The leading thinkers in the field of education, the leaders in the field of criminology, psychologists, psychiatrists, and students everywhere who are friends of little children are to be consulted, to the end that the positive well-being of each individual child may be promoted.

CHAPTER II

SOME MAJOR CAUSES OF DELINQUENCY

It is evident that recent months and years have shown a tremendous increase in juvenile delinquency. The Children's Bureau gives the increase from 1940 to 1942 as eleven per cent for boys and thirty-eight per cent for girls.¹ Some of this may be attributable to war conditions, but not all. Much of it is the result of tensions that have been mounting over a period of years -- years that have seen much of the responsibility of the home being assumed by the school and the community, and in the interim, assumed by no one.

Today it is estimated that children are committing fifty-six per cent of all crimes, and the crimes are much more serious than those of ten years ago. Comparing 1929 with 1944, the figures show:

Boys 10-18	Increase
Murder	47%
Rape	69%
Assaults	71%
Sex crimes (other than rape) . . .	61%

¹Austin H. McCormick, "The Challenge to All of Us," Survey, Midmonthly, Juvenile Delinquency, LXXX (March, 1944), 69-71.

Girls 10-18	Increase
Sex offenses and prostitution . . .	375%
Drunkenness	174% ²

The Federal Bureau of Investigation has established a department for dealing in particular with these delinquents.

Another matter of great concern is the lowered age level of the offender. Instead of great numbers of youthful offenders being from ten to eighteen years of age, the age is now more likely to be from seven to fifteen,³ and some cases of three- and four-year-olds have been noted. Recently, in one of the larger cities of the country, a well-to-do family left home for a few days. Upon their return, they found their home had been pillaged by three- and four-year-olds, who had gained entrance through a glass panel in the door and had destroyed everything within reach.

When the American people have set their minds to other problems, they have usually come out with effective solutions. There was a time when health problems were attacked with the idea of curing the victim of the disease, rather than attacking the causes. In the medical fight against the contagion of yellow fever, it was necessary to go deeper into the history of the subtle disease. When this procedure revealed that yellow fever was transmitted by mosquitoes, science was able to combat the

²Charles J. Dutton, "Tomorrow's Gangsters," Reader's Digest, XLIX (July, 1946), 74.

disease by such simple preventive measures as screening the homes and draining the swamps and stagnant pools. This should be the attack on juvenile delinquency -- programs of control and prevention must go on together. An attempt must be made by scientific study to discover the causes, the conditions, and the remedies that need to be applied.

No attempt has been made to study all of the causes of delinquency, but some of the major factors have been found to be the home, the school, and other environmental factors, such as the movies, the radio, and the crime book, and on and on.

The Home

Any study of the delinquency problem must concern itself first of all with the home from which the child comes. This statement comes from a research bulletin of the National Education Association:

Even though the home is not what it should or might be it is for many years of the individual's life the chief influence. The home has the last word in what the child eats, wears, thinks, does; it determines his ideals and associates. The child's character is molded by limitation and suggestion. The home consciously instructs the child.⁴

Parents employed. -- Where both parents are employed

⁴National Education Association, "Crime Prevention through Education," Research Bulletin, X (September, 1932), 181.

the children often lack the proper care. During the re-^{2nd}cent war many sad cases of neglect were recorded. In one parking lot forty-five infants were found locked in cars. Some children of working mothers were locked in their homes, while others were locked out. One thirteen-year-old girl was followed into a beer hall and asked why she was there. "I'm just waiting until twelve o'clock," she answered; "my bed isn't empty until then."⁵

Broken homes. -- Broken homes are a major factor in many a youngster's going wrong. When divorce enters the home it usually brings with it unhappiness, economic insecurity, and emotional instability to the child. Even if marriages do not turn out to be all that could be desired, the parents of children have no moral right to break up the child's only chance of security and love in a natural environment. Some homes are the scenes of quarreling and contention, which condition is apt to produce a state of turmoil. This is not conducive to peace of mind or satisfaction for any member of the family, and the child is the one who suffers most.

Bad examples. -- When the bad examples many parents set for their children are noted, the wonder grows that the children are ever able to overcome their unwholesome

⁵Agnes E. Meyer, "War Orphans, U. S. A.," leaflet distributed by The Reader's Digest, condensed from the Washington Post, February 21-April 30, 1943.

environments. Notice a few of these cases; the child who is sent to school before he is old enough, says he is six at home and seven at school; the child who must answer the telephone or the doorbell and say that his mother is not at home; the child whose mother stopped her car for her little boy to get out and take one of the lanterns set to guard work on a street project; the child whose mother or father drinks so that he is ashamed to bring in his friends; the three-year-old who was recently brought into the hospital drunk from wine -- he had been given beer previously, so they thought wine would not hurt him! Only a real program of guidance will ever make up for this lack of the right standards of honesty and integrity.

The example of an older brother or sister who has not had the right ideals may be a real source of difficulty to a child who is younger.

Lack of discipline. -- In many homes the lack of discipline is appalling. Many leading thinkers rate this very high among the causes of maladjustment found among children. The parents neither practice the art of self-discipline, nor do they attempt to teach it to their offspring. Each child is allowed to go his own way on the street or where he chooses until late at night, seemingly responsible to no one. Furthermore, the parents will

even alibi for him if he does get into difficulty.

Improper housing. -- Crowded housing conditions are recognized as a definite factor in delinquency. The Children's Bureau gives this estimate:

Improper housing in itself does not cause delinquency. But the lack of privacy, the friction and irritation caused by overcrowding may well create tensions in the child that find expression in delinquency. Then, too, children living under these conditions are often eager to get out of the house and into the streets, away from the supervision of their families and, especially in slum areas, are apt to be exposed to the influences that may do them harm.⁶

Parental delinquency. -- J. Edgar Hoover says it is not juvenile delinquency, but parental delinquency which should cause the greatest concern. He lists what he calls seven types of parental delinquency: neglect, broken homes, unhappy homes, bad examples, lack of discipline, doting parents, and outside influences.⁷

Recently the Times-Herald of Dallas, Texas, conducted a \$1,000 awards contest among the high school students of the city on the subject, "Juvenile Delinquency -- What to Do about It." The general run of indictments in these articles was against the home, the community, and the church. Among the eight first-prize winners,

⁶ Edith Karlin Lesser, Understanding Juvenile Delinquency, Children's Bureau Publication No. 300, p. 26.

⁷ J. Edgar Hoover, "How Good a Parent Are You?" This Week, magazine section, Dallas Morning News, April 28, 1947.

Mary Joy Teer, says:

. . . it is a product of an unstable home. It is only natural that when a young person has loving parents, a settled home life, and companionable friends, he will be satisfied and thankful for these conditions.⁸

The School

The Children's Bureau tells us:

The school's contribution to delinquency is not so much one of commission as one of omission. If schools fail to take cognizance of children as total personalities, with feelings and interests and family situations out of which they come and to which they must return, some children -- including perhaps many of the more spirited ones -- will rebel against them and be labeled "truants."⁹

And from William C. Kvaraceus comes this statement:

Literature in the field of juvenile delinquency reveals, on the whole, rather unsatisfactory school adjustments for most children who fall into difficulty with the law. Retardation is usually high, low school achievements and poor grades predominate, truancy is frequent, dislike for school and teachers is the rule rather than the exception, and early school leaving is very often the delinquent's own solution of an unsatisfactory situation.¹⁰

Failure to offer a satisfactory school program. --

It seems that an effort is made to satisfy the pupil with an unsatisfactory program. Many situations are presented

⁸Mary Joy Teer, "Juvenile Delinquency -- What to Do about It," The Times Herald, Dallas, Texas, May 7, 1946, Sec. II, p. 4.

⁹Lesser, op. cit., p. 13.

¹⁰William C. Kvaraceus, Juvenile Delinquency and the Schools, p. 135.

in school which may eventually contribute to delinquency. The programs are not suited to the needs of the individual child; for the most part, little or no effort is made to find out the child's interests, what he feels that he needs, or even what inherent mental capacity enables him to accomplish. Present educational practices go on trying to teach him the things that will fit him for the next rung on the educational ladder and the things that will give him the culture that all children need! The school is authoritarian rather than democratic, and allows the child little, if any, say in what he is to study. If the function of schools is to teach people to live better lives in the American democracy, then it is high time to begin to use democratic procedures, and to be concerned as to whether the child's learning is bringing the desired changes in behavior. It is not enough that the child can read, write, and explain the Golden Rule; it is necessary to look further to see if he has incorporated this in his daily living.^x

If a child fails in his school grade, this gives him a feeling of insecurity and a dislike for school. Then again, the same results may obtain if a child is advanced whose work is already too difficult.¹¹ The school programs fail to provide for the needed continuous

¹¹ Jacob Panken, The Child Speaks, p. 44.

improvement at each child's own level of development.

As a further evidence of school failure, note Table 1, which is a part of a table worked out by Thomas E. Pierce, showing the age-grade distribution in Texas for the school year 1944-1945. Notice (1) the small number of kindergartens provided and (2) the number of older children in the three primary grades. The latter situation is almost always indicative of maladjustment.

TABLE 1

AGE-GRADE DISTRIBUTION ON BASIS OF ORIGINAL
ENTRIES FOR 1944-1945, WHITE BOYS
AND GIRLS (COMBINED)*

Ages	Kinder- garten	First Grade	Second Grade	Third Grade
Under 6...	2,506	7,913	43	
6.....	125	59,462	5,969	190
7.....	4	26,614	45,758	5,869
8.....		13,190	22,946	43,194
9.....		7,638	11,481	1,872
10.....		3,498	6,296	10,310
11.....		1,867	3,471	4,084
12.....		1,189	1,893	3,329
13.....		476	882	869
14.....		261	416	875
15.....		85	168	361
16.....		21	44	109
17.....		30	9	21
Total..	2,635	122,244	99,646	88,832

*Thomas E. Pierce, Director of Teacher Training, Texas State College for Women, Denton, Texas, unpublished bulletin of the Texas State Department of Education, May, 1947.

The teacher inadequate. -- The fact that the teacher may not at all times be a well-adjusted personality may be an important factor in the child's delinquent conduct. Then, too, the teacher's pre-service training may not have equipped her to recognize symptoms of maladjustment and the remedies that need to be applied. The school, too, often fails to have at hand the professional help needed by the teacher in dealing with these problem cases. ✓

Other Environmental Factors

Some of the other factors that often bring difficulties to the young people are the movies, the radio, the newspaper, the crime books, and other influences in the community.

The movies. -- Henry James Forman gives some striking indictments against the effect of the movies on the young people. His studies made in 1933 estimated that an average of 28,000,000 children and adolescents attend the movies at least once a week. Their retention of what they see as compared to adults was shown to be, for eight- or nine-year-olds, sixty per cent. One test repeated after six weeks found that these children still remembered ninety-one per cent of what they had originally retained. What are these young people learning? The parts they remember best are listed as sports, crime, acts of violence, general action, and titles. They experience

fatigue, emotional disturbance, over-stimulation, terror, and fright in a world of unreality which makes adjustment to life and understanding of people and their problems more difficult. In very many cases the movies over-emphasize the sex element and begin the path to sex delinquency. The familiarity with crime, with criminals and their habits, exerts a tremendous influence over young minds. Forman says that "the road to delinquency . . . is heavily dotted with movie addicts, and obviously, it needs no crusaders or reformers to come to this conclusion."¹²

J. Edgar Hoover says, "Law enforcement files are replete with the stories of juvenile offenders who confess to having derived the ideas for their crime from the movies."¹³

The radio. -- The radio is one of our great educational institutions, as is the movies, but one also that must be controlled. Recently, one of our larger Protestant denominations took steps to get petitions signed for seeking the removal from the air of the horror-crime stories. These upset the children emotionally and keep them awake at night.¹⁴ Again, when children are allowed to make a practice of remaining up to hear certain late

¹⁰¹² Henry James Forman, Our Movie Made Children, p. 232.

⁶¹³ Hoover, op. cit., p. 5.

⁶¹⁴ Ibid.

radio programs, they are robbed of much needed rest. In many cases patterns for crime are adapted from radio programs.

The newspaper. -- Many of the leading newspapers are giving too much publicity to certain types of news about children. A child runs away from home and gets his picture in the paper with a big write-up. He is then a hero to be emulated. Recently a boy committed suicide, the newspapers reported, because his mother would not buy him a yo-yo. This, too, is apt to be imitated. Much damage may be done by promiscuous display of headlines reporting delinquency from time to time, as children are encouraged to do what the other fellow is doing.

Dangerous literature. -- Very high in the causes of delinquency and of maladjusted behavior comes the magazine of obscene literature. Somehow the nation should be able to stamp out the business of printing and selling such. But at least education should work for its replacement with the right teaching about the sacredness of the facts of life. Some of the comic books and even newspapers contain stories that are full of anti-social and criminal acts, often deifying the criminal. These are very dangerous in the hands of the unstable child.¹⁵

Type of community. -- Children reflect the atmosphere

¹⁵Ibid., p. 18.

in which they grow up. If the community has nothing to offer for the wise use of leisure time, there are apt to be seen some unwholesome attitudes and practices in the behavior patterns of the young people. A community that does not have an effective program of inspection and regulation of its amusements may find its youth exploited for commercial gain. Children need protection in public places, places of amusement, public parks, refreshment places, and the like. Slum areas are found to be highly correlative with delinquency. Children's behavior is a sort of barometer which reflects community maladjustments.

The true wealth of any community lies in its children, and it is the wealth most easily squandered. Not only is the intrinsic wealth being wasted, but money is being paid out as a sort of tribute to crime. The cost of the nation's crime bill is variously estimated at from \$750,000,000 to \$8,000,000,000 yearly.¹⁶ The estimated cost of one boy's social education to the end of his first term in prison is \$8,030.00. From 1923 to 1937 care for mental defectives was increased 62.3 per cent; for criminals, 39.7 per cent; and for child care, 2.0 per cent.¹⁷ Money is being spent on the wrong end of the line. The nation's budget for crime in 1932 was about three times its expenditure for education.¹⁸ The reversal

① ¹¹⁶ Carr, op. cit., p. 34.

① ¹¹⁷ Ibid., pp. 65-66.

¹¹⁸ National Education Association, op. cit., p. 183.

of the figures would bring satisfactory results and would not cost an extra penny.

~~The~~ The importance of the problem can never be measured in dollars and cents, the property loss it entails, and the loss of the contribution which might be made by these thousands of young offenders, if their energies and talents were rightfully directed. The material waste is as nothing compared to the moral and social waste. It is the business of educators to guide society in providing for the security, protection, and training of all young people. The following quotation is a summary of this situation together with the answer to the question:

That brings us to the inquiry: What existing social institution have we that reaches down into every nook and corner of our cities, and our rural life, into areas of greatest poverty, ignorance, and delinquency, as well as into the districts where the most prosperous and fortunate reside, whose children often stand in equally great need of help and guidance? I have been unable to think of any institution that even remotely meets the requirements except the public school.¹⁹

On the school, the community has placed a large responsibility. The school is the center of many things that are important to the child during the most impressionable years of his life. Much of his social life is built around school and his school friends. It is here that he achieves his successes and failures which strengthen

¹²19 Charles S. Potts, "Reduction of Crime through Adjustment of Youth Conditions and Opportunities," lecture delivered to Town and Gown Club, Dallas, Texas, 1939.

him for his life of adjustment to change. It is the school, more than any other organization, that officially and publicly stamps him as one who has achieved or one who has failed. It is hoped that the school of the future may be all that it should be for each individual child.

Summary

Some of the major factors in the child's life that may lead to delinquent behavior have been found to be (1) the home -- sometimes broken; sometimes improperly supervised, especially where both parents are employed; sometimes the scene of many bad examples on the part of parents or of the brothers or sisters; sometimes woefully lacking in discipline; oftentimes crowded together in unsatisfactory living quarters; and at times presided over by parents who are most delinquent in assuming the right attitude of protection over the home. Then we have (2) the school -- with its failure to offer a satisfactory program to meet the needs and abilities of each individual child; its failure to provide teachers who are well-developed personalities, themselves, and who are trained to recognize the needs of children and to know how these needs are to be met. Then, again, we have (3) other environmental factors, such as the movies, the radio, the newspaper, certain dangerous types of obscene

literature, as well as the type of community in which the child finds himself being reared.

CHAPTER III

ORGANIZED ATTEMPTS TO COMBAT DELINQUENCY

The Community

Many communities have been aware of the increased number and types of maladjustment that have shown up. Too, they have been willing to shoulder their responsibility and make every effort to do the things that have seemed best to do. James Plant says that society

has erected every conceivable type of agency to study, salvage, or merely sweep up the debris. As the wreckage mounts, new agencies are demanded, or better standards of service asked of those existing.¹

Character-building agencies. -- Perhaps one of the most effective approaches made to the problem is the use of character-building organizations, such as the American Red Cross, Boy and Girl Scouts, Boys' Clubs, Camp Fire Girls, Young Men's Christian Association, Young Women's Christian Association, Allied Youth, Big Brother and Big Sister groups, and other such movements. These organizations have made real contributions to behavior adjustments among the children. The Director of

¹James Plant, Personality and the Criminal Pattern, cited by Clifford R. Shaw and Henry D. McKay, Juvenile Delinquency and Urban Areas, p. 446.

Research and Student Personnel in Sacramento, California, gives this estimate:

Whereas the typical school child in Sacramento belongs to one or more juvenile organizations, such as Sunday School classes, supervised playground groups, Boy Scouts, Girl Scouts, Camp Fire Girls, Rangers, and others of similar character, it is a rarity to find a member of any known juvenile group among the maladjusted school children. Of the 159 cases referred to there was only one Boy Scout and he was not in good standing.²

These organizations would be far more effective in the program of prevention if every community had them. It is the opinion of some that they should be in the school curriculum proper, rather than, as is usually the case, looked upon as co-curricular, and dependent on volunteer leaders.³

✓ Recreation programs. -- There is no way of measuring the good that has been done by recreation programs, summer supervised play groups, hobbies clubs, art craft clubs, and similar organized activities. What children do outside of school depends on what the community has to offer. If these recreation programs could be made to extend to every community, into the far-out rural sections,

²James F. Bursch, "Home and Community Conditions Related to Pupil Maladjustment," Fifteenth Yearbook, National Association of Elementary Principals, 1936, p. 321.

³Henry J. Otto, Elementary School Organization and Administration, pp. 274-275.

and cover the before- and after-school hours, they would perhaps do much more toward keeping the well child well.

Health programs. -- Comparatively few sections of the country are really living up to their possibilities in the field of health. The study referred to in Sacramento gives this report regarding health:

Careful examinations by the school physician showed that while only 5 per cent of the total enrollment were 10 per cent or more underweight (a condition indicating rather serious malnourishment) 35 per cent of the seriously⁴ maladjusted school children were in this group.⁴

If each community could -- and would -- feed its hungry and clothe its needy, then the expectancy for juvenile delinquency should be materially decreased. If the local unit is not able to do this, it is then the duty of the state or the nation to see that this and all other phases of the health of the individual child are included in their programs.

Our national government has taken a step in this direction in the provision of the Social Security Act, known as "aid to dependent children." About a million children are now receiving this aid.⁵ Children of families who do not qualify for this must depend on their state or local groups.

⁴Bursch, op. cit., p. 322. 40

⁵Lesser, op. cit., p. 25. 22-10

Church programs. -- The First Baptist Reminder quoted an article of interest to students of childhood behavior:

An interesting report has been rendered by Chief Probation Officer John S. Cowdill, in which he gives reasons why San Mateo County, California, has a high juvenile delinquency rate. He places at the top "religious illiteracy" and says: "Nine out of ten youngsters received in the Probation department have never been in a church."⁶

A few of the churches over the country are beginning to face their opportunities and responsibilities in their role of influencing the lives of their children. In a good many churches one may find libraries, with reading material suitable for all age groups. This will help very much in the wise use of leisure time. Some few churches are beginning to consider larger use of their church properties and facilities for recreation that will appeal to modern young people sufficiently to attract them to participate in such activities held under church sponsorship rather than elsewhere.

But these programs are the exception rather than the rule and hence do not reach enough young people.

Family-welfare services and child care. -- In many urban and rural areas much effort has been made to help, financially and otherwise, those families having children with behavior problems which have brought them into

⁶Editorial in the Watchman-Examiner, New York City, cited in the First Baptist Reminder, First Baptist Church, Dallas, Texas, Vol. IX, No. 11.

difficulty with the law.⁷ But much of this has been "too little and too late." Effort has been made to care for the children in their own homes wherever possible; if this cannot be done, then legal steps must be taken.

Constituted Authority

Law-enforcement officers. -- The new role for the police is evidenced by a report from St. Louis, Missouri:

St. Louis police department recently organized a juvenile division. The head of this division says, "Our aim is to prevent kids from even coming up in juvenile court. So when a kid gets into trouble we talk with him and with his parents and try to settle it right there."⁸

Other cities are organizing Crime Prevention Bureaus in their police departments, as in Dallas, Texas.⁹ The police are in a strategic position to be of help to children; they know the ones who have been offenders, they know the signs of danger, the places of danger, and with training in social work, they know how to direct the youth into right avenues of recreation, and on toward the correction of the problems that are always back of their anti-social behavior. They are the logical ones to refer the needy family to the right social organization for help.

⁷American Public Welfare Association, A Study of Services for Children in Dallas County, Texas, 1945, p. 94.

⁸Waldron Webb, "Hi, Toots," Reader's Digest, December, 1943, condensed from St. Louis Post Dispatch.

⁹American Public Welfare Association, op. cit., p. 87.

The Federal Bureau of Investigation. -- As a general rule only the older adolescents come under the jurisdiction of the Federal Bureau of Investigation. For many years they were compelled to deal with the juvenile delinquent only with the harsh arm of the law, as they had no other facilities for dealing with such delinquents. Later, a law was enacted allowing the Bureau to turn juvenile delinquents over to the juvenile courts of the local areas, if their state agencies were adequate, and willing to care for such offenders.¹⁰ This did not always help, as the local agencies sometimes were not able, or willing, to deal with them. The Federal Probation Officers have been able to be of real help in many cases that have been committed to their care.

The juvenile courts. -- As to the purpose of the juvenile courts, we have this statement:

The juvenile court was founded on the philosophy that the child is to be dealt with on the basis of his need rather than his offence. It is in no sense a criminal court and the child is not treated as an offender against the law. The law states very specifically that the court stands "in loco parentis" and that its care is to approximate as nearly as possible the care which intelligent parents should give their children.¹¹

¹⁰Justin Miller, "Federal Cooperation in Crime Control," Proceedings of the Governors' Conference, Albany, New York, 1935, pp. 139-140.

¹¹Agnes C. Sullivan, "Principles and Values of Case Recording," Yearbook of the National Probation Association, 1936, pp. 242-243.

The juvenile court is surely an important step in the direction of the proper care for children; but the element of hostility toward delinquent children, the usual means of child care and detention during the investigation, and the usual lack of coordination of social effort in the follow-up field, leave much to be desired in the workings of the program.

Failure of the efforts of the juvenile courts to adjust the child in his own situation necessitates his removal to foster homes, or even to institutions of correction. Some of these institutions actually seem to turn out as schools of crime, though some have a real program of rehabilitation, depending on the vision and the training of the attendants. Then, too, there is the usual difficulty of being able to "live down" the stigma of a sentence to one of these correctional institutions.

In almost all of the efforts of the law-enforcement officers and of the community in general the work has been hampered by the lack of untrained social workers to aid in finding out the conditions back of the delinquent behavior of children. The apathy of many of our otherwise good citizens in attacking the problem has hindered. In some localities there are no juvenile courts; in others the law is not enforced. Hostility toward the delinquent hinders the efforts. In most cases no study is made of

the home conditions or the background of the child which might cause him to act as he does. All of this prevents any real program of rehabilitation or of redirecting the behavior of the child.¹²

Summary

Among the organized attempts to combat juvenile delinquency have been found (1) the community itself, with its character-building agencies, the community recreation program, the church programs, the family-welfare services, and the provisions for child care; and (2) the attempts made by the constituted authority of the community -- the law-enforcement officers, the Federal Bureau of Investigation, the juvenile courts, with their foster-home and institutional care.

¹²Charles W. Hoffman, "Children and Crime," Proceedings of the Attorney Generals' Conference on Crime, Washington, D. C., 1934, p. 34.

CHAPTER IV

WHAT IS BEING DONE IN SOME OF OUR SCHOOLS

The preceding chapters have presented some of the major causes of delinquency, together with some of the efforts of the law-enforcement agencies and the community in general to deal with the problems. It seems appropriate at this point to get a study of what some of the schools of the country are doing in this line. For this reason a questionnaire was sent in the spring of 1947 to each city in the United States having a population of more than 100,000 people.

Of the eighty-one questionnaires sent out, forty-eight were returned. This was a percentage of slightly more than fifty-nine per cent, which would indicate a great deal of interest in the subject. Katherine M. Cook reports that it is an ordinary occurrence to receive twenty-five per cent or thereabouts when only one questionnaire is sent.¹

The questionnaire and the letter of transmittal are to be found on the following pages, with a composite report of the forty-eight answers.

¹Katherine M. Cook, Place of Visiting Teacher Service in the School Program, Bulletin 6, Office of Education, p. 17.

4210 Rawlins Street

Dallas 4, Texas

March 15, 1947

Superintendent of Schools

My dear Sir:

There has been a great deal of talk about juvenile delinquency, and much has been done about it. However, many teachers of little children believe that much more effective work might be done in the prevention of delinquency problems by beginning at much earlier years. Some communities have a school program which extends into the home and community on a twenty-four hour basis, in the hope of preventing undesirable modes of behavior. In the early schools years many indications of maladjustments are noted, but little is being done at this level.

Will you kindly answer these questions as to what is being done in your system?

Very sincerely yours,

Teacher in the Dallas Public
Schools

Composite Report of Forty-eight Cities

What is being done in your system, at the primary level, to make the school a more effective agency in shaping the behavior of its pupils? (In most cases you need only check.)

A. Curriculum adjustments.

1. Nursery schools 11
2. Kindergarten 38
3. Special classes in each building for the misfits.
 - a. Remedial reading 35 In each building 11
 One complete remedial laboratory 15
 - b. Classes for the hard-of-hearing (lip-reading, etc.) 42 Number of classes adequate to care for the groups 26
 - c. Classes for crippled children 39 What facilities for delivery at school?
 Bus -- 22
 Taxi -- 10
 Cars -- 2
 Red Cross -- 2*
 - d. Classes for the near-blind child 39
 - e. Classes for the non-reader in the line of

Services performed or activities sponsored in co-operation with social agencies are indicated with an asterisk ().

manual arts 18 domestic arts 12

science 7 other lines 6

f. Classes for superior children 6

g. Other adjustments:

Slow learner -- 15

Speech -- 6

Hospital -- 3

Bedside, etc. -- 3

4. Reduction of teacher load.

a. Number of pupils per teacher From 25.5 to 41; average 34.9

b. Substitute teacher to relieve, allowing home-room teacher time for conferences with parents at school, or for visits in the home 6

c. Other measures:

Guidance program -- 4

5. Type of program to meet the needs of each individual.

a. Integrated program 19

b. Broad fields curriculum 4

c. Core curriculum 4

d. Correlated curriculum 9

e. Subjects in isolation 4

f. Other types:

Chronological age grouping, continuous
promotion -- 1

Failed to indicate type of program -- 9

6. In-service training for teachers.

- a. Workshops provided 28 Tax-supported 13
- b. Child study groups 35
- c. Committees to study school needs 42
- d. Provisions for visiting other teachers and other schools 33
- e. Frequent training courses required 14
Adjustment in salary for certain number 18
- f. Regular professional reading encouraged 33
How? --

Professional meetings -- 8

Professional library -- 9

Conferences -- 3

Reports -- 3

Professional credit -- 1

Principals -- 1

- g. Adequate program of supervision as in-service training 35

- h. Other training:

Demonstration classes -- 1

Conferences -- 1

B. Building adjustments to give the proper amount of

- 1. Light 32
- 2. Space per pupil 30
- 3. Air 31

4. Fountains 32
5. Toilets 31
6. Rest rooms 27
7. Other adjustments:

Effort being made reported by 12.

C. Extended day programs.

1. Before school 8, 1*
2. After school 21, 1*
3. Dealings with the home.
 - a. Parent guidance center 15
 - b. Pre-school program 21
 - c. Evening school program 25
 - d. Other aspects:

P. T. A. groups -- 8

D. School sponsored extra or co-curricular activities.

1. Scouts: Boy 30, 5* Girl 29, 4* Cubs 25, 4*
Brownies 24, 4*
2. Campfire girls 20, 2* Bluebirds 17, 2*
3. Athletics 40
4. Hobbies clubs 37
5. Nature study 35
6. Red Cross 45
7. Thrift 34
8. Other activities 3

E. Play program.

1. After school 27, 7*
2. Summer supervision 25, 5*
 - a. Athletics 28, 4*
 - b. Dramatics 23, 3*
 - c. Handwork 23, 4*
 - d. Other types 5, 2*
3. Other activities:
 - Swimming -- 3
 - Camps -- 2*

F. Foster homes.

1. For children of broken homes 15, 13*
2. For children who are wards of the court 15, 13*

G. Adequate visiting teacher plan.

1. To visit with parents of maladjusted children 34
2. To interview maladjusted children 34
3. For increased school attendance 35
4. Other duties:

Planning program for next year -- 1

H. School clinics with attendants to advise.

1. Nurses 41
2. Doctors 40
3. Psychologists 39, 1*
4. Psychiatrists 21, 3*

5. Other attendants:

Dentists -- 4

Dental hygienists -- 3

Psychiatric social workers -- 3

Otologist -- 1

Ophthalmologist -- 1

Roentgenologists -- 1

Psychometrists -- 1

I. Year-round program.

Please explain.

Academic summer school -- 3

Community recreation center -- 1

Department of Recreation -- 2

J. Other effective things you do:

Bureau of Special Service -- 1

Attendance officers -- 1

Results of the Study

Some of the things noted in the study that are of especial interest are to be pointed out.

Curriculum adjustments. -- Figure 1 shows some of the curriculum adjustments that have been made in the cities studied. These are good beginnings. Not every school answered the question as to the type of school program, indicating, perhaps, that their program is in an evolving state. For example, Springfield, Massachusetts, has for

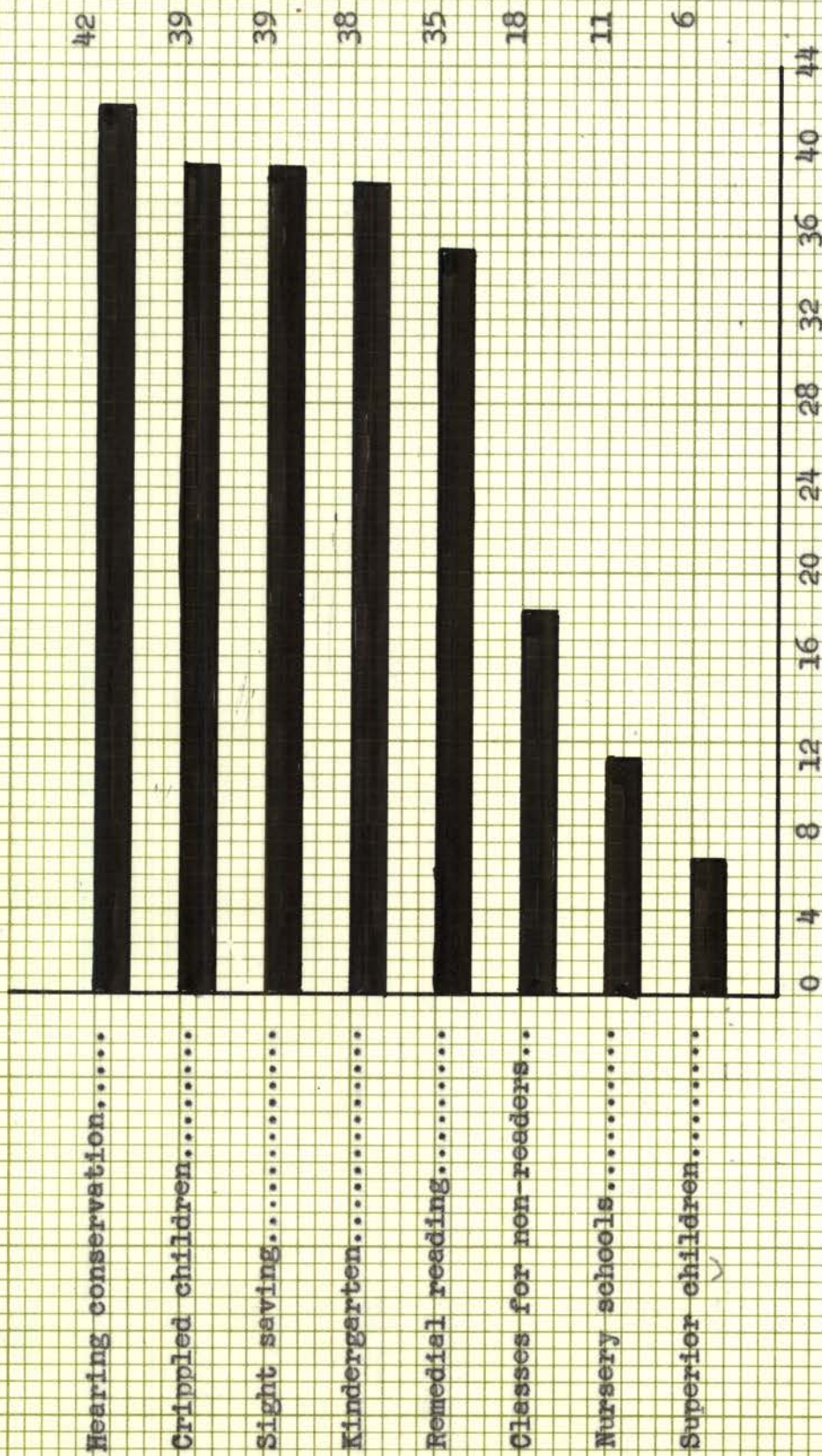


Fig. 1. -- Curriculum adjustments, or special classes for the individual child.

the past several years been studying (as shown by the material enclosed with their returned questionnaire) and gradually adopting an individual pupil progress plan of organization for the elementary schools. Many report one type of program for the primary grades, or even the elementary school, and quite a different one for the high school. Milwaukee, Wisconsin, reports the primary school ungraded, with each child traveling at his own speed. An encouraging feature is noted in the report of an integrated program in twenty areas.

Figure 1 reveals that the most interest is shown in the program of hearing conservation. The classes for crippled children run a close second. The item of lowest interest would seem to be the nursery schools. Several schools reported their nursery schools closing this year. This would indicate that the war had furnished the nursery schools and since the close of the war no provision had been made for their maintenance. The classes for superior children showed an even smaller number.

One item of interest, neither shown in the figure nor specifically mentioned in the questionnaire, was the incidental reference of several schools to special hospital and bedside classes.

Concerning teachers. -- There is indication in this study that much is expected of the teacher, but there is

little evidence of effort to help lessen her load. Workshops are arranged but she must do the work and, in most cases, pay the bill. Committees for the study of child needs mean work for the teacher, but work that must be done if she is to meet these needs. In Table 2 it will be noted that the average teacher load in number of pupils was 35.9, while the individual reports disclosed the fact that no single class had a number lower than

TABLE 2

EFFORTS TO HELP TEACHERS TO CARE
FOR THE INDIVIDUAL CHILD

	Number
Teacher load (average number of Pupils) . .	35.9
Provision made for conferences with parents.	6
In-service training:	
Program tax-sponsored	13
Workshops	28
Child study groups	33
Provisions for visiting other teachers	33
Adequate supervision	35
Professional reading encouraged	33

25.5, with the single exception of one special class reporting twenty. There is an obvious need for many more teachers so that no one instructor need be responsible for knowing the backgrounds, needs, and potentialities of a larger number of pupils than she can satisfactorily guide and teach.

Use of leisure time. -- Figure 2 gives a satisfying report of the efforts to see that wise use is made of leisure time. Notice the low spot in the graphic representation is the care of the before-school hour. Also, another important time is the early evening, not asked for as such. It is probable that little is provided, at the primary level, for this hour, as some things are expected of the home. Are the homes meeting these expectations? Look on the streets and see!

The school clinics. -- The schools are becoming increasingly concerned with the individual and his problems, be they physical, mental, emotional, or social, since the whole child comes to school. In studying these problems, the teacher needs to have at hand such professional help as will enable her to understand this whole child. Table 3 shows the progress that has been made along these lines. Among the other attendants listed were a few each

TABLE 3

CLINICAL ATTENDANTS, SHOWING THE PREVALENCE
OF CLINICS FOR CHILD-CARE

	Number
Nurses	41
Doctors	40
Psychologists	40
Psychiatrists	24
Other attendants	14

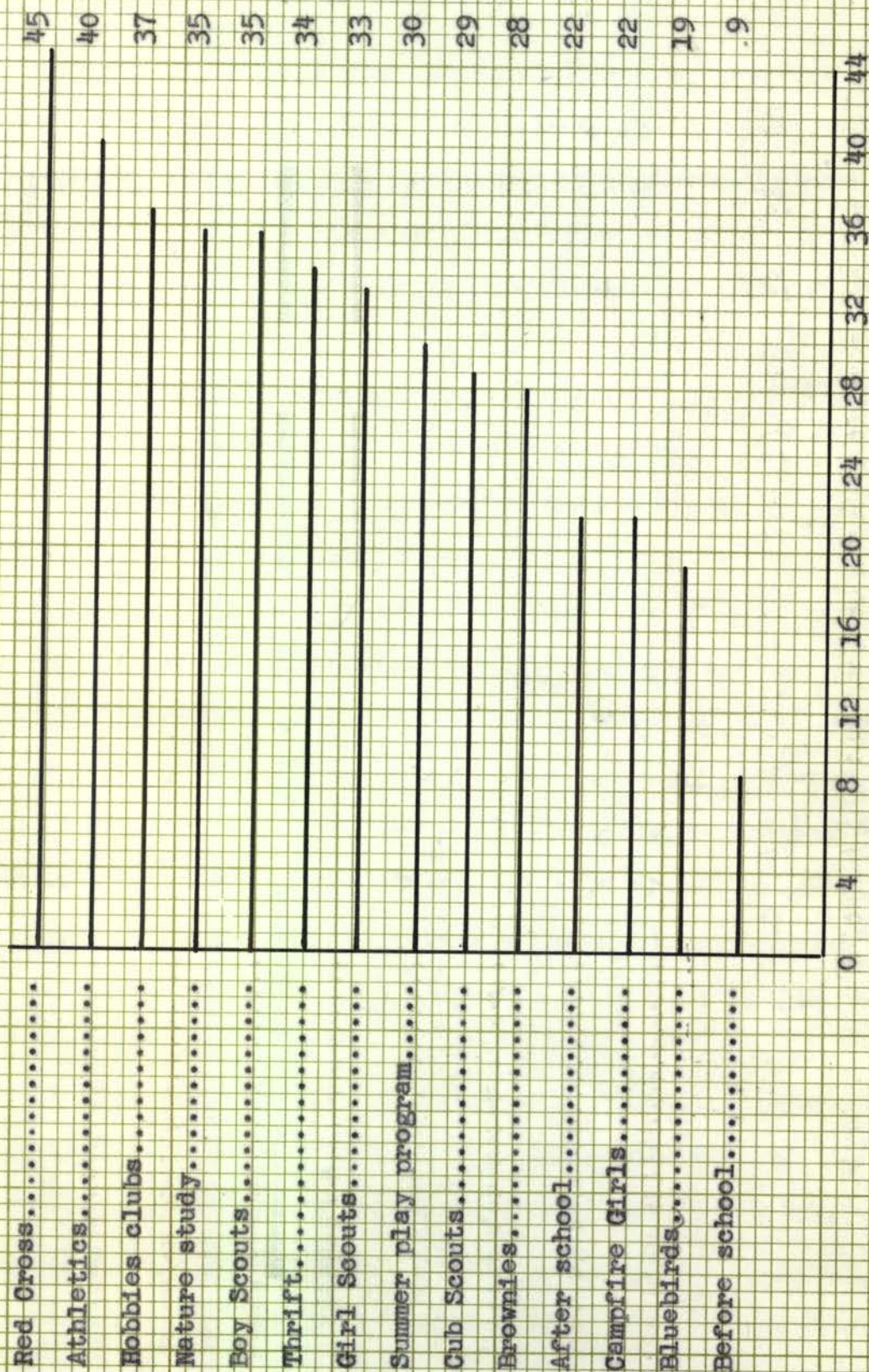


Fig. 2. -- Efforts to use leisure time effectively.

of dentists, dental hygienists, psychiatric social workers, otologists, ophthalmologists, Roentgenologists, and psychometrists.

Parent education. -- Little of parent education is noted in Table 4 except perhaps in the twenty-five evening school programs, but it is likely that these are more of

TABLE 4

RESULTS OF THE SURVEY AS TO PARENT EDUCATION,
VISITING TEACHER PROGRAMS, AND
ENVIRONMENTAL CONTROL

		Number of Schools
Parent Education	{ Parent guidance centers	15
	{ Pre-school program	21
	{ Evening school program	25
Visiting Teacher Program	{ Confer with child	34
	{ Confer with parent	34
	{ Attendance service	35
Environ- mental Control	{ Light	32
	{ Space	30
	{ Air	31
	{ Fountains	32
	{ Toilets	31
	{ Rest rooms	27
	{ Effort being made	12

the academic type. There are fifteen parent guidance centers reported, and twenty-one pre-school programs. Much more needs to be done in the education and re-education of the parents, and many of them are willing and anxious.

Visiting teacher programs. -- The visiting teacher program has been instituted in about thirty-five of these school systems, as may be seen in Table 4. These teachers

need to be trained social workers that they may be able to have effective conferences with the maladjusted child and with his parents. They must learn the causes of maladjustment and what needs to be done about it. In many cases the visiting teachers are being used instead of attendance officers, as is indicated by the questionnaire results. Katherine M. Cook says that they should be called "school social workers."²

Environmental control. -- The interest in the field of environmental control is indicated by the fairly high number of schools that have met the test, and practically all of the others reported that the work is in progress.

Interest in the study. -- From many schools, material was sent that they and their programs along these lines might be better understood. The material coming from Tulsa, Oklahoma, was most interesting, and evidenced an ambitious program of work. Materials on guidance came also from the Rochester, New York, schools. A bulletin entitled Meeting the Needs of Handicapped Children showed the forward look of the Des Moines, Iowa, schools. An interesting pamphlet of in-service training for teachers, Professional Study Activities from the Baltimore, Maryland, schools has as its theme, "Understanding the child in his social environment." Some have asked for the results of

²Katherine M. Cook, Pupil Personnel Services for all Children, Leaflet No. 72, Office of Education, p. 3.

the study, while some have asked for copies of the questionnaire and the letter of transmittal.

Summary

The research that has been reported in this chapter indicates the effort that is being made in some of the nation's larger schools to meet the needs of the children, and thereby prevent delinquent conduct. These attempts have been found to lie along the lines of (1) curriculum adjustment, (2) concerning teachers, their load and training, (3) the school clinics, (4) parent education, (5) visiting teacher programs, and (6) environmental control.

CHAPTER V

SOME OF THE THINGS THAT YET NEED TO BE DONE

Keep Children Well

The thing that all educators are striving for is the well-being of each individual child, physical, mental, moral, emotional, and social. It is generally conceded that the most fundamental program of delinquency prevention is to help each child to be healthy, happy, and secure. The Children's Bureau gives this statement:

Prevention of delinquency involves community concern for the needs of all children -- the child across the tracks and in the city slums, the child in the depressed rural regions, the shop-keeper's child and the child of the factory worker, the crippled child and the dull child, the child in a foster home and the child in an institution, the child who is on relief and the child who needs aid and is not getting it.¹

And, the writer might have added, the child in the fashionable section of the city, and all the others.

Figure 3 makes an attempt to depict the needs that must be met if each child is to be kept well.

The School's Responsibility

It has been shown that the program of dealing with

¹Lesser, op. cit., p. 21.

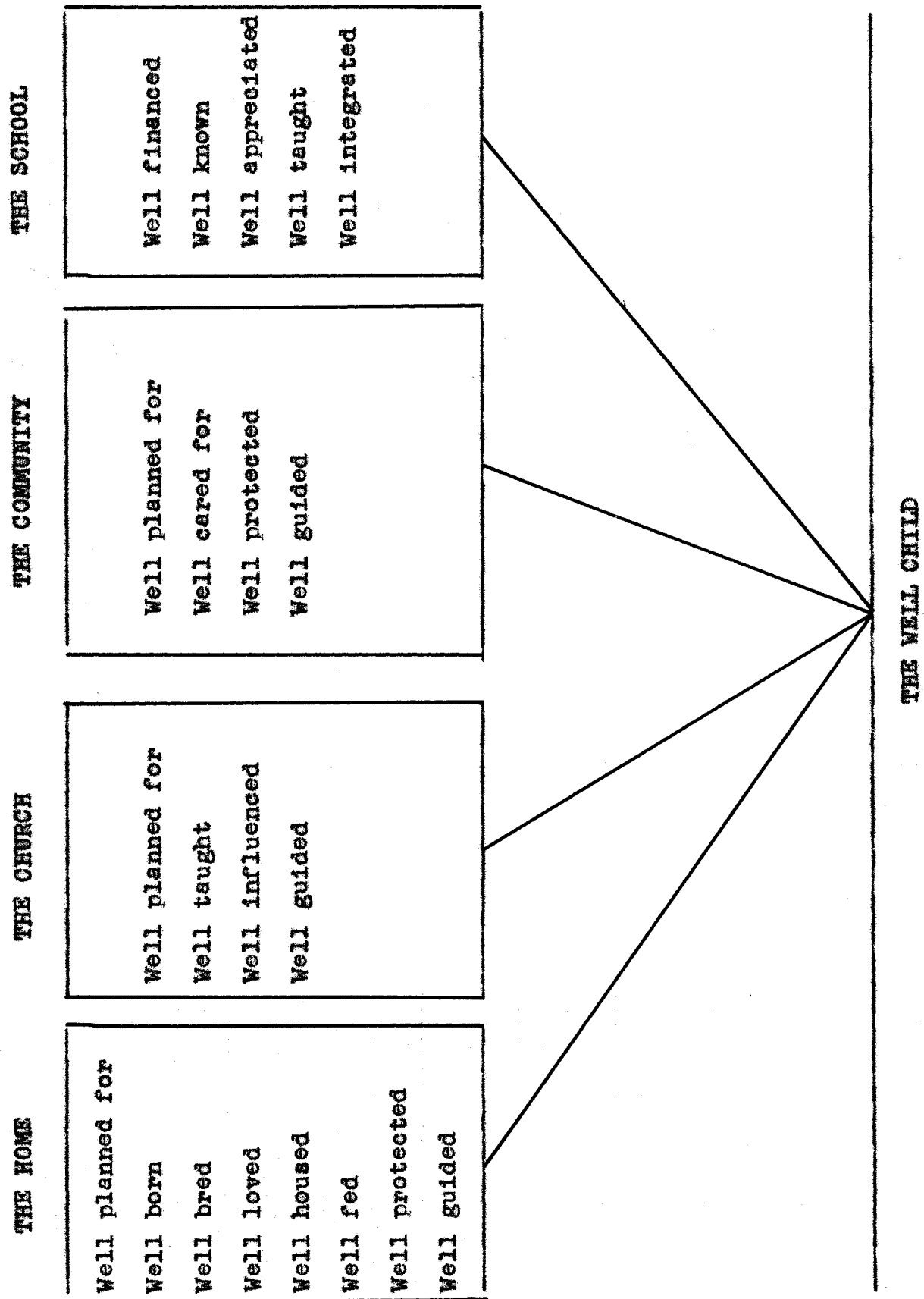


Fig. 3. -- The Well Child.

delinquent behavior has been begun. For the most part, however, (the efforts that have been made are directed more toward the punishment of the offender, keeping his influence away from others, and some work toward rehabilitation.² All this needs to go on, but more and more effort must be made to eliminate the conditions which have produced this anti-social behavior.) William C. Kvaraceus says that "more and more individuals have reached the conclusion that the whole problem of juvenile delinquency resolves around educational processes."³

A bulletin of the National Education Association admits this responsibility:

The place of education in the prevention of crime has received much attention from criminologists as well as from educators. Emphasis has been given largely to the strategic position in society occupied by the schools.⁴

Again, from the Children's Bureau comes this acknowledgment of the school's responsibility:

Perhaps the pivotal agency in a unified community child-welfare program is the school. It reaches practically all of the children at an early period of their growth. If it succeeds in helping them in developing integrated personalities, healthful habits, attitudes and interests, and a sense of civic responsibility, it has won a major battle in the prevention of delinquency.⁵

²Ibid.

³Kvaraceus, op. cit., p. 4.

⁴National Education Association, op. cit., p. 181.

⁵Lesser, op. cit., p. 28.

The school is to be looked upon as a great social laboratory where maladjusted children may be discovered and their delinquency guarded against.⁶

Early discovery. -- Granting that the school is the place for the program of delinquency prevention, the question arises, "Where in the school program should it begin?" Consulting some of the leading students of children's needs, the writer found this statement from Elsie Martens:

There is no limit to what the school can do from the educational angle through the early recognition of the maladjusted child, and through the use of all the resources of the school.⁷

Another statement from the Office of Education declares that, "Within the possibility of every school is the early discovery of tendencies which if not remedied will lead to delinquency."⁸

It has long been recognized that a child's education starts a great while before he starts to school.⁹ Therefore, it should be the business of the beginning teacher to spot the behavior difficulties and begin the study of remedial measures. In order that the teacher may be able to do this, there must be training, either pre-service

⁶National Education Association, op. cit., p. 174.

⁷Elsie H. Martens, Clinical Organization for Child Guidance within the Schools, Bulletin 7, Office of Education.

⁸"Schools Called Upon," Education for Victory, I (March 15, 1943), 25.

⁹Cook, Pupil Personnel Services for Children, p. 6.

training or in-service training. Most of the time it must be the latter.

Teacher training. -- Since it is generally conceded that delinquent behavior does not spring forth full-blown in an adult, or even in an adolescent,¹⁰ it is most important that teachers be trained to identify those children who, because of some underlying personality disorder, or because of an unfortunate home situation, will show some symptoms of maladjustment very early in life. If these early teachers are able to recognize these habits and actions as forerunners of serious trouble and begin the application of remedial measures, they will have made a large contribution to the program of delinquency prevention. The Office of Education gives this statement concerning the program of in-service training for teachers:

In-service programs for teachers, supervisors and administrators, redirected toward promoting better understanding of maladjusted children, are recommended as a delinquency prevention measure by many interested authorities. Specialists in the field of guidance, child psychology, mental hygiene, might serve as leaders of study groups for teachers, and eventually include patrons and school officials.¹¹

There are certain recognized attempts to study childhood behaviors which will help a teacher to decide which

¹⁰National Conference on Prevention and Control of Juvenile Delinquency, Summaries and Recommendations, 1947, p. 20.

¹¹"Schools Called Upon," Education for Victory, I (March 15, 1943), 25.

of the behavior characteristics are most likely to lead to serious maladjustment. She should be familiar with these. One of the best of these studies is the one made by Wickman.¹² His study gives a list of fifty kinds of problems which were rated as to their importance by thirty practicing mental hygienists. None of these behavior types should be overlooked.

Another interesting study was reported by army personnel during the late war. The result of the study, in part, follows:

. . . there are usually fifteen possible specific attributes in the past history of the patient that warn of mental unfitness for service. These are:

- (1) Bed-wetting, beyond four years of age.
- (2) Thumb-sucking or nail-biting beyond six years of age.
- (3) Failure to engage in competitive games involving risk of injury.
- (4) Tantrums in childhood.
- (5) Abnormal shyness or sensitiveness.
- (6) Preference of playing alone.
- (7) Repeated grades, chronic truancy, in school records.
- (8) Abnormal fears, such as lightning, dark, bogie man.
- (9) Shunning girls after puberty.
- (10) Faints.
- (11) Excessive autonomic system reactions to emotion, tremors, abnormal sweating, tachycardia.
- (12) Sulking under discipline.
- (13) Abnormal attachment to mother after puberty.

¹²E. K. Wickman, Children's Behaviors and Teachers' Attitudes, p. 125.

- (14) Stammering.
- (15) Obsessional traits.¹³

Most of these types are included also in Wickman's study.

Many teachers are not prepared to recognize the significance of any type of abnormal behavior, other than the ones that force their attention, such as the bully, the one with the temper tantrums, or the defiant type. Then, again, some teachers can locate most of the probable offenders within a short time. One first grade teacher reports her findings the first week as: one, anti-social, attempting to focus attention on himself; one, in a dream world; one, with tensions; one, with an abusive complex; one, who was stubborn; and four, with speech disorders. She chose to take first the one showing the anti-social characteristics as the one needing help most. She began by sending a note to the mother, stating that a conference would enable her to help the lad more effectively. At the conference she elicited information concerning the child's (1) social background, (2) experience background, (3) school history, (4) health history, (5) kind of punishment used and its effect, and (6) causes for abnormal desire for attention. Together the parent and the teacher made plans for the re-education

¹³Lieutenant-Colonel Franklin G. Ebaugh, Neuropsychiatric Consultant, Eighth Service Command, "A Statement" (mimeographed).

of the child.¹⁴ A similar treatment should be given each child who shows symptoms of maladjustment.

James L. Hymes, Jr., has written a most interesting little brochure entitled A Pound of Prevention. He attempts to answer the question of how teachers can meet the emotional needs of their children. He begins:

The War Babies are coming to school! Now and until 1950 they will come -- the children born since Pearl Harbor. They are old enough now to enter your kindergarten and your first grades. These children lived their early lives while our country fought a war. Some stood it well; others were hurt. These are the ones teachers must spot now. . . . and understand them and help them. . . . To understand them, to help them, we must open up the curtain and remember the lives they have lived.¹⁵

Then he goes on to list them as casualties of the war -- he calls them the Purple Heart Brigade -- the wounded still convalescing from their hurts. He outlines a big program for teachers -- the ones who must reach all the children -- the ones who can do the large-scale immunization that will save these children from getting sick! Is not this what the whole program of prevention is for?

Teacher load. -- The load that the average teacher carries is an effective bar to efficiency in treating behavior difficulties.¹⁶ If the average number of pupils

¹⁴Florine Davis, "Adjustment Problems in One First Grade," National Education Association Journal, XXXVI (April, 1947), 286.

¹⁵James L. Hymes, Jr., A Pound of Prevention, p. 1.

¹⁶Carr, op. cit., p. 200.

for each teacher could be reduced to twenty-five at the most, there would be a far greater opportunity to study each child and to help him at the place where he most needs help.¹⁷

Again, Hymes gives a similar statement: "Today sensitive teaching has many obstacles. Classes are too large; perhaps you have 40 children when you should have only half that number."¹⁸

As the teacher needs special training and reduced load, she also needs to have her welfare guarded that her personality may not need be warped by worry. Her tenure, retirement, sick leave, and other things of professional nature should be made secure, that her mind may be free for the problems of the classroom. Arthur T. Jersild says: "The qualities of the teacher as a person constitute the most important single factor in any school situation."¹⁹

The school clinic. -- In the field of physical health the teacher is allowed only to point out the child who is ill, with his evident symptoms; she is not to diagnose or to prescribe. There are doctors, nurses, and other

¹⁷Eva Freeman, Psychologist with the Dallas Child Guidance Clinic, personal interview.

¹⁸Hymes, op. cit., p. 11.

¹⁹Arthur T. Jersild and others, Principles of Child Development and the Curriculum, p. 17.

medical attendants to do the remaining necessary work. Just as important in the field of mental health is the help of professional advisers to aid the teacher in taking care of the mentally ill. Malpractice in the mental health field does not prove fatal quite so often, but the results are often more disastrous. Educators recommend child guidance clinics in the schools, under the administrative guidance of the assistant to the superintendent of schools. The recommended staff for each unit is one psychiatrist, one psychologist, one pediatrician, and four visiting counsellors.²⁰

Elise Martens gives these reasons for the need of a clinic for child study:

(1) That all children are "problem" children in that they do now or may present overt behavior difficulties which should receive attention looking toward early adjustment, and that such overt problem behavior varies in degrees from that which is close to zero to that which places the child in the ranks of juvenile delinquency.

(2) That serious problem behavior among children is the resultant of a combination of numerous factors, no one of which has been isolated as exclusively responsible and that this principle of multiple causation demands careful observation of all children in order to detect the initial symptoms of maladjustment.

(3) That prolonged intensive study and clinical attention by a group of psychiatric, psychological, medical and social specialists has a direct positive relationship to a progressive change for the better in the overt problem behavior of children.²¹

²⁰Elise Martens, Adjustment of Behavior Problems of School Children, pp. 10-11.

²¹Ibid., p. 68.

Many instances are at hand showing the improvement in behavior characteristics following clinical treatment. L. J. Carr cites several instances reported to him: Elise Martens treated a group in Berkeley, California, over a period of two years reporting a decline in anti-social behavior of 20.6 per cent; Helen Russ paired two groups, treating the one and not the other, and reported the difference in mean scores fell fifty-three per cent; Helen M. Witmer and her students reported forty per cent decline; Healy and Bronner reported eighty-one per cent drop.²²

At the recent National Conference on the Prevention and Control of Juvenile Delinquency, held in the fall of 1946, the panel on Mental Hygiene and Child Guidance Clinics pointed to the school as next to the family in significance of its influence upon the child's development. This Conference urged

that a child guidance clinic, properly staffed, should be an integral part of the school organization of all cities large enough to afford one. Elsewhere a general community clinic or a traveling clinic should be available to children needing such services.²³

The child-guidance clinic can be a most important educative influence in the community in the interpretation

²²Carr, op. cit., p. 203.

²³"National Conference on Juvenile Delinquency," School Life, XXIX (January, 1941), 14.

of the needs of the individual child to parents, teachers, social workers, recreation leaders, and others dealing with children. It can spread knowledge of mental health which will lead to a better understanding of children's behaviors.²⁴

Curriculum adjustments. -- It is of first importance that the school plan a program which fits the needs of all children and of each individual child.²⁵ Each child needs security, or a sense of belonging, recognition, and love. The first consideration of those concerned with the guidance of a child should be to understand and satisfy these needs in the life of a child.²⁶ If teachers understand the growth and development of little children, they will be more tolerant of the "noisy, unkempt, ill-mannered, irresponsible, irritable, unmanageable young dynamos."²⁷ If school personnel really believed in gearing school practice to child's needs and development, they would build different kinds of houses and schools. They would provide furniture and play equipment suitable to the varying stages of development of the

²⁴Lesser, op. cit., p. 35.

²⁵Donald DuShane, "The Schools and Juvenile Delinquency," National Education Association Journal, February, 1947, p. 101.

²⁶Katherine Roberts, "Behavior as an Index to Children's Needs," Childhood Education, October, 1946, p. 62.

²⁷Ibid., p. 65.

child, remembering that a child's experiences are as important to him at his level as an adult's experiences are to him. The school day would not be rigidly scheduled, with bells ringing and classes moving from place to place.²⁸ There would be no little children in departmental work. The school program should be such as would interest each child, and one in which he could accomplish some measure of achievement. Arthur T. Jersild says that "one of the most difficult practical problems confronting the educator is this problem of how to deal with individual differences."²⁹

The fact that such a large percentage of first-grade children fail to make their grade would indicate that teachers, or administrators, have not yet found the type of curriculum that meets each child's needs. Jersild makes this thought-provoking statement:

A large proportion fail, literally as well as figuratively, to make the grade in the first year of school. . . . A large proportion of children who are having trouble or who are making trouble in the sixth grade began such careers in the first grade or before.³⁰

It is of little wonder that far-seeing laymen are heard to say, "Give us your best teachers for the beginning

²⁸Ibid., p. 66.

²⁹Jersild and others, op. cit., p. 6.

³⁰Ibid., p. 146.

years."³¹ Too much depends on the work done here not to have the best teachers who can be had.

It follows, then, that the most important responsibility of the school system is toward the very young children in the kindergarten and lower elementary grades. In these grades there should be found the best teachers -- women who are themselves happy and who live healthy lives; women who love children and who understand the child's need for love, approval, self-respect, and accomplishment; women who can see in lack of conformity or development not necessarily a diseased mind but rather an immature organism that is groping sincerely to gain those satisfactions that his human nature craves and needs.³² They must be women who believe in children and who want to help them; women who are willing to go behind the scenes and find out why these children act as they do -- they themselves do not know and must not be blamed; women who will be real friends of the children, who will give them a chance for these anti-social feelings to come out, and a chance to learn, to give, and to succeed.³³

The school has the responsibility of seeing that the academic standards of the curriculum are not too exacting

³¹Richard Smith, M. D., Health Consultant for Workshop, lecture, North Texas State Teachers College, summer 1947.

³²Frank J. O'Brien, "Crime Prevention," Proceedings of the Governors' Conference on Crime, Albany, N. Y., 1935, pp. 179-185.

³³Hymes, op. cit., pp. 13-15.

for some and lacking in challenge for some others. Every exceptional school child should receive the special care to which he is entitled, in the regular classroom situation with his own age levels in so far as is possible; but in many cases there is need for special classes or even for special schools.³⁴ It is necessary to meet each individual need, the very bright child with an enriched curriculum, the retarded child with a program which will be within his range of abilities, seeing that, during the day, each one achieves some success according to his ability to achieve. A program of continuous growth is needed, where no child fails, but each travels at his own pace.

The child's attendance. -- Of what value to the child is the school's curriculum if he does not attend? Students of childhood behaviors say that you can determine the maladjusted group by examining the absentee lists.³⁵ Every state has enacted some type of compulsory attendance law³⁶ to see that all children avail themselves of the opportunities afforded at public expense, regardless of

³⁴Elise H. Martens and Emery M. Foster, Statistics of Special Schools and Classes for Exceptional Children, pp. 6-7.

³⁵American Public Welfare Association, op. cit., p. 138.

³⁶Cook, The Place of the Visiting Teacher Services in the School Program, p. 2.

parental indifference or economic status. In many cases the means for enforcement of these laws is almost nil. Another thing to be noted is the evident fact that keeping children in school by prosecution of parents is not removing the underlying causes of non-attendance at school, nor does it place the child in school with the proper attitude for satisfactory accomplishment. Instead of attendance officers, therefore, many schools are now trying the visiting teacher program, often calling these selected and special teachers "social workers." These workers are people having teaching experience and social training. They are to go from the schools to the homes, in a friendly attitude, and are able to look into the causes of non-attendance and help with the necessary remedial measures. In many cases they are more acceptable in the homes, and thereby able to do more effective work, than anyone from "the law" would be. The program of school attendance is rather well summed up as follows:

In general, then, it is true that the trends are toward promoting school attendance of all pupils throughout the full length of the term offered; for a careful study of causes of absence on the part of the individual pupils; toward emphasis on understanding the pupil in order to meet his immediate needs, physical, mental, moral, social. Home and school visitors, school social workers or visiting teachers, and other professional workers known by different titles are proving successful liaison officers between the home and the school, interpreting the school to the parent and assisting the school with the necessary adjustment measures. These school officials cooperate

with child-welfare, family relief and other public or private agencies, in eliminating the causes of non-attendance and school failures. Physical and mental examinations, usually held annually; proper care of neglected, delinquent, and dependent children, according to their needs; and other measures indicated have also proved effective in promoting school attendance.³⁷

It is evident that the services of social workers should be extended to every area, the standard number being one social worker to each 2,000 children.³⁸ These services of guidance and attendance must be concerned with the whole child. They must not become "organization conscious," but "child conscious," and interested in developing healthy, happy, and well-integrated children -- the men and women of tomorrow.³⁹

The Community's Responsibility

All children have needs above and beyond those that can be met by their families. These must be met by the resources of the community. One of the first of these responsibilities is to extend school facilities to lower age levels,

Extension of school facilities to lower age groups.

-- Frances Mayfarth says that "one of our twentieth century

³⁷Cook, Pupil Personnel Services for All Children, p.4.

³⁸American Welfare Association, op. cit., p. 139.

³⁹Frances Mayfarth, "The Under-Sixes," National Education Association Journal, XXXVI (April, 1947), 273.

rediscoveries is that children learn before they are six.⁴⁰ When they reach regular school age they are in some respects post-graduates, in others freshmen in the university of life. What they have learned and how they have learned are of equal consideration to the fact that they have learned. The average modern family cannot carry the full responsibility for providing the experiences and environments needed to insure the optimum type of learning. The education of the child under six is as much a responsibility of the community as is the education of those over six. The public schools are the only guarantee for the education of all the children of all the people. Publicly supported nursery schools and kindergartens should be a regular part of the school program, and the community must demand this if society is to pay its just debt to its youngest citizens.⁴¹

These school years for the younger children serve as a sort of laboratory for them, where they may collect and assemble data about things and people. These years, also, induct the child into citizenship in the democracy of life. But perhaps the greatest element of satisfaction to the child himself is the companionship of children his own age.⁴² The learning to live with other children

⁴⁰Ibid.

⁴¹Ibid.

⁴²Julia C. Fowler, "Why Nursery Schools," Childhood Education, XXIII (March, 1947), 336.

and to respect their rights is an important contribution to each child's education.

An interesting example of the effect of kindergarten training on the remainder of the child's life in school is seen in a report from Hulon N. Anderson of the Comroe Independent School District of Texas. He reports a close supervision and follow-up of the kindergarten children for twenty-five years. His permanent records indicate that those privileged to go to kindergarten rank higher by twenty-five to thirty-three and one-third per cent than do pupils who did not go to kindergarten. He gives the kindergarten credit for teaching people to live happily together, which he says carries over even into adult citizenship and responsibilities.⁴³

In some areas legislation will be needed to provide for the use of school money for the schooling of the under-sixes. Many communities of many states have already made plans for nursery schools and kindergartens. Nine national planning boards have announced allegiance to the plan that federal resources be made available through regularly constituted agencies for meeting the immediate and continuing needs of young children.⁴⁴

⁴³Mary Dabney Davis, "Planning for Children under Six in Public Schools," Childhood Education, XXII (February, 1946), 273.

⁴⁴Ibid.

In some localities where services are not provided for these young children, some of the churches are planning programs to meet their needs. The First Methodist Church of Dallas, Texas, plans to establish a day school for children on September 15, 1947. The school will offer training for children four to five years of age, from 9:00 a. m. to noon, five days per week, throughout the regular school year. It is not an extension of Sunday School, but with modern equipment it will offer a curriculum that includes a modern type of guidance and development.⁴⁵

The saying, long attributed to an old Jesuit priest, "Give me a child until he is six and you may have him for the remainder of the time," might well be considered when thinking of these lower age groups. It is probable that there is no other time when the child's capacity for learning even approaches the time under six. It is doubtful that any educational system can afford to disregard its pre-school children.⁴⁶ In the quality of living provided for these little ones lies the tragedy of human waste, or the great triumph of resources well used for the betterment of all.⁴⁷

⁴⁵"First Methodist School Planned," Dallas Morning News, July 20, 1947, Sec. I, p. 3.

⁴⁶Fowler, op. cit., p. 337.

⁴⁷Mayfarth, op. cit., p. 273.

Parent education. -- Since many evidences of maladjustment may be found in the early childhood years, the parents as well as the teachers should be able to understand these problems and know how to handle them. Parent education has been called "a new force in education."⁴⁸ In most cases parents really care for their children and would like to do the right things for them, but are either lacking in education, have poor judgment, or have been overwhelmed by circumstances beyond their control. Most parents of problem children wish and want help, and a fair proportion of them are able to profit by competent guidance and education. This problem is of major importance in a program of delinquency prevention.⁴⁹

Counselors with special knowledge and understanding of the earliest years of childhood should be available to help parents with the guidance of their young children so that these children may not come to school with behavior and personality problems that might have been prevented.⁵⁰ The first and foremost need of a child is a stable and

⁴⁸National Education Association, op. cit., p. 183, citing National Congress of Parents and Teachers, A New Force in Education.

⁴⁹American Public Welfare Association, op. cit., p. 98.

⁵⁰Ethel Kavin, "Let Guidance Be Continuous," Childhood Education, XXIII (December, 1946), 190.

secure family life, in which his fundamental physical, social, and emotional needs can be met. The late George W. Truett often said, "As goes the home, so goes the nation."⁵¹ So let each community see to its family life. As life in an ever-changing world grows more and more complicated, parents need more and more help with their problems of child training and care.

In the case of parents of children involved in delinquent conduct, the juvenile courts, at times, prescribe certain training for parents. In San Francisco, California, there is a parent guidance center with an evening school division. Authorities believe that juvenile delinquency is, in a large measure, attributable to parents, because of their apathy, their poverty, or their ignorance. The center attempts to teach parents their responsibilities, together with the resources available for their aid. If a child is brought into court and convicted, the parents are sentenced to attend eight lectures at the center. They attend! The lecture topics they are to hear are (1) Legal Responsibility of Parents, (2) Child's Health and Its Ramifications, (3) Child's Play, (4) Child's Work, (5) Child's Emotional Life, (6) Child's Education, (7) Child's Social Life, and

⁵¹Dr. George W. Truett, late pastor of the First Baptist Church, Dallas, Texas, lecture.

(8) Child's Religious Life. Not every parent is sentenced, the sentence depending on the parent's intellect, remorse, attitude, and potentialities for re-education. Some of the parents are taught by the social worker. As a result of this program eighty-eight per cent of the children involved had no further criminal record.⁵²

How much better that help be extended the parents as a program of prevention rather than as a cure. Some cities and counties in the United States are carrying on coordinated programs of family-life education. This means that agencies, organizations, and individuals concerned with family life have formed planning councils and work together to raise standards of family life in their communities through expanded programs of education and service.⁵³

The schools are making an effort to help, in many instances, by the employment of family consultants. Nursery schools are sometimes planned to take care of other needs along with those of the young child. They are often used by the high schools to give both the boys and the girls an opportunity to know children better. As potential parents of the next generation, they are more

⁵²M. Jay Minkler, "A Home Remedy for Delinquency," Journal of Education, CXXX (February, 1947), 58-60.

⁵³National Conference on Prevention and Control of Juvenile Delinquency, op. cit., p. 113.

likely to need this knowledge of children than of algebra!⁵⁴ More of these courses teaching boys and girls about family life are needed, and more classes, workshops, and other educational activities for parents to develop and safeguard the homes of our nation.

Recreation program. -- Recreation is the primary responsibility of every community and must be adequately provided to meet the needs of all youth, regardless of race, creed, or economic status.⁵⁵ The importance of careful planning and supervision of recreational activity for children is generally understood. The leisure-time agencies are rightfully placing the emphasis on the development of positive qualities of character; self-reliance, good sportsmanship, socialized attitudes, good health, and physical development. This positive approach is an important factor in the prevention of delinquency. Recreation is not a cure-all for delinquency, but it has an important contribution to make toward the prevention of delinquency.

The community has the responsibility for planning, financing, and administering recreation services that provide facilities, opportunities, leadership, and materials. A community program demands the mobilization and

⁵⁴Fowler, op. cit., p. 337.

⁵⁵American Public Welfare Association, op. cit., p. 43.

use of all resources: public, private, youth-serving agencies, the churches, the homes, the schools, the public libraries, parks, and camps. All of these aids for recreation needs must take care of the youth, both in the cities and in the rural areas. In order to get this accomplished, public attitudes favorable to a year-round recreation program should be maintained at all times.

School facilities should be operated beyond school hours as community centers. Specially trained recreational leaders should be employed for the supervision of this work. These duties should not be assigned to the regular teachers, since teachers already have full-time jobs and, too, they may not be trained as recreational leaders.

Books, periodicals, recordings, and other materials are a part of public service for leisure time and should be available to all young people.

Camping contributes to the health, welfare, educational, and recreational needs of all age groups. Better camping for more children is needed to meet the increasing demands. Many educators believe in the school's having a year-round program, with the summer spent in camping, field trips, and other recreational activities. When a community has reached this high point in its recreational program, it will have won a major part of its delinquency prevention program.

It is of the utmost importance that well-trained leaders be provided at all times -- leaders who know how to plan, and how to interest the children in their programs. These leaders must be sensitive to the needs of children and able to meet them. Many otherwise well-organized programs fail at this crucial point of leadership.

Recreation in the home and by the family group is of such vital importance that the school, the churches, and all recreational agencies share in the responsibility for its further development. Family picnics, family fishing parties, family evenings in the park, are unification factors of family life. Families should plan their work so that the children may participate in wholesome recreation, both in the home and in the community.⁵⁶

All of the recreational work should be planned to attract as many of the children in the area as possible. Often it is the children of families of the lowest incomes, living in the most congested areas of the city, who have the greatest need for planned recreational facilities. Sometimes the children are timid, feel that they are not well enough dressed, do not know how to take part in the activities, or feel afraid, so do not go near the play areas. These children should be initiated into

⁵⁶National Conference on Juvenile Delinquency, op. cit., p. 159.

smaller play groups first, and soon they will be glad to become a part of the larger program.

It is important that suitable space should be provided in each area for every age level, and that the area size, spacing, and leadership be maintained. Accepted social work standards demand:

- 1 playground worker to 2,000 total population
- 1 acre recreational area to each 100
- 1 acre playfields to each 1,000
- 1 acre playgrounds to each 1,000
- 1 indoor recreation center to each 200.⁵⁷

Recreation is most valuable in promoting physical health, building character, and preventing delinquency, but it also answers everyone's need for fun, for relaxation and release, and for self-expression.

An interesting testimony as to the value of recreation as a preventive measure comes from a prisoner in Sing Sing who paid the supreme penalty. Before his execution he wrote the warden a letter outlining his life's career, expressing his appreciation for the treatment given him, and closing with the words:

Well, goodbye, dear warden; there is nothing else anybody can do for me in this life, excepting one thing. You can get after the kids while they are still young and give them something better to do.⁵⁸

⁵⁷Carr, op. cit., p. 237.

⁵⁸George U. Kirchwey, "Crime Prevention," Governors' Conference on Crime, The Criminal, and Society, 1935, p. 218.

The task ahead for the community is to "get after the kids" in the urban areas, or in the depressed rural areas, and really give them something "better" to do, at any, or at every hour they find themselves unoccupied; for the avenue of recreation is probably one of the best approaches to the problem of delinquency prevention.

Financial requirements. -- All Americans want this country to be a place where children can live in safety and grow in understanding of the part they must play in the nation's future. The late Franklin Delano Roosevelt said:

If anywhere in the country any child lacks opportunity for home life, for health protection, for education, for moral or spiritual development, the strength of the Nation and its ability to cherish and advance the principles of democracy are thereby weakened.⁵⁹

The schools cannot enlarge their programs, employ more teachers, build more suitable buildings, and the many other things that educators know need to be done in order to meet the individual needs of all children, unless money is forthcoming.

If school budgets are to be cut, then crime cannot be cut. It has been suggested that crime is probably what is wanted, since so much more money is spent for it than for education. The average cost to educate a normal child is

⁵⁹Franklin Delano Roosevelt, cited in Controlling Juvenile Delinquency, publication of the Children's Bureau, p. 4.

\$100 per year. To keep a child in an institution costs \$400 per year, while to keep an adult in a penal institution costs \$300 per year.⁶⁰

It is not the amount of money spent, but rather the answer to the question: "Shall we pay more teachers to make good citizens out of the children, or shall we pay more policemen to arrest them, more prison wardens to lock them up, and more racketeers to kidnap and murder them?"⁶¹ If the specific needs of children are met, it will require more money now, but less later for adjustment centers and prisons. It will mean smaller classes, more teachers who think, feel, and have time to live in each day's work the philosophy that each little child is important. Unless the communities are willing to pay the price for necessary service now, they shall have to pay later in the immeasurable cost of maladjusted personalities, and in the material expense of training schools, prisons, and mental institutions for the care of those who have been neglected.⁶²

The schools need more financial aid. The National Resources Planning Board estimates that about two and

⁶⁰National Education Association and the National Conference of Social Work, Cooperative Committees on Behavior Problems, p. 154.

⁶¹Carr, op. cit., p. 365.

⁶²Lesser, op. cit., p. 22.

three quarter billion dollars is being spent each year for education. About seven billion dollars is the yearly alcoholic beverage bill!⁶³ Does this represent the sense of values of the American people?

However, the outlook is more hopeful. From many states comes the good news of increased finances. Two states have extended public education to those below six. One school reports that eighty-five per cent of the parents recently attended conferences on school problems. Others report continued newspaper publicity and support. Many states have raised the amount of state aid per pupil.⁶⁴ There has been increased activity on the part of the educational associations, local, state, and national.

The citizens have not really been intentionally negligent, but apathetic, and uninformed. Apparently they are now awakening to their responsibilities and their opportunities of seeing that the schools are adequately financed. They are ready to do their best to educate properly all the little citizens of today, upon whose shoulders rests the responsibility of the nation's tomorrow.

Summary

This chapter has reported an examination of the

⁶³Association for Childhood Education, What Is Happening to the Children, p. 19.

⁶⁴Ibid., pp. 19-20.

thinking of the nation's leading educators, psychologists, psychiatrists, and other students of children's behaviors, concerning the direction in which the efforts of educators should point during the immediate future, in order that the rising tide of juvenile delinquency may be stemmed. Their opinions on the following topics have been shown: (1) keeping children well; (2) the school's responsibility toward early discovery of children with problems, easing teachers' load, establishing school clinics, curriculum adjustments, and the problem of the child's attendance; (3) the community's responsibility toward the extension of school facilities to the lower age groups, parental education, the importance of the wise use of leisure time, and the responsibility to finance the program.

Due to the limits of the study, many things of importance have been left untouched.

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

It is evident that whatever is done in thinking through the problems of delinquency prevention, school people should be the leaders -- the molders of public opinion. Their lives are dedicated to the business of planning with and for the children; hence theirs is the responsibility for leadership.

Conclusions

The following general conclusions have been reached as a result of this study:

1. That all children are entitled to the benefits of a wholesome home life, schooling, church influences, health protection, recreational and group activities.
2. That all children have potentialities for development, either in the right way or in the wrong way, and are entitled to every care and guidance.
3. That maladjusted personalities may be found very early in life, often long before the child enters school.
4. That the probability of delinquent conduct hinges on the satisfaction of the needs of the child.

5. That specific treatment for delinquency has been proved to be effective in a large number of cases, though there is still need for an evaluation of a long-range program of prevention.

6. That money spent in meeting social problems in their early stages is money saved as compared with the social costs of later delinquency and crime.

Recommendations

The following recommendations are based upon the results of this study and are supported by the thinking of investigators and students of child life and by the experience of schools that are making definite progress in meeting the needs of youth, with the idea of preventing delinquency. It seems that these are the ways in which the public schools and communities can best fulfill their responsibility in the prevention of juvenile delinquency.

1. By providing for children good food, good health, good care, recreation, protection from harmful influences in the community, and the right teaching in regard to the appreciation of spiritual and moral values.

2. By the re-direction of the school's curriculum along lines more closely serving the needs of the child in an ever-changing democratic society.

3. By providing in the schools for the continuous progress of each child according to his ability to achieve.

4. By providing for the extension of school services to the lower age groups.
5. By the appointment of only those teachers who have a real interest in children, and who look upon education as a real experience in living.
6. By the immediate appointment of many more of these teachers, as well as clerks, so that each teacher may be freed for more time with each individual pupil under her care.
7. By smaller classes for each teacher, that she may the better understand each individual child, his background, and his needs.
8. By a program of in-service training for these teachers, helping them to understand children better, and to be better able to recognize symptoms of maladjustment, with the needed treatment.
9. By providing substitute teachers to relieve the classroom teacher from her duties that she may have time for conferences with parents.
10. By providing clinics with social workers, psychologists, psychiatrists, and medical personnel, to help the children to develop in the right way socially, morally, physically, as well as intellectually, and to assist in the rehabilitation of maladjusted personalities.
11. By providing family consultants and other helpers

for the re-education of the parents, helping them in the prevention of problem behavior.

12. By planning for a year-round program of recreation, making full use of school property at times when school is not in session.

13. By employment of administrative personnel who believe in the individual worth of the child, and who are aware of their responsibility to cooperate with other community agencies that are working for the child's welfare.

14. By a more awakened public opinion as to the responsibility of financing the schools so that they may be properly staffed and housed to take care of the whole child and his needs for personal guidance, remedial care, and preventive procedure.

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