

# A SOCIAL WELFARE PROGRAM FOR THE STATE OF FLORIDA

PREPARED AT THE REQUEST OF  
HIS EXCELLENCY, SIDNEY J. CATTS, GOVERNOR  
AND THE CABINET OF STATE OFFICERS

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## PREFATORY NOTE

At the request of the Governor and the State Council of Defense of West Virginia a study was made in July, 1917, covering the social institutions and agencies of West Virginia, and there was prepared a Suggested Program for the Executive State Council of Defense.

The West Virginia Program having been brought to the attention of His Excellency, Governor Sidney J. Catts, an invitation was extended by the Governor, and later by the Governor's Cabinet, of the State of Florida, to make a similar study and report. The conditions in the State of Florida differ from those in West Virginia in that Florida has had no legislation for a State Council of Defense; but the Governor, without legislation, designated a State Board of Food Conservation and authorized it to perform some of the duties which would naturally fall to a State Council of Defense. This Board has no appropriation, and its activities have necessarily been limited.

Under these circumstances it seemed wise to let this study cover not only the war activities of the State, but the social agencies and activities in general. We have, therefore, outlined the social work of the State and have offered such suggestions as seemed pertinent. It is not expected that all of these suggestions can be adopted, but it is hoped that they may contribute to the social development of the State.

Either of the two reports can be obtained from the Russell Sage Foundation, 130 East 22d Street, New York City.



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### THE NEW "PREPAREDNESS."

A wave of modesty is sweeping over our States. Forgetting their ancient habit of claiming superiority over their sister commonwealths in every department of human endeavor, they are suddenly struck with a sense of their shortcomings. Maryland invites experts to come down and see what is the matter with her educational arrangements. West Virginia calls upon the Russell Sage Foundation to look into her social institutions. And Florida's Governor, alarmed at the lead obtained by West Virginia, telegraphs the investigators to hurry along and report the worst at the earliest possible moment. For this eagerness to know ourselves the war is partly responsible. The feeling is that perhaps we are not doing all that we might be doing. A trained outsider may be able to show us unrecognized resources and to tell us how to make more effective use of those we appreciate, and thus enable us to contribute our full share to the nation's vast demands. But neither those calling for the investigation nor the investigators limit their view to the availability of the State's agencies for the present emergency. They plan for the long future, taking advantage of a time of general reconsideration to recast old institutions and to provide for new ones in accordance with sound principles and the highest motives.

The purpose of the investigators is not merely to find fault or even to suggest improvements. It is also to bring to the public attention the success that the State is having in its undertakings. This part of their work serves a double purpose. It is evidence of the good faith, the sympathetic spirit, of the investigators, and it heartens the people for the larger tasks before them. No one can tackle a new job with hopefulness if he feels that he has failed at all the old ones. Thus Messrs. Hastings H. Hart, of the Russell Sage Foundation, and Clarence L. Stonaker, of the Charities Aid and Prison Reform Asso-

ciation of New Jersey, who made the West Virginia survey, put in the forefront of their study of "the resources, agencies, and institutions of the State of Florida available for social welfare" a summary of the way in which the State has responded to the demands made upon it by the war:

We found that the State of Florida had made an excellent beginning in the effort to meet the direct obligations created by the great war. She has filled her quota of soldiers, sailors, and marines with men of like patriotism and efficiency with those from other States. She is taking measures to protect the morals and the health of the soldiers to be gathered in the training camp at Jacksonville and of the sailors and marines at Pensacola and Tampa. When local Mayors and Sheriffs showed a disinclination to "clean up" in the vicinity of the camp and naval stations, the Governor responded promptly and sharply to the appeal of the Secretary of War for coöperation in this vital and indispensable work.

But, of course, the value of a survey lies in its honesty as well as in its intelligence, and while the Florida investigators are uniformly courteous in their attitude, they do not hesitate to declare what they find. They say, for instance, that the State has been slow in developing its social institutions. The oldest one, the Hospital for Insane, dates only from 1877. The Industrial School for Boys was opened about twenty years later, and the Industrial School for Girls last year. But Florida may now avail herself of the experience of other States. And as she cannot longer rely upon her fortunate combination of mild climate, abundant food at low prices, and simple habits of living, it is time that she was up and doing. At one point, the Southern view of the negro has resulted peculiarly. There is neither hospital nor sanatorium for negro insane. Negro patients do the farm work at the State Hospital. To the question whether it would not be better to have a separate institution for negroes, as is the case in a number of Southern States, the reply was that "it would be very







unfortunate to make this change because the negro patients were so useful, doing work that white patients would be unwilling to do"! But the most interesting consequence of this system remains to be told:

The result of this policy is that the negro patients have outdoor work on the farms, which they enjoy, and which greatly improves their health and their prospects for recovery, while the white patients spend their time in airing courts—dusty, sandy, hot, and cheerless—behind a brick wall which prevents them from seeing the beautiful country which surrounds them, and from getting any benefit from the wind.

But why not at least remove the wall? Well, it is an interesting relic of the early history of the State. The investigators' comment is that the entrance gate ought by all means to be preserved, but that there is no reason for keeping the wall and using it to deprive hundreds of suffering people of the "cheap blessings of sunlight, fresh air, and a view of the beautiful landscape which surrounds the hospital."

A survey is for the benefit of other States than the one surveyed, and it will interest those outside of Florida to note that she spends \$183 for every thousand inhabitants upon the health of her citizens. Only Pennsylvania does better, spending \$256. Florida also has a prison farm that aroused the enthusiasm of the investigators and led them to record that in this matter she has set a pace that no other State has yet reached. The most encouraging feature of this work is that it has been accomplished in the short period covered by the war. In a word, her visitors feel that Florida has an excellent foundation upon which to build. Their parting counsel to her is that she follow the example of North and South Carolina, Virginia, and Tennessee by establishing an unpaid Advisory Board of Charities and Public Welfare with "a competent paid secretary." "Let it be absolutely divorced from politics." Divorcing institutions from politics is a task that concerns other States than Florida.

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# A Social Welfare Program for the State of Florida

By HASTINGS H. HART and CLARENCE L. STONAKER

NEW YORK, November 13, 1917.

*To the Governor and Cabinet of the State of Florida:*

Gentlemen:

In accordance with the telegraphic invitation of Governor Sidney J. Catts, dated September 15, 1917, supplemented by the invitation of the Cabinet by vote of September 21, 1917, we have made a study of the resources, agencies, and institutions of the State of Florida available for social welfare and we submit herewith a Social Welfare Program for the State of Florida, based upon this study.

We have considered these resources and activities, first, with reference to their availability to enable the State of Florida to do her part toward the successful prosecution of the Great War in which we are now engaged; second, with reference to their efficiency to promote the general social welfare of the community as a whole.

In the prosecution of this study we conferred first with Governor Catts, then with the Governor and Cabinet together; then with the individual members of the Cabinet and other state officials, and later with numerous intelligent private citizens who are interested in public affairs. We visited together the Florida State College for Women and the new State Prison Farm at Raiford. Dr. Hart visited the Florida Hospital for the Insane and the Florida Industrial School for Boys. Mr. Stonaker visited the University of Florida at Gainesville, the Florida Agricultural and Mechanical College for Negroes at Tallahassee, the Florida State College for Deaf and Blind at St. Augustine, the Florida Industrial School for Girls at Ocala, the ward for crippled children in the County Hospital at Ocala, the County Prison Farm, the County Almshouse, and the County Hospital at or near Jacksonville.

## WAR ACTIVITIES

We found that the State of Florida had made an excellent beginning in the effort to meet the direct obligations created by the Great War. She has filled her quota of soldiers, sailors, and marines with men of like patriotism and efficiency with those from

other states. She is taking measures to protect the morals and the health of the soldiers to be gathered in the training camp at Jacksonville and of the sailors and marines at Pensacola and Tampa. When local mayors and sheriffs showed a disinclination to "clean up" in the vicinity of the camp and naval stations, the Governor responded promptly and sharply to the appeal of the Secretary of War for co-operation in this vital and indispensable work.

#### CARE OF SOLDIERS AND THEIR FAMILIES

The American Red Cross is developing the work of caring for the families of soldiers in all of the states of the Union in a wise and practical manner. They are making use of the wisest trained workers in the philanthropic organizations to plan the work and instruct the volunteers who are offering their services to the Red Cross for "home service." They are recognizing the importance of "case work," i. e., the careful study of each family in order to ascertain just what they need and to act intelligently in their subsequent treatment. The result of this policy will doubtless be an increase in the efficiency of all of the philanthropic work of the State in the future.

The Red Cross Chapters, throughout the State, are organizing, under the direction of the American Red Cross, for active service in the care of soldiers' families. They are receiving efficient co-operation from the Associated Charities and other philanthropic agencies. The Florida Children's Home Society, a responsible and well equipped agency, stands ready to co-operate with them in those cases (probably few in number) where children of soldiers will need provision separate from their mothers.

It remains to make provision for the needs of the returned soldier and this provision should be made without delay. Great suffering occurred in European countries in the early months of the war for the lack of such provision.

It will probably be unnecessary to provide orthopedic hospitals and vocational schools for crippled soldiers for the reason that it is understood that the General Government proposes to establish 35 orthopedic hospitals with vocational schools attached, at convenient points in different states. This plan will involve some hardship because of the separation of returned soldiers from their families and friends, but it is probably the best plan, all things considered.



It will be necessary to provide State sanatoria for tuberculous soldiers. These sanatoria should be so located and constructed as to be available for other tuberculous patients after the war.

It will be necessary to make provision for the temporary care of soldiers who are convalescent from wounds, sickness, or brain shock, and also for the treatment of insane soldiers. We would suggest that the needs of these three classes can be met by establishing a state hospital in the eastern part of the State, on the cottage plan. This hospital should be planned with reference to its use after the war as a general hospital for the insane. In this way every dollar invested will become permanently available for the use of the State, without loss.

We advise against the establishment of a State Soldiers' Home like those which were established by northern and southern states after the Civil War. It is probable that the General Government will make all necessary provision of this kind. It is a serious question whether the establishment of soldiers' homes is the best way of providing for dependent soldiers. The inmates of soldiers' homes are apt to become dyspeptic, discontented, and unhappy in consequence of over-feeding and lack of congenial occupation.

Florida will have little difficulty in providing for the able-bodied soldier upon his return. The reclaiming of waste land and the development of agriculture along the new lines which are being opened up by the State Agricultural Department will offer opportunity not only to the returned veterans of Florida but to many from other states.

#### DESTRUCTIVE EFFECTS TO BE PREVENTED

Thus far we have spoken of the direct work to be done for the soldier and his family. It is of equal importance to protect the community, and especially its children, from the destructive effects of war. The experience of the European countries and the colonies of Great Britain has been that the morals, the health, and even the life of those who remain at home is imperiled. This is already true even in our own country. The high prices of milk and other necessary foods have resulted in a marked increase of the infant mortality rate in some of the great cities. In Canada the very liberality of the Government in paying high wages to soldiers and providing a liberal "separation allowance" for their wives has in many cases tended to promote extravagance and

other demoralizing practices, so that it has been necessary to organize friendly visitors and other supervising agencies to prevent these evils.

All intelligent observers recognize the danger to young girls and to young soldiers arising from the glamour of the uniform and the romance of the soldier who is giving his all for his country. Parents display astonishing blindness to these dangers, and it becomes necessary for the good men and women of the community, the churches, and the religious organizations to find ways, on the one hand, to meet the legitimate needs of the soldier for wholesome recreation and, on the other hand, to protect our young girls from the dangers arising from their natural generous impulses.

The President, the Secretary of War, and the Secretary of the Navy are alive to the danger and the responsibility and are promoting the work of the Commissions on Training Camp Activities; but it is necessary for the local organizations of women's clubs, Young Women's Christian Associations, and churches to co-operate with these commissions in guarding young girls and in providing suitable places where mothers, sisters, and sweethearts, visiting their friends in camp, can be safely housed and can have a suitable meeting place. It is necessary also to instruct mothers and young girls as to the dangers to which they are exposed, and it is necessary to instruct the young soldiers as to the obligations of manhood and chivalry toward innocent young womanhood.

#### FOOD CONSERVATION

Splendid progress has been made under the leadership of the State Agricultural Department in increasing the food production of the state. This has been done by the execution of great drainage projects, by the reclamation of waste land, by the spread of diversified farming, and by improved methods of distribution. It has been promoted by the efficient extension work of the State University and the College for Women, organizing corn clubs, pig clubs, and canning clubs, and by practical instruction of young women and girls in domestic science. It has been promoted by the new development in horticulture which is overcoming the discouragement caused by disastrous failures in orange culture. It has been promoted by the great improvement in the quality of the live stock of the state and the establishment by the last Legislature of the State Sanitary Live Stock Board. This movement

goes hand in hand with the increase of diversified farming and truck gardening. It has been promoted also by the extraordinary demonstration which is being made at the new State Prison Farm at Raiford by Superintendent Purvis, who, in three years' time, has converted a wilderness into a fertile farm producing abundant diversified crops and live stock, and has multiplied the value of 3,000 acres of land five-fold.

The Governor has appointed a Food Conservation Committee which is co-operating actively with the official representative of Mr. Hoover and with the voluntary Women's Council of Defense.

In the absence of legislation authorizing a State Council of Defense, the Governor has requested the Food Conservation Committee to act as a Council of Defense as far as practicable; but in the absence of any appropriation, or any legal authority, it is impossible for this Committee to make any considerable enlargement of its work. It is to be regretted that the State has not a State Council of Defense with a proper appropriation.

#### EDUCATION IN PATRIOTISM

We quote the following from the "Program" which we recently prepared for the West Virginia State Council of Defense:

##### *"Propaganda for Education in Patriotism*

##### *"A. Patriotic Meetings*

"Undertake a propaganda to promote public meetings in the interest of patriotism in all parts of the state.

"Appoint a strong committee, including a leading member of each of the political parties, a clergyman, a university professor, and a Chautauqua promoter.

"Let this committee secure the co-operation of the Bureau of Patriotism through Education of the National Security League, the Federal Council of Churches of Christ in America, the Federation of Women's Clubs, and the chairman of the State party committees, the newspapers, and other organizations.\*

"Organize teams, consisting of three men and one woman, to visit the more important cities and hold patriotic meetings; such teams should include at least one speaker to be furnished by the National Bureau of Patriotism through Education. Organize also county teams to visit the smaller communities.

\* Handbooks and pamphlets can be obtained from the first of these organizations, 19 W. 44th St.; from the second, 105 E. 22nd St., New York City.



### "Subjects for Discussion

"Let these meetings emphasize:

"1. Loyalty to our Government and our Flag.

"2. The fact that the United States has been forced into this war against its will, 'to make the world safe for democracy,' to protect the innocent and to defend the weak.

"3. The duty of every citizen to enlist for the war, and to find a way to serve his country, whether in the field, in civil service, in the hospital, or in the more faithful performance of the tasks of production, education, social service, or other duties which he may find at home.

"4. The duty of protecting the health, education, and morals of our children, thus avoiding the mistake of sacrificing the future strength of the Nation for a small immediate advantage.

"5. The importance of conserving our national resources, material and human, with the most rigid economy in order to win the fight for democracy.

### "*B. Enlistment of the Clergy*

"1. Ask the clergymen of the state to join with the committee of the State Council of Defense in an effort to induce every clergyman, of whatever denomination, to preach a patriotic sermon at least once a month, inculcating the principles above mentioned and the religious foundation of patriotism.

"2. Urge the clergy to stimulate patriotism by the singing of 'America' or other patriotic hymns at every public service, by the display of the American flag, and where practicable, the flag of one or more of the allies, and by inspiring them to take an active share in all forms of endeavor tending to promote social well-being."

## SOCIAL AGENCIES AND ACTIVITIES

Thus far we have dealt with those activities which bear directly upon the efficiency of the State in the war. We are now to consider those social agencies and activities which are not directly connected with the war. It must be borne in mind, however, that almost all of these activities—public health, education, child welfare, good roads, prison administration, the labor problem—are more or less related to the successful prosecution of the war. The truth is that the war activities of the State and its social activities are necessarily related because all of them have to do with the efficiency of the people. The war inevitably increases the num-

ber of dependents and delinquents, and successful social work tends constantly to turn back these dependents and delinquents into the ranks of productive citizens.

While Florida has a history dating back nearly 400 years, it is still a young community in the development of its social institutions. The Hospital for Insane, which is the oldest State institution, was opened in 1877; the College for the Deaf and Blind was opened in 1885; the Industrial School for Boys was opened about 1897; and the Industrial School for Girls in 1917. The East Florida Seminary, organized in 1842, and the State Agricultural College, organized in 1884, were consolidated in 1905 to form the State University at Gainesville. The Agricultural and Mechanical College for Negroes was organized in 1887 and the State College for Women was opened in 1905. The State Board of Health was organized in 1888.

#### FLORIDA'S OPPORTUNITY

Florida has been slow in developing her social institutions. This fact has been a disadvantage in the past but it is now an advantage, for the reason that the State has the opportunity, in developing its social work, to avail itself of the experience of other states and countries which have spent millions of dollars in experiments whose results are available for its guidance. It is only necessary to go and observe their successes or their failures.

Already this advantage is apparent in the modern and progressive work of the State University, the State College for Women, the new State Farm, and the State Board of Health. The Hospital for the Insane, the Industrial School for Boys, and the Industrial School for Girls are profiting by the same influences.

The unique work which is being accomplished under the direction of the Agricultural Department by Superintendent Purvis at the State Farm, the extension work of the State University and the State College for Women, and the ideal sanatorium for tuberculous patients at the Hospital for the Insane are illustrations of what Florida may accomplish in developing her new hospital for the insane, her coming institution for the feeble-minded, and her plan of extension work for adequate teacher-training.

The drainage program which has been in progress for many years and is now approaching its completion will add millions of acres to the fertile lands of the State.

With a mild climate and an abundant supply of food at low prices, with a people of simple habits, and a moderate scale of living, Florida has not heretofore felt the pressure of her social needs; but with the advanced cost of living, with the rapid increase of the dependent, delinquent and defective classes which come with a more complex society and will be greatly increased by the war, Florida can no longer postpone developing her social activities, and must act speedily if she is not to be overwhelmed by the advancing tide of pauperism, vice, and crime.

### EXPENDITURES FOR FLORIDA STATE INSTITUTIONS

The following summary of the expenditures of the State of Florida for social purposes in 1916 is made up from the annual report of the State Comptroller:

	Current Expenses	Building, etc.	Totals
State University	\$53,747	\$19,261	\$73,008
State College for Women	77,788	2,712	80,500
State Agricultural and Mechanical College for Negroes	9,581	5,789	15,370
State College for the Deaf and Blind	31,856	22,440	54,296
Rural School Inspectors	6,212	..	6,212
<b>Total, Education</b>	<b>\$179,184</b>	<b>\$50,202</b>	<b>\$229,386</b>
State Prison	\$167,500	\$100,000	\$267,500
Industrial School for Boys	9,291	13,340	22,631
Industrial School for Girls	..	178	178
State Hospital for Insane	239,254	8,233	247,487
<b>Totals</b>	<b>\$416,045</b>	<b>\$121,751</b>	<b>\$537,796</b>
State Agricultural Department	\$48,216	..	\$48,216
State Board of Health	151,863	..	151,863
<b>Totals</b>	<b>\$200,079</b>		<b>\$200,079</b>
<b>Grand Totals</b>	<b>\$795,308</b>	<b>\$171,953</b>	<b>\$967,261</b>



## ADMINISTRATION OF BOARDS AND INSTITUTIONS

The State Board of Health consists of three members appointed by the Governor. They appoint a secretary who is the executive officer.

The State Live Stock Commission, formerly a department of the State Board of Health, was made an independent Board by the Legislature of 1917.

The Board of Commissioners of State Institutions consists of the Governor, Secretary of State, Attorney General, Comptroller, Treasurer, Superintendent of Public Instruction, and Commissioner of Agriculture, all elective officers. They administer all state institutions except "schools of higher grades." The Constitution provides that they "shall have supervision of all matters connected with such institutions in such manner as may be provided by law."

The State Board of Education consists of the Governor, Secretary of State, Attorney General, State Treasurer, and the State Superintendent of Public Instruction. They "have the management and investment of all state school funds under such regulation as may be prescribed by law and such supervision of schools of higher grade as the law shall provide." They administer the State University, the College for Women, the Agricultural and Mechanical College for Negroes, and the State College for the Deaf and Blind.

In recent years, the direct management of these four schools was placed, by legislative act, in charge of a Board of Control reporting to the State Board of Education.

The Constitution provides that the Commissioner of Agriculture shall have supervision of the State Prison, in addition to the supervision exercised by the Board of Commissioners of State Institutions.

The plan of administration of the state correctional and charitable institutions by a board made up of executive state officers is very undesirable. Each one of these officers has abundant employment in the work of his own department and it is simply impossible for them to give the attention to the details of seven state institutions which is necessary for efficient administration. They are compelled to entrust to institution superintendents duties which properly belong to the board of trustees. This plan was

followed for many years in the State of Nebraska with unsatisfactory results, for the reasons above stated.

It would be much better if a State Board of Control were established to administer these on the plan which prevails in the four educational institutions.

### PUBLIC HEALTH SERVICE

Florida has made generous provision for public health service by the creation of its State Board of Health, supported by a tax of one-half mill on each dollar of taxable property in the State.

#### EXPENDITURES OF STATE BOARDS OF HEALTH

State	Population	Amount Expended	Expended for Each 1,000 Inhabitants
Florida	905,000	\$165,523	\$183
Vermont	364,000	42,000	118
Massachusetts	3,748,000	218,000	58
New York	10,367,000	544,700	53
New Jersey	2,981,000	140,000	47
Rhode Island	620,000	27,600	44
Kentucky	2,387,000	105,000	44
Delaware	214,300	8,500	40
Minnesota	2,296,000	90,602	40
Wisconsin	2,514,000	65,388	26
Maine	775,000	18,434	24
Ohio	4,181,000	114,727	22
Oklahoma	2,246,000	50,500	22
Connecticut	1,255,000	26,790	21
Colorado	975,000	19,980	20
Virginia	2,203,000	59,400	19
Iowa	2,225,000	32,800	15
Alabama	2,384,000	25,000	11
Michigan	3,075,000	27,000	9
Missouri	3,420,000	23,523	7
Total 20 States	49,135,000	\$1,805,467	\$37
Pennsylvania	8,591,000	\$2,200,000	\$256

No state in the Union except the State of Pennsylvania makes so large an appropriation as far as we can learn in proportion to its population. We sent out an inquiry to the different state boards of health on this point and received 25 replies, the results

of which appear in the foregoing table, which covers about one-half of the population of the United States. Omitting the State of Pennsylvania, it appears that these states, which contain 49,135,000 inhabitants, expended last year for the work of their state boards of health \$1,805,000, an average of \$37 for each 1,000 inhabitants. Florida leads the list with an expenditure of \$183 for each 1,000 inhabitants.

For several years past, a considerable proportion of the annual income of the State Board of Health has been applied to building an elaborate headquarters at the City of Jacksonville which contains the offices and laboratories of the different departments of the Board. The completion of these buildings and the transfer of the live stock work release funds which will now become available for current health work. The expenditures of the State Board of Health amounted last year to \$165,523.

The scope and significance of the work of the State Board of Health are indicated by the distribution of its expenses as follows:

Administration		\$18,184
Bureau of Communicable Diseases		76,785
Bureau of Engineering (and Water Laboratory)		2,328
Bureau of Education:		
Division of Exhibits	\$17,434	
Division of Publications	6,214	
	<hr/>	23,648
Bureau of Child Welfare:		
Crippled Children	\$6,397	
Medical Inspection of School Children	4,793	
	<hr/>	11,190
Bureau of Vital Statistics		12,492
Bureau of Veterinary Science		20,896
		<hr/>
Total Expenses		\$165,523

The Bureau of Communicable Diseases has done a large work in the prevention of infantile paralysis, smallpox, typhoid fever, rabies, hookworm, and yellow fever. An illustration of its efficiency is the report of cases of smallpox, which is as follows:

Year	1912	1913	1914	1915	1916
Reported Cases	1,713	1,166	583	236	90

For a number of years the Department maintained four isolation hospitals at different points, but two have been discontinued and the Board recommended in 1916 that the other two be discontinued because of the great diminution of contagious diseases.

The Bureau of Communicable Diseases has maintained since

1914 a corps of 13 district nurses or, more properly, district instructors, who were at first employed exclusively in the anti-tuberculosis campaign, but their work was later extended in its scope to include all lines of public health activities. A system of visiting tuberculous patients was established, and the Board stated that 63 per cent of the patients visited were reported to be following instructions to the best of their ability.

The Bureau of Engineering and Water Laboratory has worked to improve the water supply by inspection and by the examination of samples of water.

The Bureau of Education prepared in 1915 a traveling exhibit which has been carried through the state and has accomplished a remarkable work in stimulating popular interest in health measures.

The legislature of 1915 passed an act designed to provide for the medical inspection, under the supervision of the State Board of Health, of all school children, but the results proved that this desirable work could not be accomplished even by the generous resources of the State Board of Health. The law provided for the payment of a fee of ten cents for each case examined, but this fee would barely cover expenses without any compensation for the services of the examiners. The present Board of Health is endeavoring to accomplish the purposes of the act with the cooperation of local physicians and boards of health. The effort to secure universal examination of school children is most commendable but, as is pointed out in the report of the State Board of Health, it would require at least \$100,000 per year to do the work efficiently.

Florida maintains a department for the correction of insanitary conditions in hotels, lodging houses, and restaurants. We would suggest that the State Board of Health establish a system of inspection and correction of defects and abuses in the tenement houses of the cities and in the unsanitary houses occupied by families in rural communities. Housing conditions in villages and on farms are often quite as hazardous to life and health as those that are found in the cities.

#### HOSPITAL PROVISION

As already stated, the State has maintained four hospitals for contagious diseases, two of which have been closed. The Legis-



lature of 1917 authorized the several counties to establish and maintain tuberculosis hospitals, to levy a tax, and establish a county board on petition of 25 per cent of the qualified voters.

Hospitals for contagious diseases are reported in Duval County and Escambia County, and county hospitals in Duval and Marion Counties. Four private hospitals are reported at Tampa, three at Jacksonville, one at St. Augustine, and one at Orlando, making a total of perhaps 200 beds. The United States Government maintains five hospitals for soldiers or sailors. The Order of Odd Fellows maintains a National Sanitarium for tubercular patients, and the Florida East Coast Railroad has a hospital for its employes.

There may be other hospitals in the State but these are all of which we were able to learn.

We would suggest that the State Board of Health should immediately undertake to develop a hospital program for the State, either by the establishment of three or more general state hospitals on the plan which is pursued in Massachusetts, Pennsylvania, and West Virginia, or by the development of county hospitals in at least 10 of the leading counties of the State which can receive patients from adjacent counties, or by stimulating the organization of private hospitals. This latter plan, however, is difficult to apply in rural communities. Probably a combination of the three plans might be found practicable.

The war is likely to create an increased demand for hospital facilities. Many returned soldiers will need hospital care. As we have indicated, it will be necessary also to provide for the treatment of returned soldiers who are suffering from nervous depression, brain shock, or temporary insanity. It will be a great hardship if such men, returning from the war, find themselves without any suitable provision.

#### GUARD THE STATE BOARD OF HEALTH

The amount raised by taxation to support the State Board of Health is one-half as much as the school tax. This generous sum, if wisely used, will pay rich dividends in the development of strong, robust, and useful citizens and the elimination of burdens which are created by bad health conditions. We feel constrained, however, to caution those in authority carefully to guard this great agency of the State against the possibility of infection with the destructive virus of the political spoils system. It deals with

the life and death of little children and men and women. These concerns are too sacred to be imperiled by partisan or personal interests of any one. It would be a sad day for Florida if ever the State Board of Health should become a political machine and its officers and agents should be selected for any other consideration than their qualifications for their important and responsible duties. It would be far better to transfer three-fourths of the income of the State Board of Health to the school fund than it would to allow it to be thus wasted and misused.

The duty of guarding the State Board of Health rests with the Governor who appoints its members.

#### CARE OF THE INSANE

The Florida Hospital for the Insane is fairly well located at Chattahoochee on the site of Fort Mount Vernon, a military post. The original buildings, most of which are still in use, were erected 1832-1835.

In 1866 Fort Mount Vernon was turned over to the State and used as a state prison for ten years, until 1876, when it was converted into a hospital for the insane.

The officers' quarters of the old fort are still in use as a residence for the superintendent and his assistants, and as an administration building. Several of the original barracks which were occupied by soldiers and afterward by prisoners are used as wards for hospital patients; some of them with very little modification.

The old fort was surrounded by a brick wall about 10 feet high, which is still standing, enclosing a space about 1,000 feet square. This enclosure is entered through a gateway which is an interesting relic of the old fort.

Separate buildings for colored patients were erected just outside the wall. The main kitchen serves both the white patients and the colored patients. The white patients have a large dining room adjoining the kitchen. Food for the colored patients is carried from 500 to 700 feet through the open air on cars.

A new and handsome hospital building for medical treatment of white patients has been erected. The building is attractive and convenient, but unfortunately the materials and workmanship are inferior, and the building already shows signs of deterioration. An admirable sanatorium has recently been built for 28 tuberculous white patients. The sanatorium is ideal in its building and

equipment. A beautiful garden has been established in front of the sanatorium.

There is neither hospital nor sanatorium for the Negro patients. A ward in one of the buildings is devoted to sick patients, and the tuberculous patients are found in the wards with other patients.

The hospital is located on a farm of 1,800 acres, much of which is suitable for cultivation, but only about 75 acres are actually under cultivation. The farm work is done entirely by the Negro patients. Inquiry was made whether it would not be better to have a separate institution for Negro patients as is done in a number of other southern states. The reply was that it would be very unfortunate to make this change because the Negro patients were so useful, doing work that white patients would be unwilling to do.

The result of this policy is that the Negro patients have outdoor work on the farm which they enjoy and which greatly improves their health and their prospects for recovery, while the white patients spend their time in airing courts—dusty, sandy, hot, and cheerless—behind a brick wall which prevents them from seeing the beautiful country which surrounds them, and from getting any benefit from the wind. In answer to the question why the high brick wall was not removed the reply was that the wall was an interesting relic of the early history of the State. The interesting part of the wall is the entrance gate, which ought by all means to be preserved, but the excuse is certainly insufficient as a reason for depriving hundreds of poor suffering people of the cheap blessings of sunlight, fresh air, and a view of the beautiful landscape which surrounds the hospital. There are groves, fields, streams, and ravines close at hand which could be easily converted into a beautiful park with gardens and walks, by the labor of the patients, which would immediately become a healing agency. The department for colored patients is located outside of the brick wall, but for some inscrutable reason a high stockade was built around the exercise yard of the colored patients, cutting them off also from the fresh air and the beautiful landscape.

It has long since been demonstrated that enclosed exercise yards are unnecessary even for unruly patients, if there is a sufficient force of reliable nurses. If, however, it was deemed necessary to continue the ancient and unnecessary plan of exercise yards, they could easily be enclosed with wire fencing which would be equally secure without cutting off the wind and the view.



It would be much better for the white patients if they had assigned to them a portion of the farm and were required to work it, according to their reasonable ability. In some private sanatoriums where patients pay a large fee it is part of the treatment to require them to do outdoor work.

The State ought, as a therapeutic measure, to build a hospital for the sick Negroes and a sanatorium for tuberculous Negroes. The retention of tuberculous patients among those who are free from the disease tends to spread it through the community and is contrary to the universal teaching of competent experts.

The hospital at Chattahoochee ought, on no account, to be further enlarged; on the contrary, the population ought to be reduced by building a colony for the feeble-minded and epileptics, and transferring the patients of both of these classes who are now at Chattahoochee. Only those who are familiar with the care of the insane can realize the amount of suffering to the patients which is caused by overcrowding. It produces discomfort, confusion, and quarreling. It greatly increases the labor and the responsibility of the nurses who, in their turn, become irritable and difficult. It interferes with proper ventilation and proper feeding. It overtaxes the storage facilities and the cooking facilities. There should be no delay in relieving this unfortunate condition.

The overcrowding can be relieved in part by the erection of a cheap cottage for the 60 negroes employed on the farm. Such a cottage could be built of wood, with good floors and good plumbing, at a cost not exceeding \$200 per bed, and would relieve the overcrowding to that extent.

We understand that the kitchen is about to be reconstructed, an improvement which is absolutely necessary, because the building is worn out and cannot be kept sanitary, while the cooking apparatus is also worn out and is entirely inadequate.

We would suggest that each department should have its own kitchen and dining-room—employees' department, department for white patients, department for colored patients, hospital, and the sanatorium for tuberculous patients. The reduction in the size of the kitchens would not increase the expense but would rather tend to diminish it, and would make it much easier to get the food to the patients in a palatable condition.

We would suggest that a nurses' home be built. There is no more trying or taxing work than the care of insane patients, and



it is a serious hardship for nurses who perform this arduous task to be obliged to sleep in the wards in close proximity to the patients, and to have no provision for natural and wholesome living.

The most satisfactory plan would be to have a series of small cottages, accommodating 20 or 25 persons each, but if this is not deemed practicable, there might be one building for men and another for women.

A new hospital for the insane should be begun immediately in the eastern part of the State. At the present time patients come to Chattahoochee from distances of 500 or 600 miles, involving suffering for sick people, heavy traveling expenses for the public, and serious hardship to relatives of patients who can visit them only by a large expenditure of time and money.

A new hospital on the colony plan can be provided at less expense than will be involved in making additions to the plant at Tallahassee. The retiring superintendent and the present superintendent agree in recommending the establishment of the new hospital. The State will undoubtedly need to make provision for the treatment of returning soldiers. The present hospital, in its crowded condition and with its ancient equipment, can not provide suitably for such patients.

## THE PRISON SYSTEM

It appears that the State of Florida is unique in locating the management of the prison system in the Department of Agriculture. It is also interesting to note that only recently has the Department of Agriculture undertaken to utilize the labor force of its criminals in custody in agricultural pursuits. The dark pages in the history of the prison system of Florida when men and even women were generally broken in health and brutally treated in the iniquitous system of leasing in turpentine forests are now closed, and the promise of the leaders of thought in Florida that the entire leasing system will in a few years be abolished is one that will bring satisfaction to all with humanitarian impulses.

It is not enough to say now that the treatment of the convicts in the turpentine forests is so much better than in past years. Present officials frankly admit that even at its best this use of prisoners, though closely inspected and supervised, means the

breaking down of health in a few years. The statement that no prisoner can last more than ten years under the system is sufficient utterly to condemn the method. No state and no people have the right to exploit convicts for private gain, more especially when that exploitation is in a form of labor that offers no training for a better life upon release, and which is a form of labor that breaks down the health of the most vigorous. It stands to reason that when private contractors are required to pay a relatively high per diem wage to the State for convicts and to provide for their maintenance in the camps which under close inspection are supposed now to be upon a much better standard than in past years, the task set daily for the convict must be one that will yield a profit to the contractor.

It is the severity of the labor required to fulfill the daily task, the long hours, the weary miles to be traveled, the heavy burden to be carried, the disagreeable nature of the material to be gathered, the fear of punishment for work not completed, that breaks the spirit and ruins the health of every convict who enters upon that routine. No man comes back from the turpentine camps in good working condition. He must be doctored up just as an overworked horse or mule would be. The turpentine trade should secure its labor from the labor market and not be allowed to exploit the state prisoners to their ultimate harm. The State of Florida can not hope to gain revenue through the wrecking of human beings through overwork and by breaking down their health and spirits under this particular form of labor under the leasing system. The temper of an enlightened sentiment of the people is against this iniquitous thing.

#### BRADFORD FARM

In contrast, however, we witnessed with amazement the remarkable work accomplished in the past three years in the developments at the great Prison Farm at Raiford. While the so-called healthy and strong Negro convicts are mostly leased to turpentine forests, the white prisoners and the discards from the leasing force of colored convicts, along with the colored women prisoners and the very few white women have been housed within stockades upon the great farm at Raiford. The results accomplished in the three years in the clearing of cypress swamps, the removal of stumps until thousands of acres are ready for cultivation of crops,

the draining of great tracts by well constructed canals and ditches, the building of roadways and fences, the construction of buildings, including a beautiful home for the superintendent, and now the great yield of food crops bringing in a direct revenue to the State, almost overpower one who for the first time goes over this great property.

November 27, 1913, Captain Purvis began work in the development of the Prison Farm at Raiford, with a force consisting of five men, four mules, and two wagons. The Farm consisted of 17,500 acres of land purchased at the rate of about \$5 per acre. Part of it was in lakes, part in swamps, and nearly all of it was woodland.

The work of development was not fairly inaugurated until the summer of 1914. In a little more than three years' time 3,100 acres have been cleared for cultivation, and 1,500 acres have been stumped but not yet cleared. An extensive drainage system has been developed, the ditches and canals being well constructed. Nearly 3000 acres are in crops. While the farm is intended to be primarily a sugar farm, and we saw luxuriant fields of sugar cane, the crops are diversified, including an abundant supply of staple vegetables. A small orchard has been planted and is already beginning to bear. We saw about 900 acres of velvet beans in one field. The value of the 3000 acres already cleared has increased from \$5 per acre to at least \$25 or \$30.

Wooden buildings have been erected by the labor of the convicts, with a cash outlay of about \$100,000. These buildings include dormitories and living rooms for 700 prisoners, a hospital, a commodious residence for the superintendent, neat cottages for married officers and dormitories for unmarried officers, shops, store-houses, stables, and so forth. The dormitories have good floors and good plumbing. They will serve for a number of years until permanent buildings of re-enforced concrete can be provided.

The dormitories for white and colored prisoners alike have good iron bedsteads, with comfortable mattresses, blankets, sheets, pillow cases, and night shirts, making it possible to maintain clean and sanitary conditions.

The hospital accommodations for men and women are quite inadequate; and the building which is allotted to tuberculosis patients is dark, unsanitary, and entirely unfit for its purposes.

The next improvement should be an adequate hospital for sick



patients and a sanatorium for tuberculosis patients similar to the sanatorium at the State Hospital for Insane.

To the State Department and its officials who conceived of this great undertaking and directed its progress, and to that wonderful executive manager, Superintendent Purvis, we extend our compliments and hearty congratulations. They have set a pace which no other state has yet reached. It is, however, but a beginning. The outlook is bright with promise.

It is but another step to the creation of a state land department for the leasing or sale of lands cleared, drained, and put into condition by the prison department to be readily cultivated; and the purchase by the State of more tracts of swamp and timber lands to be reclaimed by prisoners of the State. Private enterprise has not been able to accomplish this work. Land booms have been many in the past history of Florida and the results in obtaining new settlers have been meagre. It takes so many years of prison labor to clear the raw land that most land seekers have gone to other states where conditions are not so severe. With the lands cleared by prison labor and then offered to the settler by the state department upon reasonable terms, the question of settling the unoccupied lands of Florida would seem to be solved.

Of the sanitary condition of the Bradford Farm structures, of its present medical service to the prisoners, of its incidental teaching of vocational activities, we have only words of praise. We would urge the introduction of some degree of instruction, both scholastic and vocational, at the farm; the abolishment of striped clothing; the establishment of a parole system; the payment of wages to prisoners earning good records; and the grading of prisoners as to age and criminal intent so that the reformatory principle may be worked out through the several series of road camps and state farms. It is not great institutional buildings and centers that we urge, but diversified industrial training in graded camps and farms with ready means of transfer of prisoners as they show a disposition to improve and advance. There should be a complete separation of the prisoners carrying infectious diseases and their isolation in one camp where effective treatment may be given, and no prisoner should be released therefrom until all danger of spreading the infectious disease is eliminated.

Immediate attention to the needs of the tuberculous prisoner should be given by the state authorities. The present structure



at Bradford Farm is wholly unfit and should be promptly torn down or put to some other use.

### THE COUNTY JAILS

From our limited observations of the county prison problems, we have no special criticism to offer. The county jails are mainly used as places of detention awaiting court procedures; they are under state inspection as to sanitation and there are many new structures in the State. Almost every county uses its short term prisoners upon road work, and the method of housing in roadside camps is also under state inspection. The era of chain gangs is happily over in Florida, and the next step will be the abandonment of the striped suit and possibly the payment of a small wage for good service rendered. The suggestion is offered that a strong vagrancy law be enacted to the end that able-bodied men shall seek and hold steady jobs or be compelled to work for the county. In addition to county road building should come a system of county farm development, and upon such farms owned by the counties there may be erected the separate buildings needed for the support and care of the sick and dependent. A county colony where the labor is done by the county prisoners, and where a general hospital, a tuberculosis sanatorium, and an infirmary for the dependent aged is located, will afford that degree and measure of public service which the present age demands.

### DUVAL COUNTY PRISON FARM

The county farm project of Duval County, like the Prison Farm at Raiford, is a most interesting development, and is to be commended. If the future planning of the county officials of Duval County in relation to its county institutions continue upon a similar broad and progressive plan, the citizens of that county will be fortunate.

### CHILD WELFARE

#### CARE OF DELINQUENT CHILDREN

Florida has made commendable progress in the care of delinquent children. An efficient juvenile court has been established in Jacksonville and a limited amount of juvenile court work is being done in five or six other counties. Probation officers have

been appointed in these counties to protect the interests of children brought into court, and to supervise children paroled from the Florida Industrial School for Boys and the Florida Industrial School for Girls.

It is very desirable that juvenile court methods shall be introduced and probation officers shall be appointed for every county in the State. This can be accomplished with very little expense by the passage of a law providing that children's cases shall be tried by a judge of a court of record, entirely separate and apart from the criminal trial of adults, and providing that the proceedings in children's cases shall not be criminal trials but shall be chancery proceedings in which the child shall be regarded, not as a criminal, but as a ward of the State; to be dealt with not for vindictive punishment but for discipline, education, and training for good citizenship.

In those counties where the number of children's cases is not sufficient to require the entire time of a probation officer the expense can be minimized by authorizing the judge to appoint probation officers who shall be compensated at the rate of \$3 per day for the time actually served by order of the court in dealing with children's cases. The compensation of these probation officers can be further regulated by providing that they shall not draw pay for more than 60 days, or 100 days, in any one year, and that they shall not be allowed more than \$100 or \$150 for traveling expenses in the course of the year. This plan of appointing and compensating county agents or probation officers has been successfully pursued for many years in the state of Michigan.

The Florida Industrial School at Marianna has made great improvements in the past three or four years. It has two excellent and well-planned brick cottages for 50 white boys each. These cottages are modern in every respect. The living rooms are well furnished, with electric light reflected from the ceiling. The dormitories have windows on three sides, affording perfect ventilation. The plumbing and bathing facilities are good. The basements contain play rooms for stormy weather.

The dining-room and kitchen for white boys is a good illustration of inexpensive construction. The one-story building is of wood, with a good cement floor. The windows are screened against flies. The food is good, well-cooked, well-served, and sufficient in quantity and variety.

The administration building is well built but it is badly planned, inconvenient, and contains considerable waste space. There is no suitable assembly room, and the school rooms are in an old building, badly lighted, unsanitary, and unfit for use. We would suggest that a one-story school house be built of wood with concrete floors, similar to the domestic building which contains the kitchen and dining-room. Such a building can be constructed at a very moderate cost, and if the material and workmanship are good, and if it is kept in repair, it will last for many years. The building should contain four rooms and when additional school rooms are needed a second building can be constructed.

The school work can be materially improved but it will be necessary to provide salaries which will attract competent teachers. Teachers of unusual patience, skill, and devotion are necessary in order to develop the ignorant and unruly boys who are sent to the Industrial School. The present salaries are \$30 for a woman teacher, and \$35 for a man, with board.

Thus far industrial training has been only imperfectly developed. The shops are poorly equipped. There are a blacksmith shop and a wood shop. The blacksmith and the carpenter are ordinary workmen, not trained people, but they are able to give the boys a good deal of practical instruction in these trades. The assistant superintendent is the head farmer. The farm work is done for the most part by colored boys, but there is no systematic instruction in the science of farming. There is a brickyard in which good brick is manufactured by the boys, but this work does not give any industrial training. There is a class of eight or ten boys in stenography and bookkeeping, a valuable line of instruction.

The School has 600 acres, of which 450 acres are under cultivation. The land is reported to be of good quality, better than that of the neighboring farms. The superintendent believes the farm to be profitable but as yet the accounts are not so kept as to show the actual results of the farm except as to the quantity of the products. The superintendent has just sold two carloads of velvet beans as fodder, bringing in about \$400 in cash. It is very desirable that the accounts should be so kept as to show the actual financial results. The farm should be charged with the salary of the assistant superintendent as head farmer, with any other hired help on the farm, together with the cost of seeds, fertilizer, and



the upkeep of machinery, stock, fences, and farm buildings; and should be credited with all farm products sold and all products consumed by the School. An accurate annual inventory should be taken.

It is very difficult to give practical instruction in farming where the work is organized on a large scale because, in order to make such farming profitable it is necessary to use the boys as farm laborers, leaving little, if any, time for instruction in the science of farming. We would suggest that the Board of Commissioners of State Institutions consider the plan which is adopted at the New York State Agricultural and Industrial School at Industry, and by the Thorn Hill School of Allegheny County near Pittsburgh, Pennsylvania. At these two institutions the land is divided up into small farms, similar to those which would be cultivated by an ordinary tenant farmer. On each farm is a small cottage, built of wood, in which is a family of 20 boys with a house father and a house mother. Each farm has a team, a couple of cows, some pigs, a calf, some chickens, and a house dog. And the farm is cultivated like an ordinary small farm but in a thoroughly scientific manner. By this plan the boys learn farming as it is carried on in actual experience.

The plan above suggested is especially adapted to the development of truck farming. The boys of the school are already cultivating individual gardens, but we see no reason why they might not have family gardens. This plan could be introduced with the present equipment. A tract of land could be set apart for a group of 15 or 20 boys from one of the cottages, and the boys could go back and forth to their work.

The 240 Negro boys occupy a separate building about a quarter of a mile from the cottages of the white boys. This building is old and inconveniently arranged. It is difficult to keep it in sanitary condition. The dormitories are much crowded and are supplied with double-deck beds, which are undesirable not only because the boys are too close together for good health, but because they interfere with proper supervision and give opportunity for immoral practices.

The Negro boys are under the care of white, male employees. Their general condition and discipline are much less satisfactory than that of the white boys. One colored woman is employed at the colored boys' building as a kind of house mother. We see no



reason why the colored boys should not be as well trained and disciplined as the white boys. The possibility of such results has been demonstrated at the Prison Farm at Raiford, where the Negro convicts are as orderly, cleanly, and industrious as the whites.

We would suggest that the Board of Commissioners of State Institutions consider the plan which is followed in the Laurel Industrial School at Hanover, Virginia, and the Alabama Reform School for Juvenile Negro Law Breakers at Mt. Meigs; namely, to put the Negro boys entirely under the charge of Negro house fathers, house mothers, and teachers. This plan results in a saving of salaries and it is claimed that, with a careful selection of employes, the results are very satisfactory. The work of the Negro department would, of course, continue to be directed by the superintendent of the Industrial School.

We learned that no parole officer is employed by the School and that boys sent out from the School receive only such supervision as can be given by probation officers in those counties which have them. The State of Florida is expending from \$200 to \$500 for the training and development of each of these boys during his stay at the School. The object of this training is to qualify the boys to lead an upright and honorable life after they are released. If the boy is sent back into the same surroundings from which he originally came, with no one to watch over him or to advise him, the probability is that he will fall into his former ways. The experience of other states has demonstrated that the employment of competent parole officers by the State to watch over and befriend the boys after their release is an economical plan because many boys who would otherwise relapse are developed into good citizens.

The Florida Industrial School for Girls at Ocala was opened March 15, 1917. It already contains 23 girls. Mrs. Florence J. Range has been appointed as superintendent. The School is temporarily housed in a large residence in the outskirts of the city of Ocala but it is to be permanently located at Marion Farms in a group of buildings of which the first is nearing completion.

The selection of the site is to be commended. It has the advantage of much preliminary work in land clearing, tree planting, road building, and fencing. It has sufficient space and opportunity for vocational activities for the girls. On this site it will

be possible to develop the school along the lines of such institutions as the Minnesota Home School for Girls, Sleighton Farm for Girls in Pennsylvania, the two schools for white and colored girls in Virginia, and the new Training School for Girls in Texas.

The Florida Industrial School for Girls will inevitably have the same experience as all the reformatories for girls, namely, that a considerable portion of the girls committed to the school will prove to be feeble-minded and will be incapable of receiving the same kind of training and discipline as normal girls. It is generally agreed that the most desirable plan is to establish colonies for girls who belong to the "defective-delinquent" class entirely separate from the industrial school; but Florida has no institution as yet for defective children. Under these circumstances we would suggest that the Board of Commissioners of State Institutions adopt the plan which has been followed in the corresponding institutions of Massachusetts, New York, and Pennsylvania, namely, to set apart certain cottages for the care of girls who prove to be feeble-minded, to establish for them a milder discipline and less elaborate schooling, and to train them for such useful and helpful work as may be within their capacity.

Experience proves that many feeble-minded delinquent girls can not be made capable of self-support and self-direction, and that if they are turned loose in society, they become a source of corruption, they become mothers of feeble-minded children, and add greatly to the burdens of the state. It is now generally agreed that the most economical plan is to secure legislation whereby the mental condition of these girls can be duly established by court proceedings and they can be permanently protected by institutional care in case adequate protection can not be provided for them in their own homes.

#### CARE OF DEFECTIVE CHILDREN

It is generally recognized throughout the United States that the most acute and pressing social problem at the present time is the problem of the feeble-minded, and especially feeble-minded girls of child-bearing age. The number of feeble-minded in the community is not yet definitely ascertained, but it is generally agreed that there are at least as many feeble-minded as there are insane. Florida is already taking care of 1600 insane patients, and doubtless has at least that many feeble-minded.

It is only in recent years that the menace of feeble-mindedness has been clearly recognized, but within the past ten years investigations have been made which prove that a very large proportion of crimes are committed by persons who are really feeble-minded, and that probably 20 to 25 per cent of the population of the prisons and reformatories of the United States are defective.

The feeble-minded furnish at least one-half the prostitutes and a large proportion of the paupers and ne'er-do-wells of the country.

The studies which have been made show that feeble-mindedness is a hereditary disease. Probably at least three-fourths of the feeble-minded have an ancestry of feeble-mindedness, insanity, or alcoholism.

It is also recognized that the chief preventive of feeble-mindedness is the care and segregation of feeble-minded girls during the child-bearing period. If Florida has 1600 feeble-minded people, probably 400 of them are women of child-bearing age.

Florida has many feeble-minded adults at the State Prison Farm and in the State Insane Hospital. There is quite a number of feeble-minded boys at the State Industrial School for Boys, and there are a few feeble-minded children who lead a miserable existence in the State Hospital for the Insane.

The rapid multiplication of feeble-minded people through heredity is causing alarm in those states where this subject has been studied. The State of Florida should take immediate steps to protect these unfortunate children, not only as a matter of humanity toward this helpless and innocent class, but also as a matter of protection to the community.

Those feeble-minded children who have good homes can usually be properly sheltered and cared for in them, but a large proportion of them are homeless, or worse than homeless, and must of necessity look to the Mother State for protection.

Florida ought to make immediate institutional provision for at least 500 of this class, following the good examples which have recently been set by the states of Virginia and North Carolina.

The most approved method of providing for the feeble-minded is by the colony plan, under which young children receive such education as their natural capacity will admit, while the older ones are placed on farms where most of them can be trained to perform useful work, and can lead natural and happy lives while



they can be so protected as to prevent them from multiplying their kind.

We should advise the State of Florida to adopt simple and inexpensive plans of construction, such as are now being followed in the states of Indiana, New Jersey, and Massachusetts, and to avoid the extravagant plans of building which have prevailed in many states. To this end those who are made responsible for building such an institution should visit the best organized institutions which are to be found in the states above named.

The State has already started the care of crippled children at Ocala, under the control of the State Board of Health. This humane work will enable hundreds of children who would otherwise be helpless and dependent, and would lead miserable and unhappy lives, to become self-supporting, normal citizens. The care of crippled children is of necessity expensive because it involves a long period of maintenance, under the care of trained nurses, directed by skillful orthopedic surgeons. These children need a liberal diet of milk and cream, butter, eggs, soup, and so forth, and they are able to perform but little service. The per capita cost of \$1 per day for the care of crippled children is not excessive, but the returns in the restoration of physical power and the prevention of suffering abundantly justify the undertaking.

#### CARE OF DEPENDENT CHILDREN

There are no public institutions, either state, county, or city, in the State of Florida for the care of dependent children, and there is no State agency which is responsible for the care of such children.

The Florida Children's Home Society, with headquarters at Jacksonville, is a well organized, active, and efficient Society, with a responsible and competent Board of Directors. It is supported entirely by private contributions, and its income last year was about \$40,000.

The superintendent of the Society, Mr. Marcus C. Fagg, had a broad experience in dealing with dependent, neglected, and defective children before coming to Florida. He is a well trained and efficient man, and has a staff of intelligent and devoted people.

The Society follows the plan of placing children in selected family homes. It was not practicable to inspect the placing-out work of the Society, or to visit its placed-out children. From

what we could learn, we believe that this work is conscientiously and faithfully done.

When the Society receives an application in behalf of a child, the first step is to make a careful "case study" of its family and personal history. This study is undertaken first to ascertain whether it is necessary to separate the child from its mother. If it is a young baby, the mother is persuaded to nurse it and care for it for at least a year if possible, and efforts are made to have the father and grandparents "do their bit" if possible. If it is an older child and there is a good mother, the effort is made to secure such aid from the public treasury or otherwise as will enable her to preserve her own home and care suitably for her own children without the necessity of leaving them to roam the streets while she works in an office or a factory.

The next step is to secure a thorough physical and medical examination, more thorough than a life insurance examination, in order to avoid danger of infecting other children and in order to secure such medical, surgical, or dental treatment, diet and training as may be necessary to put them in the best possible physical condition, so that they may be fit to go into good family homes.

The Society maintains a good receiving home in the city of Jacksonville where its wards receive such temporary care and treatment pending their placement in family homes.

The Society employs a staff of trained agents to make preliminary case studies, to find family homes, to place children in them, and to watch over them after they are placed, in order to make sure that they are not neglected or ill treated.

The Census Report of 1910 showed only seven orphan asylums, with a total population of 193 children, a very small number for a great state like Florida. The Florida Baptist Orphanage at Arcadia, the largest one, contained only 65 children.

Florida is very fortunate in having so few orphanages. Those which exist should receive generous support and should be equipped so as to do the very best quality of work for the comparatively small number of children which need their sheltering care.

If the State gives proper support and supervision to the work of the Florida Children's Home Society, it will not be necessary to build more orphanages. There are enough already to take care of the orphanage work for the next twenty-five years; but the plan

of placing children in family homes is an exceedingly responsible one. The Children's Home Society undertakes to determine, first, whether parents shall be allowed to bring up their own children, or whether they shall be taken away from them and given to strangers. It then undertakes to select foster parents, and to determine the whole future interests of the child.

It is rapidly coming to be recognized that the great Mother State should extend her fostering care to all homeless or neglected children, and should see that societies, institutions, or individuals who undertake to care for them discharge faithfully the obligations which they have voluntarily assumed.

The State, however, should not leave it to any institution to perform this great and responsible work without supervision. There should be established a state agency; either a board of children's guardians, such as are found in the District of Columbia and the State of New Jersey, or a state superintendent of neglected children; or there should be a state board of charities, with a child welfare department, as in Virginia, Ohio, and Massachusetts.

All societies and institutions which undertake to care for children should be required to have a certificate from the state supervising agency, and this certificate should be renewed from year to year. All children placed in family homes should be reported to the state agency and should be visited and watched over by it. This plan is now pursued in many states, and it affords the greatest possible protection to these unfortunate children. It is, at the same time, a protection to the placing-out agencies to have their work thus overlooked by responsible representatives of the State.

As yet the State of Florida has made no provision for mothers' pensions or "mothers' assistance" for the benefit of widowed or abandoned mothers who are without the means to support their children. We would recommend that steps be taken to study the legislation which has been adopted for the assistance of widowed mothers in many of the states of the Union. Information on this subject can be obtained from the Children's Bureau in the Department of Labor at Washington, D. C.

#### INFANT MORTALITY

Notwithstanding the efficiency of the State Board of Health, there are as yet no reliable statistics on infant mortality, and in



the annual report of the State Board of Health for 1916 (p. 20) we read as follows: "The Bureau of Vital Statistics has made great progress since the reorganizing of system in accordance with statutory law. . . . It has taken time and much patience because of the delay occasioned in correspondence with those selected as local registrars and sub-registrars, to tabulate births and deaths occurring in their several communities. The collection of statistics of any kind is a slow process of determining facts for resultant instructive study, and the collection of vital statistics is no exception to the general rule for work of this character. Therefore, when it is learned that the organization of this Bureau had to be started from the ground floor, I think what has already been accomplished is deserving of commendation.

"It is believed, however, that the time is not distant when Florida will be authorized and entitled to be admitted to the registration area of the United States, and that the repeated assertions that the healthfulness of the State at all seasons of the year is excellent, will be substantiated and maintained by statistical figures."

#### CHILD LABOR

The child labor problem is less acute in Florida than in some of the other southern states because of the absence of the great cotton mills and other manufactories, but children have been employed to a considerable extent in tobacco factories and canneries.

The popular impression has prevailed that children who live on farms do not need the protection of child labor laws because farm work is a healthy outdoor activity, and farmers are not likely to abuse the children under their care. The fact is often overlooked that farm work involves long hours, and that multitudes of children on farms are kept out of school a large part of the year in order that they may assist in farm labor. Surely the children in the rural districts are entitled to the same beneficent protection from the Mother State as those who live in cities or factory villages.

#### RECREATION

So far as we could learn, there are no public playgrounds in Florida, and there is no efficient supervision of moving picture shows or other forms of recreation. If the State deems it neces-

sary to supervise hotels and restaurants, ought it not to undertake also to protect the morals and the health of children in their recreation?

## PUBLIC EDUCATION

The progress of the State of Florida in the development of her system of education is indicated in the following facts taken from the reports of the United States Commissioner of Education for 1916:

### WEALTH AND SCHOOL EXPENDITURE\*

	Expended for public schools on each \$100 of true value of all real and personal property			
	1880 Cents	1890 Cents	1900 Cents	1904 Cents
United States	17.9	21.6	24.3	25.5
North Central Division	21.8	24.9	25.8	26.4
South Atlantic Division	13.6	17.1	19.4	20.0
<b>Florida</b>	<b>9.6</b>	<b>13.3</b>	<b>21.5</b>	<b>21.9†</b>
Georgia	7.8	14.0	21.2	19.2
Alabama	11.7	14.3	11.8	13.0

### PUBLIC SCHOOL EXPENSE PER INHABITANT‡

	Expended per capita of total population					
	1870	1880	1890	1900	1910	1914
United States	\$1.75	\$1.56	\$2.24	\$2.84	\$4.64	\$5.62
North Central Division	2.14	2.03	2.81	3.27	5.52	6.77
South Atlantic Division	.63	.68	.99	1.24	2.20	2.79
<b>Florida</b>	<b>.66</b>	<b>.43</b>	<b>1.32</b>	<b>1.45</b>	<b>2.36</b>	<b>3.27</b>
Georgia	.24	.31	.65	.89	1.70	1.98
Alabama	.36	.40	.59	.50	1.36	1.97

While the expenditures per inhabitant in the State of Florida are still less than those of the United States at large and the North

\* Report of U. S. Commissioner of Education, 1916, Volume 2, pp. 37 and 38.

† The expenditures of Florida in proportion to the value of property increased about 33 per cent from 1902 to 1912, so that the present rate is probably about 30 cents on each \$100 of real and personal property.

‡ Report of U. S. Commissioner of Education, 1916, Volume 2, p. 32.

Central Division, they are increasing more rapidly than did the expenditures of other states, as will be seen by the following statement showing the increase of public school expenditures per inhabitant:

*Progress of Expense per Inhabitant\**

	1870	1880	1890	1900
United States	\$1.75	\$1.56	\$2.24	\$2.84
North Central States	2.14 (1890)	2.03 (1900)	2.81 (1910)	3.27 (1914)
<b>Florida</b>	<b>\$1.32</b>	<b>\$1.45</b>	<b>\$2.36</b>	<b>\$3.27</b>

EXPENSE PER PUPIL†

	Annual expense per capita of average attendance	
	For salaries only	Total expense
United States	\$22.76	\$39.04
North Central Division	25.16	44.15
South Atlantic Division	12.35	18.91
<b>Florida</b>	<b>12.99</b>	<b>21.88</b>
Georgia	10.36	13.70
Alabama	11.71	15.32

SALARIES OF TEACHERS‡

	Average monthly salary of teachers			Average annual salary of all teachers
	Men	Women	All	
United States	\$79.94	\$62.57	\$66.07	\$524.60
North Central Division	79.97	61.47	64.91	537.45
South Atlantic Division	65.78	44.15	49.16	328.88
<b>Florida</b>	<b>68.16</b>	<b>48.94</b>	<b>53.17</b>	<b>327.00</b>
Georgia	63.62	38.27	43.68	305.76
Alabama	63.83	50.57	56.09	343.41

\* Report of U. S. Commissioner of Education, 1916, Volume 2, p. 32.

† Report of U. S. Commissioner of Education, 1916, Volume 2, p. 35.

‡ Report of U. S. Commissioner of Education, 1916, Volume 2, p. 30.



## SCHOOL ATTENDANCE\*

	No. attending daily for each 100 enrolled in 1913-14
United States	74.2
North Central Division	78.4
South Atlantic Division	67.2
<b>Florida</b>	<b>71.4</b>
Georgia	65.3
Alabama	61.8

## ILLITERACY †

	Percentage of total population (10 years and over)
United States	7.7
North Central Division	3.2
South Atlantic Division	16.0
<b>Florida</b>	<b>13.8</b>
Georgia	20.7
Alabama	22.9

## PUBLIC SCHOOL EDUCATION OF WHITE AND COLORED CHILDREN

The United States Bureau of Education has just issued an elaborate report on Negro education from which we have compiled a comparison of public school work in Florida with that of the entire South and the individual states of Georgia, Alabama, and Mississippi.

Teachers	Teachers' salaries per child		Percentage of illiter- acy 10 years and over	
	White	Colored	White	Colored
Sixteen Southern States, D. C., and Missouri	\$10.32	\$2.89	7.7	33.3
<b>Florida</b>	<b>11.50</b>	<b>2.64</b>	<b>5.5</b>	<b>25.5</b>
Georgia	9.58	1.76	7.8	36.5
Alabama	9.41	1.78	9.9	40.1
Mississippi	10.60	2.26	5.2	35.6

This comparison is decidedly favorable to the State of Florida as compared with the other southern states, but it is still much short of what Florida will accomplish if she continues to progress. The report above referred to says with reference to the State of Florida:

"While the United States Census indicates hopeful progress in the decrease of illiteracy and in the improvement of health con-

\* Report United States Commissioner of Education, 1916, Volume 2, p. 27.

† Same report, p. 23.

ditions, illiterates are still 25.5 per cent of the colored population 10 years old and over, and 17.8 per cent of the colored children 10 to 14 years of age, and the death rate is very high.”\*

The report calls attention to the fact that the State appropriated \$8,500 to supplement the income of the Agricultural and Mechanical School for Negroes, largely maintained by the Federal Government, and that \$77,000 were expended in private schools for the education of Negroes.

The report adds as follows:

“The most urgent need of the colored schools in Florida is trained teachers. The supply now depends almost entirely upon . . . private institutions; . . . however, only two offer fairly good courses for teachers. . . . The graduating classes of all the schools offering teacher-training in 1915 numbered only about 100, an annual output obviously inadequate to meet the need of teachers in a state with over 300,000 colored people and 1,000 colored public school-teachers. . . .

“As yet no colored school supervisor is employed by the State department of education. Six counties in the State have Jeanes Fund supervisors traveling among the rural schools, introducing industrial training and extending the influence of the school into the community.”

The report also adds the following:

*“Summary of Educational Needs*

“1. The strengthening and extension of the elementary school system. This can best be done by employing a supervisor of colored schools as is done in other Southern States.

“2. The increase of teacher-training facilities. To this end secondary schools with teacher-training courses should be provided, more summer schools and teachers’ institutes should be maintained, and the private schools should co-operate with the State department of education by placing more emphasis on teacher-training courses in accordance with State standards.

“3. More provision for instruction in gardening, household arts, and simple industries. In developing this work counties should realize the possibilities of the Jeanes Fund industrial supervisors.

“4. More instruction in agriculture and in the problems of rural life, so that teachers and leaders may be developed for a people 71 per cent rural.

“5. The maintenance of industrial high schools in cities.”

\* Report on Negro Education, United States Bureau of Education, Volume 2, p. 159.

To keep the Negro families from migrating northward one practical movement will be in the fostering care of the schools for Negro youth, which are by no means adequate now. To keep the Negro in ignorance is to offer a premium upon vagabondage and crime.

### IMPROVEMENT OF PUBLIC EDUCATION

The foundation of the education of the people lies in the public schools. The efficiency of the public schools depends upon the quality of the teachers, their education, special training, their character, their manners, and their personality. In order to have good teachers there must be opportunity for their proper training and there must be such a scale of compensation as will justify competent teachers to remain in the teacher's profession.

The normal training of teachers is now being carried on by the State University, the State College for Women and the State Agricultural and Mechanical College for Negroes, without any local normal schools.

This plan has some great advantages because it ensures a high quality of administration and high standards of instruction. In order to make it successful it will be necessary to separate the normal department pretty sharply from the other departments of the University.

There are two serious disadvantages in this plan. The first is the tendency on the part of the students and teachers in the regular work of the University to look with a certain undeserved contempt upon normal work. This attitude finds its excuse that the standards of admission to the normal department must of necessity be lower than those for admission to the other University departments.

The second difficulty and one more serious is the great distance of the institution from the homes of the prospective teachers. The burden of traveling expense is a very serious one upon the teachers because salaries in Florida, as we have seen, average only \$327 per year.

This difficulty can be met in part at least by extension work in teachers' institutes and we believe that the State should greatly increase this kind of work. We would suggest that the difficulty be met further by a system of correspondence instruction which can be carried on during the school term.



The state school fund is derived from a mill tax levy distributed throughout the State upon a census basis. This tax raises over \$300,000. The counties provide by county taxation an additional sum, while the enterprising cities which desire full school equipment and facilities provide for municipal or district taxation to further supplement the school fund locally expended.

The state school fund could be increased by leasing the reclaimed lands and providing additional income for school purposes out of the revenue thus created.

The school fund could be the better distributed if it were conditioned upon school attendance rather than upon a census, and this would result in a better attendance in the schools, and thus do away with one of the chief deficiencies in the school system of the State.

Public school management should be absolutely removed from the realm of partisan control. The State Board of Education should endeavor to establish a strong executive control of the management of the public schools in the office of the State Superintendent of Public Instruction to the end that a uniform policy may be enforced throughout the State. County superintendents of schools should be appointed by the State Superintendent of Public Instruction to the end that the state policy may be locally enforced through such subordinates of a state system.

At this very time when the schools of the state are asked to sign food conservation pledge cards, there is no recognized effort to secure regular attendance of children in the public schools. There is no attendance law that will compel parents to see that their children attend the schools even during a short school year, and there is no well established plan to provide attendance officials to see that children do go to school. This is a serious lack in the school system of the State of Florida.

The great fact as we view it is that the prevention of dependency and crime in a state largely depends upon the force of its educational system. A short school year with inefficient teaching force meagrely paid, with a yet shorter year and yet less compensation for the schools for colored children, offers a premium upon dependency, waywardness, delinquency, and eventually crime. In an agricultural state like Florida the danger of injury to childhood by interference with schools, or excessive child labor, is

simple, but all the more because her problem is simple, Florida must protect her young children from overwork on farms and in canning factories, and must guard faithfully their educational interests.

### HIGHER EDUCATION

The four State institutions of higher education are steadily developing along the line of higher standards and more efficient work.

The State College for Women in particular is adapting itself to the larger needs of the young women of the State. It maintains a college department, a home economics department, county branches of economics, and a normal department. The home economics department under the direction of Miss A. E. Harris has made notable progress. The quality of her work may be inferred from the fact that she has been given a leave of absence of six months at the request of the Federal Government to work in 15 southern states along the line of food conservation and other war emergency work.

The State University has the following departments: a School of Letters, an Agricultural School, a Law School, a Medical School, a School of Engineering, and a Normal School.

The State Agricultural and Mechanical College for Negroes is a school for both sexes which has a college department and normal, vocational, and home economics departments. It is supported chiefly from the national treasury. In the year 1915-16 the state appropriation was \$9,000 and the federal appropriation \$25,000. We believe that the State should increase its appropriation in order to add to the efficiency of this school.

The Florida State College for the Deaf and the Blind at St. Augustine is organized strictly as an educational institution. It has a population of about 120 deaf pupils and 30 blind pupils. It maintains a staff of 17 instructors and seven other employees.

The school is developed along the lines of similar institutions in other states. Ultimately as the school increases in numbers the department for the blind should be separated from the department for the deaf, as the needs of these two classes of pupils are radically different.

Excellent new structures have been built for the housing and educational instruction of the children. Having prepared suitable

physical equipment for its educational work it now becomes necessary to proceed to make the best use of this equipment and to strive to develop the high standards of efficiency which prevail in some states, as Mississippi and Ohio.

Not all the blind and deaf children of the State are at this school, and there should be a special effort made to bring the children under instruction. The lamentable lack of a compulsory attendance law or other means of knowing the number of children not attending public school makes it necessary for the management here to institute some special form of inquiry to discover the neglected blind and deaf children of the State who need instruction and training.

As the State is giving special instruction to these children it may reasonably require a return of service from them that will be vocational and educational, and yet will not interfere with the pursuit of their regular studies, but it would seem that the domestic service at the school should not be put upon the shoulders of the pupils beyond a reasonable amount of vocational instruction. The funds of the school must be increased in order to provide more employes, and thus relieve the pupils from an excessive amount of domestic service which now interferes with this educational instruction and training.

#### CARE OF THE POOR

The law of Florida gives the county boards sole authority to relieve temporary distress and give aid to families in need. The practice seems to be to publish the names of beneficiaries of these county funds as part of the proceedings of board meetings, and that custom should be no longer observed. In no county, so far as our inquiry enabled us to go, is there any almshouse or any other place for the permanent care of aged, crippled, and infirm dependents. Constructive work for dependent families is done by private agencies in Jacksonville and a few of the larger cities. There are, however, private homes for dependent children, but there is no state care or supervision.

If the suggestion elsewhere made in this report of the introduction of a system of state hospitals were adopted, it would be possible to establish as an adjunct to these a corresponding system of homes for aged and infirm dependents who need nursing and permanent custodial care. These infirmaries should not provide





accommodations for the feeble-minded or the insane, who should be cared for in institutions expressly intended for them. The Red Cross through its local Chapters is undertaking to be responsible for the relief and aid of soldiers' families, making such provision in addition to the appropriations of the government as may be necessary to secure adequate care.

The county poor officials throughout the State should be urged to co-operate with the Red Cross Chapters, and to furnish them with all helpful information which they may have in their possession.

It is to be expected that the thoroughly organized and efficient work which is being undertaken by the Red Cross will result in the adoption of permanent plans and organizations which can be made available for the care of needy families after the war. Thus far no county, so far as we can learn, has established such public welfare agencies as are now found in the most progressive states. A competent social worker can do much to re-establish families that have become impoverished and discouraged, with the result of a great financial saving and at the same time a great improvement in the social conditions and the efficiency of such families.

## CONCLUSION

Viewing the social agencies and institutions of the State as a whole we feel that Florida has a splendid foundation laid upon which to build. We counsel the State to follow the example of the States of South Carolina, North Carolina, Virginia, and Tennessee by establishing an unpaid Advisory Board of Charities or of Public Welfare which should have a competent paid secretary. Let it be absolutely divorced from political control. Let it be its mission to study the social development of the United States and to assist the Governor, the Cabinet, and the State Legislature in perfecting a complete, consistent, and efficient system of institutions and agencies for the State of Florida. We see no reason why the State of Florida should not join the States of South Carolina, North Carolina, Virginia, and Tennessee as the leaders in the social development of the South.

HASTINGS H. HART

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