OUR CHILD LABOR PROBLEM

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Hazel Youngberg

Our child-labor problems

B.A.
1907

School of arts
and sciences
It is the purpose of this paper to investigate in a very modest way the status of Utah in regard to the child-labor question, and to ascertain what, if any, are Utah's peculiar temptations to the exploitation of children's labor. Special attention will be paid to conditions in Salt Lake City, since the writer was compelled by circumstances to limit personal investigation to that city.

It has been a universal experience that certain industries are particularly prone to attempt to gain profit from the labor of children. These are, in part, the textile industries and garment trades, mining, the cigar and the tobacco trades, paper industries, including the manufacture of paper boxes, bags, and so forth, the printing and binding trades, the artificial flower industry and its kindred industries, the candy trade, shoe manufacturing, glass factories. Recent investigations have revealed a most deplorable situation in the relation of these trades to child labor. The public is awake to the evil of the exploitation of child-labor in both New England and southern cotton mills, in the sweatshops of the large cities, in Pennsylvania coal mines, and so on through the list of industries.

The industries of Utah have the reputation of being practically free from the evil of the exploitation of child-labor. However true this may be, it is a fact that the chief industries are those that demand the strength and ability of the adult, and that the wages paid the laborer, however meagre and inadequate he may deem them, are sufficient to support his family without calling for
the financial aid of wife or children. The territorial industries are: the mining of gold, silver, copper, lead and coal; the smelting of ores; agriculture and horticulture; the beet-sugar industry; cattle and sheep raising; the manufacture of salt. Besides these industries are flour and grist mills, metal manufacture, canneries, breweries, creameries. While the Bureau of Statistics of the State of Utah for 1906 records thirteen woolen and knitting factories, and while the state produces a not inconsiderable amount of cotton batting and is fostering the silk industry, the textile industries of Utah are yet in their first infancy. The garment trades are not a factor in Utah's industrial problems. Hence we have not as yet an industrial system which produces the sweat shop drudge and the mill child-slave.

The relations of certain of the territorial industries to the exploitation of child-labor may be discussed and dismissed briefly. The process of mining gold, silver, lead and copper demands the labor of the adult. The child could not be used to any advantage. In the mining of coal and the smelting of ores, the child's labor could be used profitably did not a law, embodied in the compiled laws of 1898, forbid. This law, passed very probably to dispose of the problem of child-labor in the coal mines of Coalville, Scofield, Castle Gate, etc., reads as follows:

"Title 36. Section 1358. It shall be unlawful for any person, firm or corporation to employ any child under fourteen years of age, or any female, to work in any mine or smelter in the State of Utah. Any person, firm or corporation who shall violate any of the provisions of this section shall be deemed guilty of a misdemeanor."
In regard to sheep and cattle raising, it is evident that child-labor could not well be used. The use of children in the manufacture of salt and beet-sugar I have not investigated. Agriculture and horticulture utilize to advantage the labor of the child. Where the employment of a child in agriculture or garden work deprives him of his time and his right to attend school, it is to be deplored, and the condition remedied by process of law, if necessary. But the outdoor work is not in itself an evil; rather is the reverse true. Given proper educational advantages, the child is really benefited by his work on the farm. Senator Beveridge in his speech to the senate on the child-labor question said, concerning this phase of the subject:

"I do not for a moment pretend that working children on the farm is bad for them. I think it is the universal experience that where children are employed within their strength and in the open air there can be no better training. * * * * And I am in favor of and look forward to the time, when as a part of the educational system of the country, children will be taught to work. For, I repeat, there is no training like labor."

In the cities of Utah we find industries which by their nature can with great economic advantage to themselves exploit child-labor. Such are the mercantile industries, shoe manufacturing, printing and binding, bottling and brewing, knitting works, the paper trades, cigar and cigar box manufactures, pickle, candy, and macaroni factories, aerated water manufactures, fluff rug factories, laundries. These, also, newsboys, messenger boys, office boys, find a demand for their services. The following tables, from the Bureau of Statistics for 1906, show how great is the
The proportion of children in the mercantile institutions of Ogden and Salt Lake City compared with Weber County and Salt Lake County respectively. This however is only natural since these cities are the centers of trade in their counties.

### I. MERCANTILE INSTITUTIONS.

<table>
<thead>
<tr>
<th>Kinds of Business</th>
<th>Children employed under Sixteen.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Weber Co.</td>
</tr>
<tr>
<td>Confectionary, etc.</td>
<td>11</td>
</tr>
<tr>
<td>Clothing, furnishings, etc.</td>
<td>3</td>
</tr>
<tr>
<td>Drugs, medicines, etc.</td>
<td>1</td>
</tr>
<tr>
<td>Dry goods, notions, etc.</td>
<td>4</td>
</tr>
<tr>
<td>General Merchandise</td>
<td>2</td>
</tr>
<tr>
<td>Grain, hay, produce, etc.</td>
<td>1</td>
</tr>
<tr>
<td>Groceries</td>
<td>7</td>
</tr>
<tr>
<td>Lumber &amp; building material</td>
<td>2</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>31</strong></td>
</tr>
</tbody>
</table>

### II. MERCANTILE INSTITUTIONS.

<table>
<thead>
<tr>
<th>Kinds of Business</th>
<th>Children employed under Sixteen.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Salt Lake Co.</td>
</tr>
<tr>
<td>Books, Stationary, etc.</td>
<td>2</td>
</tr>
<tr>
<td>Boots, shoes, etc.</td>
<td>3</td>
</tr>
<tr>
<td>Clothing, furnishings, etc.</td>
<td>14</td>
</tr>
<tr>
<td>Drugs, medicines, etc.</td>
<td>4</td>
</tr>
<tr>
<td>Dry Goods, notions, etc.</td>
<td>16</td>
</tr>
<tr>
<td>Farm implements, vehicles, etc.</td>
<td>8</td>
</tr>
<tr>
<td>Furniture</td>
<td>6</td>
</tr>
<tr>
<td>General merchandise</td>
<td>47</td>
</tr>
<tr>
<td>Grain, hay, produce, etc.</td>
<td>14</td>
</tr>
<tr>
<td>Groceries</td>
<td>30</td>
</tr>
<tr>
<td>Groceries and meats</td>
<td>16</td>
</tr>
<tr>
<td>Hardware</td>
<td>8</td>
</tr>
<tr>
<td>Jewelry</td>
<td>1</td>
</tr>
<tr>
<td>Lumber &amp; building material.</td>
<td>6</td>
</tr>
<tr>
<td>Millinery, notions, etc.</td>
<td>13</td>
</tr>
<tr>
<td>Musical merchandise</td>
<td>4</td>
</tr>
<tr>
<td>Plumbing</td>
<td>2</td>
</tr>
<tr>
<td>Sporting Goods</td>
<td>2</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>4</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>200</strong></td>
</tr>
</tbody>
</table>
The following tables will show the general conditions throughout Utah of mercantile institutions regarding the employment of children under sixteen.

### III.

**Total Mercantile Institutions.**

Statement showing Number, Total Weekly Wages, Average Weekly Wages, of Employees, and Number of Hours per Day Employees are Required to Work, by Counties, 1905.

<table>
<thead>
<tr>
<th>COUNTIES</th>
<th>Number of Employees</th>
<th>Total Weekly Wages</th>
<th>Aver. Weekly Wages</th>
<th>Average Hours per Day</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Men</td>
<td>Women</td>
<td>Children under 16 Years</td>
<td>Men</td>
</tr>
<tr>
<td>Beaver</td>
<td>46</td>
<td>17</td>
<td>2</td>
<td>678</td>
</tr>
<tr>
<td>Box Elder</td>
<td>173</td>
<td>30</td>
<td>14</td>
<td>2,394</td>
</tr>
<tr>
<td>Cache</td>
<td>256</td>
<td>20</td>
<td>8</td>
<td>3,692</td>
</tr>
<tr>
<td>Carbon</td>
<td>121</td>
<td>34</td>
<td>0</td>
<td>2,331</td>
</tr>
<tr>
<td>Davis</td>
<td>62</td>
<td>11</td>
<td>1</td>
<td>845</td>
</tr>
<tr>
<td>Emery</td>
<td>39</td>
<td>30</td>
<td>1</td>
<td>408</td>
</tr>
<tr>
<td>Garfield</td>
<td>13</td>
<td>7</td>
<td>0</td>
<td>136</td>
</tr>
<tr>
<td>Grand</td>
<td>56</td>
<td>2</td>
<td>0</td>
<td>654</td>
</tr>
<tr>
<td>Juab</td>
<td>139</td>
<td>19</td>
<td>8</td>
<td>2,325</td>
</tr>
<tr>
<td>Kane</td>
<td>19</td>
<td>4</td>
<td>0</td>
<td>138</td>
</tr>
<tr>
<td>Millard</td>
<td>25</td>
<td>19</td>
<td>0</td>
<td>307</td>
</tr>
<tr>
<td>Morgan</td>
<td>35</td>
<td>1</td>
<td>0</td>
<td>348</td>
</tr>
<tr>
<td>Pioche</td>
<td>21</td>
<td>8</td>
<td>0</td>
<td>336</td>
</tr>
<tr>
<td>Rich</td>
<td>12</td>
<td>2</td>
<td>0</td>
<td>169</td>
</tr>
<tr>
<td>Salt Lake</td>
<td>4,241</td>
<td>1,032</td>
<td>220</td>
<td>76,933</td>
</tr>
<tr>
<td>San Juan</td>
<td>6</td>
<td>1</td>
<td>0</td>
<td>77</td>
</tr>
<tr>
<td>Sampete</td>
<td>133</td>
<td>53</td>
<td>0</td>
<td>1,549</td>
</tr>
<tr>
<td>Sevier</td>
<td>60</td>
<td>27</td>
<td>0</td>
<td>612</td>
</tr>
<tr>
<td>Summit</td>
<td>210</td>
<td>16</td>
<td>0</td>
<td>5,542</td>
</tr>
<tr>
<td>Tooele</td>
<td>62</td>
<td>21</td>
<td>0</td>
<td>1,177</td>
</tr>
<tr>
<td>Uintah</td>
<td>61</td>
<td>8</td>
<td>0</td>
<td>927</td>
</tr>
<tr>
<td>Utah</td>
<td>477</td>
<td>146</td>
<td>46</td>
<td>6,598</td>
</tr>
<tr>
<td>Wasatch</td>
<td>56</td>
<td>35</td>
<td>0</td>
<td>692</td>
</tr>
<tr>
<td>Washington</td>
<td>11</td>
<td>0</td>
<td>0</td>
<td>154</td>
</tr>
<tr>
<td>Wayne</td>
<td>9</td>
<td>6</td>
<td>0</td>
<td>112</td>
</tr>
<tr>
<td>Weber</td>
<td>1,267</td>
<td>305</td>
<td>31</td>
<td>22,785</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>7,697</td>
<td>1,988</td>
<td>327</td>
<td>130,634</td>
</tr>
</tbody>
</table>

**Comparative Statement of Mercantile Institutions—1902-3-4-5.**

**EMPLOYEES.**

<table>
<thead>
<tr>
<th></th>
<th>1902</th>
<th>1903</th>
<th>1904</th>
<th>1905</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of Employees</td>
<td>5,633</td>
<td>5,692</td>
<td>7,389</td>
<td>7,707</td>
</tr>
<tr>
<td>Women</td>
<td>1,429</td>
<td>1,438</td>
<td>1,916</td>
<td>1,908</td>
</tr>
<tr>
<td>Children under 16 years</td>
<td>362</td>
<td>360</td>
<td>317</td>
<td>297</td>
</tr>
<tr>
<td>Total Weekly Wages</td>
<td>$97,617</td>
<td>$98,314</td>
<td>$129,386</td>
<td>$145,214</td>
</tr>
<tr>
<td>Men</td>
<td>86,112</td>
<td>86,352</td>
<td>122,097</td>
<td>141,611</td>
</tr>
<tr>
<td>Women</td>
<td>10,505</td>
<td>10,460</td>
<td>10,389</td>
<td>13,603</td>
</tr>
<tr>
<td>Children under 16 years</td>
<td>1,539</td>
<td>1,539</td>
<td>1,539</td>
<td>1,539</td>
</tr>
<tr>
<td>Average Weekly Wages</td>
<td>16.38</td>
<td>16.38</td>
<td>16.38</td>
<td>16.38</td>
</tr>
<tr>
<td>Men</td>
<td>15.57</td>
<td>15.57</td>
<td>15.57</td>
<td>15.57</td>
</tr>
<tr>
<td>Women</td>
<td>16.10</td>
<td>16.10</td>
<td>16.10</td>
<td>16.10</td>
</tr>
<tr>
<td>Children under 16 years</td>
<td>8.05</td>
<td>8.05</td>
<td>8.05</td>
<td>8.05</td>
</tr>
<tr>
<td>Average hours per day employees were required to work</td>
<td>8.8</td>
<td>9.8</td>
<td>9.8</td>
<td>9.8</td>
</tr>
</tbody>
</table>
Six aerated water manufacturing establishments report the employment of five children under sixteen at an average wage of fifty cents a day for an average of nine hours work.

Miscellaneous manufactures have in this report twenty-nine establishments reporting. These employ seventeen children under sixteen at a daily wage of seventy-eight cents. The report does not record which of the following establishments employ the children, but a number of them are of such nature that it is evident they find child-labor particularly valuable and economical: one bedding; one biscuit factory; two broom factories; five candy manufacturers; one carriage works; one clothing factory; one glove and tannery; two ice manufacturing; one macaroni; one salt; two shoe factories; two sugar manufactures; two tents; six trunk factories; one whip factory.

One thing may reasonably be asserted of the report, and this is, that, judging by the child-labor statistics of other states in comparison with the number of children found by factory inspectors to be at work it gives a smaller number of children in employment than is really the case.

The printing trade secures a rather superior set of young boys. In one shop where conditions were inquired into, it was found that while several boys were under fifteen they had finished the work of the eighth grade of school and were now busy learning a trade. One or two had permits from the Board of Education. The policy of the fair printing shops is to make no promises that cannot be kept, and while boys are used for errands and minor duties where adults can not be profitably employed, it is not the intent of the men who control their labor that the boys should be kept in ignorance of the fact that they are
but temporarily employed and are not in a way to learn the
trade. Two other policies, claims the Printers' Union,
distinguish the "fair" shops from the "unfair" ones,
namely, the reduction to the lowest possible minimum of
the number of boys who are not apprenticed, and the advance-
ment of the apprentice as he shows capability, from one
grade of work to the next higher, in conformity with the
belief that piece work takes advantage of ignorance and
keeps the worker in a status. It is thus seen that the
labor union, universally against child-labor, looks to
the welfare of its child-apprentices as far and as success-
fully as conditions allow. In the paper trade, at work
under McMillen, is a boy of thirteen, a ward of the court.

It may not be out of place here to remark that
certain of the paper trades have all the making of sweat-
shops in them. A certain paper box company in Salt Lake
City, during its run of extra Christmas work, encourages
the making of boxes at the homes of its employes. There
is, of course, no time limit, and I know of one family
that drafted a baby of four into service during the even-
ings immediately before the holidays. In that particular
instance there seemed no harm done, but the danger of the
situation lies in its possibilities.

In the Salt Lake Umbrella Works are girls under
age, but with permits. I was unable to discover the number
of girls here.

A fluff rug factory some time ago engaged a boy
often at two and a half dollars a week upon his unsupport-
ed and false statement that he had a permit. The employer
in this case was at fault in that he engaged the boy with-
out demanding to see his permit. The boy's work was ripp-
ing up the very dirty and dusty carpets that came into the
factory to be made into rugs,—a most unsanitary work. A probation officer sent the boy back to school, and the factory people, now wiser, secured in his place a boy of sixteen.

Until the advent of the Juvenile Court two of the richest and biggest candy factories in Salt Lake regularly exploited the cheapest labor to be found in the labor market of the town,—the children. Young girls were engaged at a very small wage, and when old enough and skilful enough to demand more than the pittance they received for their long hours of work, were discharged to make room for younger children, who were exploited in their turn.

The Juvenile Court, making effective for the first time the compulsory education law for children under sixteen, greatly interfered with the selfish course of the candy manufacturers.

Not only is that situation serious where a great many children suffer, but also the one where a few children, or even one child, labor under injurious conditions. The character of the work should be considered as well as the magnitude of the child-army enrolled. Yet it takes an evil rather wide-spread to meet the censure of the public.

This is true in our own community. For instance, in a certain overall factory in Salt Lake City, in which conditions of work are as carefully regulated as perhaps anywhere, there is a case of a child employed in work most seriously detrimental to her. I did not myself investigate this case, but it is vouched for by a very well known citizen. The little girl was seated on a pile of overalls, in a dark, narrow passage way, and was bent over at her work of snipping the end threads from the overalls. Her skill and speed in handling the scissors proved she had
been at her work a long time. Those visitors who
brushed past her in the passageway thought nothing of one
little girl so employed, but had she been one of a hundred
workers the public would have been aroused to decry in
indignation an intolerable condition. But alone, or with
nine-and-ninety comrades in misery, her injury is the same.

The greatest demand for child-labor in Salt Lake
City comes, for girls, from the laundries, box factories,
overall factories, candy factories, and binderies; for
boys, from the messenger service, mercantile institutions
which need cash, errand and delivery boys, from offices,
and skating rinks.

In nearly all cases of child-labor in Salt Lake
City, some especially unfortunate and unhappy home condi-
tion has brought about its apparent necessity. In some
cases, where the mother is a widow, or the father an invalid
the child's services are called upon. In a greater number
of cases there is a worthless stepmother or stepfather,
who is the cause. This is to say, that while child-labor
is developing, unless checked, into a significant economic
evil, it is not general economic adversity that calls for
the aid of children's work in support of the family, but
rather peculiar home conditions. A half dozen instances
may illustrate what I mean.

1. Edward H., thirteen years old, and in the second
grade. He had been four months in a printing office, and
was found in a bad condition and taken care of by a truant
officer. He had a worthless stepfather who furnished only
flour in support of his family. The boy earned four dollars
a week and the two grown people and three children were
living on that money. The mother claimed that utter desti-
tution would result for the family if the boy was not
allowed to work.
2. A ten year old newsboy with a worthless and drunken father. The boy stole bottles and junk, and his parents, knowing of his thefts, accepted and lived on the money from the sale of stolen articles.

3. A boy of thirteen with a worthless father. The family was evicted from the house they were living in. The boy makes three dollars a week at a barn. He has long as well as short days of work. The associations of his work are not for his improvement.

4. A fourteen year old boy earns four dollars a week as errand boy in a book store. His father is well able to send him to school and his permit to work was obtained through illegal means or falsehood. The family took his four dollars a week, and, deprived of his earnings, the boy took to stealing.

5. In this case a stepfather refused to support the twelve year old boy, who was granted a permit to work, as it seemed a permit would serve the best interests of the boy. He is willing to go to school, if his stepfather would support him. He works at theatres selling fruit, candy, etc.

6. A thirteen year old boy who works in a drug store. His pay was increased through the influence of the Juvenile Court. His father is in Idaho and during the past year sent only ten dollars in support of his family.

There are about fifty messenger boys in Salt Lake City. About twenty-five of them are under sixteen. According to a man who has been in the A.D.T. office for five years, although not connected with the service, only one boy in that time ever entered the office with an eighth grade education. The boys work on a percentage basis, and soon after their entrance into the service they
become almost to a boy adepts at grafting and lying. The service is a school in petty thievery, obscenity, and general moral degradation. A boy goes the "pace" down hill, very rapidly after entering the service. Here it is not at all the severity of labor the young boy undertakes, but the bad associations for him, that make the messenger boy a most serious problem. Of this problem, Jacob Riis says:

"There is still another kind of employment that absorbs many of the boys and ought to be prohibited with the utmost rigor of the law. I refer to the messenger service of the District Telegraph Companies especially. Anyone can see for himself how old some of these boys are who carry messages about the streets every day; but everybody cannot see the kind of houses they have to go to, the kind of people they meet, or the sort of influences that beset them hourly at an age when they are most easily impressed for good or bad. If that were possible, the line would be drawn against their employment rather at eighteen than at sixteen or fourteen. At present there is none but the fanciful line drawn against truancy, which to a boy who has learned the tricks of the telegraph messenger, is very elastic indeed.

"To send the boys to school and see that they stay there until they have learned enough to at least vote intelligently when they grow up, is the bounden duty of the state - celebrated in theory but neglected in practice. If it did its duty much would have been gained, but even then the real kernel of this question of child-labor would remain untouched. The trouble is not so much that children have to work early as with the sort of work they have to do.

It is, all of it, a kind that leaves them, grown to manhood and womanhood, just where it found them, knowing no
more and therefore less, than they they began, and with
the years that should have prepared them for life's work
gone in hopeless and profitless drudgery". (In "The Children
of the Poor".)

The Board of Education of Salt Lake City, through
its officers, has issued during the present school year
five hundred and ninety-five permits. Very few of these
have been for the year, nearly all being temporary, for
periods averaging from four to six weeks. At the time of
this writing there are about four hundred permits in use.

Three laws indicate the status of Utah on the child-
labor question. The first forbidding the labor of children
under fourteen in mines and smelters has already been
mentioned. The others are the compulsory education law
of 1905, and the Juvenile Court Law. The former reads as
follows:

Every parent, guardian, or other person having control of
any child between eight and sixteen years of age, shall be
required to send such child to a public, district, or
private school in the district in which he resides, at
least twenty weeks in each school year, ten weeks of which
shall be consecutive; provided, that in cities of the first
and second class such children shall be required to attend
school at least thirty weeks in each school year, ten of
which shall be consecutive; provided, that in each year
such parent, guardian, or other person having control of
any child shall be excused from such duty by the school
board of the district or the board of education of the city,
as the case may be, whenever it be shown to their satis-
faction that one of the following reasons exists:

1. That such child is taught at home in the branches
prescribed by law for the same length of time as children are required by law to be taught in the district school.

2. That such child has already acquired the branches of learning taught in the district schools.

3. That such child is in such physical or mental condition (which may be certified by a competent physician if required by the board) as to render such attendance inexpedient or impracticable. If no such school is taught the requisite length of time within two and one-half miles of the residence of the child by the nearest road, such attendance shall not be enforced.

4. That such child is attending some public, district or private school.

5. That the services of such child are necessary to the support of a mother or an invalid father.

The evidence of the existence of any of these reasons for non-attendance must be in each case sufficient to satisfy the superintendent, of the county or city in which the child resides; and the superintendent, upon the presentation of such evidence, shall issue a certificate stating that the holder is exempted from attendance during the time therein specified.

1963. PENALTY. Any such parent, guardian, or other person having control of any child between eight and sixteen years of age who wilfully fails to comply with the requirements of the last preceding section shall be guilty of a misdemeanor.

Approved this 9th day of March, 1905.

According to the District Attorney, the prosecution, under the present compulsory school law, could with difficulty convict offenders of violating its provisions, as it offers several avenues of escape. Utah needs decisive child-labor legislation in connection with its compulsory
education law. Better even than state legislation would be uniform national legislation in regard both to child labor and compulsory education. But this learned jurists declare to be unconstitutional. As Utah develops industrially the need of other legislation in behalf of the child will become imperative. It would be better, in the opinion of the district attorney, to pass laws in season that will prevent the possibility of exploiting child-labor than to attempt to cure the evil after it has taken root in the industrial situation.

The inadequacy of a compulsory education law in preventing the labor of children is proved by the experience of Illinois. Florence Kelley, state inspector of workshops and factories for Illinois, writes:

"Before the law of 1893 took effect, children seeking work in Chicago secured from the city Board of Education permits, the purport of which was that, for reasons deemed sufficient, the child was granted permission to work under fourteen years of age. As these permits were secured on the mere statements of child or parent, false statements were common; and we therefore found hundreds of children in factories who ought to have been in school."

It is significant that as the situation is at present in Salt Lake, merchants and other employers do not seek to evade the compulsory education law, although this was the case last year. It is the parents and the children themselves who attempt to get permits illegally. The employer, who cannot be prosecuted in any case, reaps the benefit of the perjury. This is illustrated by case 4, cited above. Another instance is that of C. C., about fourteen years, errand boy at a dry goods store. His permit was secured on his own statement merely, that his work was
necessary to the support of his family. His father, a
dissipated man, is able to earn four and a half dollars a
day. How more effective would be the legal machinery that
compelled the father, under penalty, to support his family
and send the boy to school.

The situation was remedied in Illinois by the factory
and workshop law of 1893, which provides for an inspector,
assistant and deputy inspectors, of whom five are to be
women. The provisions of the law have the purpose of
regulating manufacture in the sweat shops, establishing
eight hours as the legal work day for all females, and
regulating and limiting the employment of children. The
inadequacy of the law is that it does not extend to mer­
cantile institutions.

The following is the section relating to children:

§4 No child under fourteen years of age shall be em­
ployed in any manufacturing establishment, factory or work­
shop within the state. It shall be the duty of every per­
son, firm, corporation, agent or manager of any corporation
employing children, to keep a register in which shall be
recorded the name, birthplace, age and place of residence
of every person employed by him, them, or it, under the
age of sixteen years; and it shall be unlawful for any
person, firm, or corporation, or any agent or manager of
any corporation to hire or employ in any manufacturing
establishment, factory or workshop, any child over the age
of fourteen and under the age of sixteen years, unless
there is first provided and placed on file an affidavit
made by the parent or guardian, stating the age, date and
place of birth of said child; if said child have no parent
or guardian then such affidavit shall be made by the child,
which affidavit shall be kept on file by the employer, and
which said register and affidavit shall be produced for inspection on demand of the inspector, assistant inspector or any of the deputies appointed under this act. The factory inspector, assistant inspector, and deputy inspectors shall have power to demand a certificate of physical fitness from some regular physician of good standing in case of children who may appear to him or her physically unfit to perform the labor at which they may be engaged, and shall have power to prohibit the employment of any minor that cannot obtain such certificate."

The efficiency of this law was felt at once. Mrs. Kelley says of it:

"An immediate good result from the enforcement of §4 of our law was that several hundreds of children under fourteen years were taken from the factories. In Chicago a daily report of these children, giving their names, ages and places of residence, was forwarded to the compulsory department of the Board of Education, that truant officers might see the children did not go from the factory to the street but to school. In 'hardship' cases, where there was extreme poverty in the child's family, appeal was made for the child by the chief inspector to the School Children's Aid Society, or some kindred organization. Today no employer in workshop or factory in Chicago thinks of putting a child under fourteen at work, and many of them are refusing to employ any boy or girl who has not passed the age of sixteen years. They will not be bothered, they say, with employees who come under §4 and 6 of our law."

That such measures may be needed in Salt Lake City in the future to aid the Board of Education and the Juvenile Court is not impossible.

One important point needs to be touched upon, and that is the relation of the state to the child who has completed the work of the public schools and entered the
industrial world. Many eighth grade graduates are under sixteen. The employer profits by the labor of children educated by the state, but according to the present status of Utah, neither state nor employer is responsible for the welfare of the child once it has left the schoolroom. Considering the previous care of the child, by the state, the elaborate process through which he is put in the interest of good and useful citizenship, one would expect the state to extend its responsibility for the child under sixteen after he had completed the work of the school. As it is, he is exposed to exploitation from every quarter where advantage can be taken of his ignorance and unskilled labor, and the effort of the state towards good citizenship is neutralized by daily drudgery which calls for no growing skill and no mental development.