C. H. 38.

SOCIAL PROBLEMS OF ALABAMA

A STUDY

OF THE

SOCIAL INSTITUTIONS AND AGENCIES OF THE STATE OF ALABAMA AS RELATED TO ITS WAR ACTIVITIES

MADE AT THE REQUEST OF
GOVERNOR CHARLES HENDERSON

By
HASTINGS H. HART, LL.D.
RUSSELL SAGE FOUNDATION
NEW YORK CITY

MONTGOMERY, ALABAMA

DECEMBER, 1918

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SOCIAL PROBLEMS OF ALABAMA

FOREWORD

Hon. Charles Henderson,
Governor of Alabama.

DEAR SIR:—In accordance with your invitation of June 21, 1918, I have made as careful and thorough a study as the limited time at my disposal would permit of the social agencies and institutions of the State of Alabama, with special reference to the increase of the efficiency of the State in meeting the problems of the future, especially those which have been created by the European war.

This report brings to view the following points:

1. The war work of the State is closely and necessarily involved with its social work. We must improve public health to furnish healthy soldiers and sailors; improve educational methods to furnish intelligent soldiers and capable workers; adequate insane asylums, tuberculosis sanitariums and hospitals to care for infirm soldiers; well organized orphan asylums, child welfare societies and juvenile courts to care for the children of soldiers; reformatory prison methods to increase the supply of efficient workers which has been diminished by the war; general improvement of social work and social institutions to meet the new social conditions, moral, educational, industrial and political, which are being created by the war.

2. Most of the social agencies maintained or promoted by the State are rightly organized and doing good work. Some essential agencies are lacking, e. g., provision for feeble-minded children, epileptics, and delinquent negro girls.

3. All of the State social agencies except the State Board of Inspectors of Convicts are hampered and restricted by lack of sufficient appropriations and delay in payment, so that their efficiency is impaired and their development is impeded, and in some cases faithful servants of the State as well as its unfortunate wards suffer serious hardship.

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THE STATE DEBT

4. These financial lacks are ascribed to the State bonded debt, as refunded in 1880, of $9,057,000
The constitutional temporary loan 300,000
Outstanding warrants 1,589,000

Total $10,946,000

and the limitation of State ad valorem taxes to 6½ mills, under which they produce only about $4,000,000 per year.

5. With our experience in the European war has come a new social vision, and the people think in hundreds of thousands, where they used to think in tens of thousands; therefore now is the time to remedy these unfortunate conditions.

6. The State debt is not a serious load upon the resources of Alabama.

(a) In 1880 the true value of the taxable property of the State, as estimated by the United States Bureau of the Census was $428,000,000 or $339 per capita. In 1918 it is doubtless $3,000,000,000 or $1,250 per capita.

(b) In 1880 the State debt amounted to $7.37 per capita, which was 2.2 per cent of the value of all taxable property; in 1918 it is $4.56 per capita, which is only four-tenths of one per cent, or one-fifth as much in proportion to the State's wealth as the debt of 1880.

(c) The national debt is now approximately sixteen billions, or $160 per inhabitant (12 per cent of the estimated wealth of the Nation); so that each inhabitant of Alabama owes 30 times as much on account of the National Government as he owes on account of Alabama.

(d) Nine states have a larger state debt per capita than Alabama, ranging from $6.60 per inhabitant in Tennessee to $23.50 in Massachusetts. The combined State, county, city and school bonded indebtedness of Alabama is much below that of other progressive states. The average for the United States in 1913 was $39.38 per inhabitant, while for Alabama it was $19.32.

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ALABAMA'S ABILITY

7. Alabama is abundantly able to pay her way.

(a) Taxation in the State is not excessive. The U. S. Census Bureau, in 1915, reported the "governmental costs" of the states as averaging $5.03 per capita, ranging from $12.17 in California to $1.87 in South Carolina. Alabama stood thirty-seventh at $3.29.

(b) The assessed valuation is much below the limit provided by law. The Revenue Code, Section 9, provides that property shall be assessed at "60 per cent of its fair and reasonable cash value;" but it will be seen from the following statement that this provision has been generally ignored.

TRUE AND ASSESSED VALUATION

	Estimated True Value of all Taxable Property By U. S. Census Bureau	Same per Inhabitant	Assessed Value of All Taxable Property	Assessed Valuat'n Whatper Cent of True Value
1880	$ 428,000,000	$ 339	$122,867,000	28%
1890	622,800,000	411	258,980,000	42
1900	774,700,000	424	420,000,000	54
1910	1,825,000,000	854	420,000,000	23
1912	2,127,000,000	912	656,807,000	31
1918	*3,000,000,000	1,250	670,178,000	22

*My estimate, based on the increase from 1900 to 1912.

It will be seen that the present assessed valuation is only 22 per cent, instead of 60 per cent of the true valuation.

(c) The ability of Alabama has been demonstrated by its payment of United States taxes as follows:

1914	$ 463,000
1916	608,000
1917	1,304,000
1918	19,132,000
1919 (estimated)	30,000,000

The total internal revenue taxes in the United States during the past year amounted to $3,694,000,000, of which Alabama paid one-half of one per cent. The government

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will collect probably $6,000,000,000 during the coming year and, if Alabama pays at the same rate as last year, her share will be about $30,000,000, which will be nearly eight times as much as the present State tax. If Alabama could cheerfully meet the increase of taxes for Uncle Sam sixty fold, in four years, she can certainly make some increase for her own people now that the national taxes are to be reduced.

The ability of the State is indicated also by the subscription of more than $30,000,000 as Alabama's share of the Fourth Liberty Loan, enough to pay the State debt three times over.

An Unequal Burden

8. The financial difficulties of the State are being met, not by distributing the burden equitably, but by throwing it upon a small number of people, including those least able to bear it. Lack of revenue has forbidden the increase of salaries of State officers and employees, who have been compelled to meet the high cost of living without the increased pay which is enjoyed by their neighbors. Most of the employees of the State are today working for less pay than they could secure from outside employers. The employees and the inmates of the State institutions—old soldiers, insane patients, and children in State institutions are living in old, worn-out and insanitary buildings, which ought to be repaired or replaced, but it can not be done, for lack of money. Students in the State institutions are suffering for lack of proper recitation rooms, school apparatus and libraries, and competent teachers are either accepting appointments elsewhere, or are staying at a sacrifice.

If her most worthless and hopeless citizens could do that much for the State, what might her law-abiding and industrious people do? The report will show that about 3,000 State convicts contributed during the past year no less than $775,000 toward the expenses of the State over and above the cost of maintaining the prison system, and that the convicts have responded patriotically to the appeal of the Government for increased production.

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9. It will appear also that the plan which you have adopted of granting short paroles to allow well behaved prisoners to visit sick relatives, attend funerals, or assist in harvesting crops, has met with surprising success. Out of 587 prisoners thus temporarily released all but three returned to prison according to the conditions of the parole.

The report will show that the State has failed to provide the reformatory agencies and methods which now prevail in many of the states of the Union. The patriotic disposition of the prisoners, their response to the parole system, and their magnificent contributions to the finances of the State would seem to give them just title to the best effort of the State for their rehabilitation. Every prisoner genuinely reformed becomes a valuable addition to the industrial forces of the State.

10. The report brings out a marked improvement in the public school system of the State, together with the indispensable need of further improvement—especially in the matters of compulsory school education and improvement of the negro schools.

11. The report will show an encouraging development of juvenile courts, juvenile reformatories, and orphanages, but will indicate the necessity for the expansion of the juvenile court, the probation system, and the parole system. It will indicate also the urgent need for development of the Alabama Children's Aid Society, which is as yet far behind similar societies of other Southern States, like Kentucky, Florida, and Mississippi.

12. The report displays the extraordinary development by the Tennessee Coal and Iron Company of social work—housing, health work and sanitation—for their employees, and the undertaking of similar work on a smaller scale by other industrial corporations. This work is especially notable for the efforts which are being made to maintain a democratic spirit.

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I desire to say through you, as Governor,

TO THE PEOPLE OF ALABAMA

There is need of the same kind of devotion and self-sacrifice which you have been putting into the European war.

You have bought fifty millions of Liberty Bonds and War Savings Stamps and have paid twenty-five millions in taxes to train, clothe, arm, feed and pay our soldiers and to carry them to France. What will you do to train and feed and pay the doctors, nurses, teachers and caretakers who are fighting here in Alabama, in your institutions and public schools, to protect you from the evils of vice, crime, disease and pauperism?

You have gone without wheat bread, sugar and butter to feed our Allies in Europe and you have freely given your money by the hundreds of thousands, in one drive after another, to the Red Cross for the hungry people of Belgium, Serbia and Armenia and for our sick and wounded soldiers. You have sent Y. M. C. A. secretaries and other workers by the thousand, to provide good influences and recreation for our soldiers here and in Europe. That is splendid! Now will you make a drive to raise $25,000 a year for the Alabama Children's Aid Society so that it may care for 1,000 neglected children? Will you find a way to put into the State treasury the money to buy material so that the boys at the State Industrial School may build the new cottages which are imperatively needed there and may repair the dangerous buildings in which they now live? Will you find the means to fit up the new cottages at the Girls' Training School and to repair the insanitary buildings and stop the terrible fire risk at the State Hospital for the Insane; and to provide separate wards for the cases of tuberculosis and pellagra at the State Hospitals?

Will you give the faithful and underpaid workers in those institutions such help that they need not to send away suffering and needy patients, who ought to stay, because they have not the money to feed and clothe them? There are at least 3,000 feeble-minded and 1,000 epileptics in the State who are uncared for and are in urgent need of care. They suffer sadly; many become paupers or criminals; many

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die before their time for want of care; many, because of neglect, become parents of children afflicted like themselves. These wretched, unhappy people can be made happy and useful in such institutions as exist in most of the states; for example, Virginia and North Carolina.

In other words, will you do for your own people, in Alabama what you have done so freely and cheerfully for those in foreign countries?

But, more than that! Will you give to Alabama the place that belongs to her in the forefront of the American nation? When the roll is called in either house of the National Congress or in any great national convention, the first name is "The Senator" or "The Gentleman," or "The Delegate from Alabama." And you have sent to those great bodies some members who were worthy to head any national roll. When you open any page of a volume of national statistics, the first name you see is ALABAMA; and you find her third in the production of iron and ore; fourth, in the production of pig iron; sixth, in the production of coal, and ninth, in the production of cotton.

But when you come to the record of her social development, you find Alabama second or third in the profit derived from the labor of her convicts, but far down the list in her efforts for their reformation; high in illiteracy, but low in public school education; high in the quality of care for the insane, but absolutely without care for the feeble-minded who are even more in need of it; high in her receipts of donations from northern states for the support of educational institutions for the negroes, but low in appropriations for the State University; high in protection of the health of hogs and cattle, but low in protection of the health of the people.

Will you therefore now provide the means to establish a State board of public welfare, chosen from your foremost and wisest citizens to devise an adequate State program of social welfare; and will you then provide the means to execute that program, at whatever sacrifice may be necessary in order that Alabama may occupy the same pre-eminence in social progress which she has already attained in her material development?

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Remedies For the Present Situation

I have already indicated that the present humiliating and mortifying situation is unnecessary. I shall endeavor to suggest a practical and efficient remedy.

The most direct and easy method of immediate relief and the one which would be adopted by any solvent corporation or business man who got into similar difficulties is that which you yourself suggested in your inaugural message, in 1915; namely, the issue of bonds sufficient to clear up the floating debt and to enable the State to adopt the pay-as-you-go principle. This plan, however, was rejected by the people at the polls and I suppose that it might be rejected again. I venture, however, to hazard the prediction that, within ten years the people of Alabama will vote, not three millions, but at least twenty-five millions of bonds, for good roads and other public improvements and will count it a wise investment.

The bonding plan having been rejected by the people and no other means of relief being in sight, you were constrained to adopt the heroic method of cutting all expenditures to the lowest possible figure and seeking to extinguish the floating debt by rigid and even painful economies. In this way you reduced the indebtedness of the State during the fiscal year ending September 30, 1917, by the amount of $141,000 and, in the year ending September 30, 1918, by the sum of $647,-563; so that it now stands at $10,946,137.

This is a gratifying result and it shows what can be accomplished by rigid and resolute economy; but it has been possible to accomplish it, as we have seen, only by inflicting hardship and even injustice upon a small number of citizens, for the benefit of the whole.

The Present System Can Not Endure

The same method can not be pursued for the next four years without even more serious detriment to the social interests of the State, because it will inevitably impair the quality and lower the standards of the work of the best State institutions, undoing what has been accomplished by many years of hard work.

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A Practical Remedy

There is another and better remedy for the present situation which can be applied by the joint action of the governor and the legislature, and which will speedily pay off the floating debt of the State and will afford means for the relief of the State employees and the State institutions. This method does not require an amendment to the Constitution and it is in strict accord both with the letter and the spirit of the present law.

The Revenue Code of Alabama, Section 9, provides that "All taxable property within this State shall be assessed for the purpose of taxation at 60 per cent of its fair and reasonable cash value." It is a notorious fact, undisputed, so far as I can learn, that the assessments, as they now stand, are far below 60 per cent of the "fair and reasonable cash value." This is confirmed by the estimates of the United States Census Bureau, which as I have stated, indicate that the present assessments are less than 25 per cent of the true value of taxable property instead of 60 per cent.

My suggestion is that the legislature shall pass such laws and establish such additional agencies and regulations as may be necessary to give effect to the legislation already existing, providing suitable penalties for assessors who shall fail to comply with the law and strengthening the hands of the State and county boards of equalization so as to insure legal and equitable assessment throughout the State, and authorizing the governor and the courts to intervene if necessary.

The assessed valuation of taxable property is $670,178,000; the true value was estimated by the U. S. Census Commissioner in 1900 at $774,700,000 and in 1912 at $2,127,000,000. If the same rate of increase has continued the present true value must be in excess of $3,000,000,000; but if we discount the amount to $2,500,000,000, 60 per cent of that amount would be $1,500,000,000 which would be more than double the present assessment.

The Census Bureau estimated the true value of all taxable property in the State in 1912 at $2,127,000,000. If we were to accept that figure and assume that there has been

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no increase in the past six years we should still have a 60 per cent valuation of $1,276,000,000 instead of $670,000,000.

If my suggestion should be adopted it would increase the revenues of the State at least $2,000,000 per year. It would make it possible to pay off the floating indebtedness within the next four years; to make a just increase in the compensation of State officers and employees, so as to meet the increased cost of living; to provide the increased facilities which have become indispensable in the educational and philanthropic institutions of the State; to give the State board of health a revenue comparable with that of other progressive states and to establish adequate institutions for the feeble-minded, a reformatory for negro girls and a sanitarium for tuberculous patients of like quality and efficiency with the sanitarium for State convicts at Wetumpka.

Willingness of the People

This suggestion will be met by the statement that the citizens of Alabama are firmly opposed to any increase of taxation and that to vote for such legislation would be political suicide to members of the Legislature. I challenge this statement. The people of three-fourths of the counties of the State have cheerfully voted a three mill tax for improving the public schools, and the people of the State, rich and poor, have poured out gifts of millions of dollars in the past two years to do for the soldiers and their families things similar to those which are proposed for the people of the State at large, and as we have seen, the people of Alabama are cheerfully paying taxes to the national government amounting to about seven times what they are paying for their own benefit.

Every citizen, rich or poor, white or black, is vitally concerned with provision for the insane, the feeble-minded, the tuberculous, dependent and neglected children and public education, and they will meet the necessary increase in the cost of caring for these unfortunate people just as they are meeting the increased cost of living in their own families.

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The corporation which is the largest tax payer in the State and which is expending hundreds of thousands of dollars to promote the health, the education and the social betterment of its own employees regards such expenditures as "good business" and I have good reason to believe that it stands ready to bear its share of this increased taxation in common with the other tax payers of the State.

Surely the people of the splendid State of Alabama intend that their social progress in education, philanthropy and public education shall keep pace with their progress in wealth, industry, agriculture, commerce and home-building, and shall not be inferior to those of sister states. Surely they are unwilling that the municipal institutions, the schools and philanthropic agencies maintained by private organizations and corporations should be superior to those which are maintained by the State.

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ALABAMA'S WAR WORK

Alabama has met the demands of the great war with one hundred per cent efficiency. She has furnished men, white and black, to her full quota. She has gone over the top in every drive for the sale of Liberty Bonds and for the Red Cross, the Y. M. C. A., the Knights of Columbus and the other national agencies. Her churches and her women have responded to every call for assistance in measures of the care and protection of the soldiers, by training camp activities, hostess houses, club houses, soldiers and officers and by extending to them the hospitality of their homes. They have promptly met the requests of the Government for food conservation, meatless and wheatless days and gasless Sundays.

THE ALABAMA STATE COUNCIL OF DEFENSE

The State Council of Defense, although it has had no State appropriation because the Legislature did not meet, has secured funds from private sources and has co-operated fully with the National Council of Defense in the organization of the State, in educational propaganda and in the active promotion of the various drives and other movements for the winning of the war.

Within a month after the United States entered the European war, Governor Henderson, by executive proclamation created the Alabama Council of Defense. The first meeting of the Alabama Council was held June 1, 1917.

Alabama claims credit for being the first State to co-ordinate all war work in the Council of Defense. Every head of a federal agency in the State has been made a member of the executive committee of the council, thus giving each department the privilege of knowing what other agencies are doing and preventing duplication of efforts. Alabama made this plan early in 1918, and since that time several other states have adopted it.

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This plan so impressed the Council of National Defense that it was sent to all state councils in the nation as a model method for the co-ordination of activities.

The personnel of the executive committee which has been responsible for the carrying on of work of the State Council is made up of the following: Governor Charles Henderson, ex-officio; Lloyd M. Hooper, of Selma, ex-officio; L. M. Bashinsky, of Troy; Albert P. Bush, of Mobile; T. J. Crittenden, of Birmingham, Chairman of Four-Minute Men; J. F. Duggar, of Auburn, farm extension service; Richard M. Hobbie, of Montgomery, State food administrator; Mrs. James F. Hooper, of Selma, chairman of woman's division; Crawford Johnson, of Birmingham, chairman of War Savings Campaign Committee; Samuel P. Kennedy, of Anniston, State fuel administrator; W. J. Leppert, of New Orleans, designated representative of Red Cross; Ray Rushton, of Montgomery, State director of United States Public Service Reserve; George B. Tarrant, of Birmingham, State director of United States Employment Service; Dr. C. C. Thach, of Auburn, agricultural and mechanical colleges; Oscar Wells, of Birmingham, chairman Red Cross Drive; Walter D. Wellborn, of Montgomery, designated representative of Liberty Loan Organization.

The personnel of the central office follows: Lloyd M. Hooper, chairman; Fred H. Gormley, executive secretary; Frank Stollenwerck, chairman of speakers' bureau and field secretary; Charles E. Allen, director of development; Miss Mamie Offutt, assistant secretary-treasurer; Mrs. G. H. Mathis, field secretary; William P. Cobb, field secretary; C. Guy Smith, State musical director; Dr. Thomas M. Owen, State war historian; Herbert Coleman, State photographic representative; Miss Ruth Davis and Miss Elberta McQueen, assistant secretaries.

Alabama is one of the few states in the Union which has given no financial support to the State Council. When the Legislature meets in January the law-makers will be asked for a small appropriation for the period of readjustment provided the Federal Government feels that there is a field for operation for the State Council.

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Among the important duties assigned to the Alabama Council are the following:

Approving or disapproving construction projects not necessary during the war.

Keeping a complete history of Alabama's part in the war.

Organizing Community Sings and Liberty Choruses.

Maintaining an organization in every county which will be available for any government work on a moment's notice.

Co-ordination of all war organizations in the State in order that duplication of effort might be prevented and a war machine might be ready at all times without a heavy expense to the nation.

In addition, the State Council is charged with the duty of assisting every war organization in the State when it calls. Acting under this assignment, the Alabama Council of Defense made an appropriation for the teaching of illiterate selectmen during the summer of 1918, assisted the State health department in combatting the spread of Spanish influenza, assisted every Liberty Loan Campaign, Red Cross drive, etc., with its State Speakers' Bureau, created a State Highways Transport Committee, which has been gathering information about Alabama roads available for motor transportation, lent its assistance to the selective service boards in preparing selectmen for military service and assisted selective service boards in the creation of permanent boards of instruction for selectmen.

The Alabama Council of Defense did pioneer work in the detection of deserters, and its plan was so successful that the war department instructed all military camps throughout the nation to notify the state councils of persons absent without leave and in desertion. Representatives of all county councils of defense have been vigilant in investigating all reports transmitted to them by the War Department through the State Council and have succeeded in returning a large number to military camps.

In order that every force in the State might be organized for war, the Alabama Council of Defense created an Advisory Committee on Negro Organization. This committee was

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made up of some of the most favorably known negro men of the State, being headed by Dr. Robert R. Moton, president of Tuskegee Institute. County councils, following the plan of the State Council, created Advisory Committees on Negro Organization. Thus the State has a system whereby the negro power of the State is ready for any service. The advisory committees work under the State and county councils in a way that the directing heads of all council work of the State can know at any time what is being done by the negro committee.

The Woman's Division of the Council of Defense

At my request the following brief outline of the war work of the women of Alabama has been furnished by Mrs. J. F. Hooper, Chairman of the Woman's Division of the Council of Defense:

A Woman's Division of the Council of Defense was formed by the national committee. The eighteen State organizations of women elected Mrs. J. F. Hooper chairman of the Alabama Division, thereby placing her upon the State Executive Board of the Council of Defense. This Division conducted the war work of the women, which was assembled under the departments recommended by the national committee.

To expedite the work of organization the State was divided into zones, a member of the organization committee becoming chairman of a zone, responsible for the organization of seven counties entrusted to her supervision. Many counties had a unit of the council in every community and the cities were divided into ward and street units. Through this strong minutely organized body all of the government measures were successfully conducted. Sixteen thousand women registered for service and the system proved a practical economic factor in the industrial problems of the larger cities.

Food conservation demonstrators visited every county and instructed the women in war substitutes, established Hoover kitchens and taught the art and duty of economy.

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Child conservation was undertaken under the program for "Children's Year," sent out by the National Children's Bureau; 15,000 children were weighed and measured; free clinics and food depots were established; conferences, illustrated lectures and courses of study were provided in every part of the State, and a national play-day is in preparation.

The Public Information Committee was active in seven campaigns and 112 four-minute women have carried their messages to 600,000 people. The total results from the four Liberty Loan campaigns placed to the credit of the woman's committee a sale of $17,608,000.

Home and foreign relief work was done, largely through the Red Cross; but over and above the magnificent service rendered through that channel, the women of Alabama have supported 726 French orphans and endowed 13 beds in the American Hospital in France.

The Music Committee has stirred the patriotism of the people by liberty choruses and by providing weekly entertainments for the camps in Alabama. With two camps in the State the interest of the Division centered largely in camp activities, and flowers, dainties and automobile rides for convalescents were a daily service by the relief and motor divisions. Pianos, victrolas, rolling chairs, magazines, everything that could make for the comfort of the soldier lad were freely and gratefully bestowed. This work could not be estimated in dollars and cents, although thousands of dollars were expended, for it dealt with the work of the spirit and the preservation of the morale of the men in the army.

The Committee on Conservation of the Spiritual Life of the Nation instituted a special prayer service for the safety, both physical and moral, of the boys over there and for the strengthening of faith in the watchers at home.

The Americanization Committee brought many able national speakers to Alabama to spread abroad the great national ideals and to impress upon the people their personal responsibility for upholding them.

The conclusion of the whole matter is: believing that, other things being equal, the nation would win whose

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women showed intelligence and efficiency as well as patriotism and devotion, the women of Alabama had as their goal efficient, loyal, unbounded service, and they feel that they helped, in some measure, to speed the day of victory.

State War Historian

The privilege of making up the record of the participation of Alabama and Alabamians in the European war has been committed to Dr. Thomas M. Owen as State War Historian of the Alabama Council of Defense. On inquiry I find that Dr. Owen as Director of the Alabama State Department of Archives and History has been carefully and painstakingly collecting all available data, not only bearing upon the general struggle, but also in reference to Alabama activities and Alabama men. Therefore his new duties will be merely an enlargement of title. He plans a full and exhaustive collection of European war books, military and technical books, histories and historical sketches of all federal, military, welfare and commercial activities operating in the State, and the personal records of all officers and enlisted men in the military or naval service of the United States from Alabama.

The selection of Dr. Owen for this task is eminently fitting. His work at the head of one of the most important departments of the State Government is a guarantee that the new work will be well done. In this connection, I desire generally to acknowledge many courtesies at the hands of Dr. Owen in the compilation of this report.

Alabama's Good Start

I find that the social work of the State, so far as it has been developed, is for the most part good; some of it is superior. The State Board of Health has a clear conception of its place in the upbuilding of the State. The Alabama Bryce Hospital for the insane, under the master hand of Dr. Peter Bryce, became one of the notable hospitals of the United States and it has held its place under his able successor. The Mount Vernon Hospital for negroes, which is under the same superintendent, maintains similar stand-

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ards. It stands side by side with the Virginia state hospital for negroes as one of the two best hospitals of their class.

The schools for the white deaf, the white blind and the school for negro deaf and blind are creditable in their equipment, management and educational spirit. The Alabama Industrial School for White Boys and the State Training School for Girls are being developed in accordance with modern standards. The Alabama Reform School for Juvenile Negro Law Breakers, notwithstanding its meager equipment, is again one of the two best institutions of its class, ranking with the Negro Reformatory at Hanover, Virginia.

The Confederate Soldiers' Home is giving tender care and skillful attendance to the men, now grown feeble in their old age, who consecrated their lives to the service of the State half a century ago.

The Tuberculosis Hospital which has been developed by the Board of Inspectors of Convicts at Wetumpka is excellent, notwithstanding the fact that all of the nurses and attendants are convicts, and it is a great safeguard against the spread of tuberculosis. It is rather extraordinary that citizens of Alabama who need public treatment for tuberculosis can obtain it only by getting themselves committed to the penitentiary.

The State University is developing a true university spirit and is beginning to take an active part in the evolution of the educational, social, civic and industrial work of the State. The Alabama Polytechnic Institute, the Girls' Technical Institute, the six State Normal Schools for white students, the State Normal Schools for negro students, the Tuskegee Normal and Industrial Institute, the Agricultural and Normal School of Alabama for Negroes, the State-aided agricultural training schools and high schools all testify to the purpose of the State to foster the social and educational interests of the people.

A Universal Handicap

Notwithstanding the general fine spirit and the excellent work which most of these institutions are doing, I was met everywhere by the cry of poverty, insufficient appropria-

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tions and inadequate equipment. Only three of the State institutions above mentioned have what might be called a fair equipment for their work.

The appropriations made before the war were inadequate, yet it was possible to live on them by strict economy; but under the conditions created by the war it is no longer possible to meet the actual necessities of the inmates. It is no exaggeration to say that many of the wards of the State are suffering for the lack of what is essential not only to their comfort but to their decent care, feeding, and clothing. The next Legislature will be compelled, on grounds of common humanity, to find a way to meet this acute situation and provide for the needs of the helpless people who are dependent absolutely upon the provision made by the State.

It does not need an expert to verify these statements. The ordinary citizen can verify them for himself on a simple statement of the facts.

STATE OF ALABAMA

RECEIPTS AND DISBURSEMENTS

RECEIPTS

	Fiscal Year Ending			
Ad Valorem Taxes:	*Sept. 30, 1917*		*Sept. 30, 1918*	
For old soldiers (1 mill)	$ 629,200	10%	$ 641,700	9%
For education (3 mills)	1,887,500	31	1,925,200	29
For general purposes (2½ mills)	1,573,000	27	1,604,400	24
Total Ad Valorem Taxes (6½ mills)	$4,089,700	68%	$4,171,300	62%
Poll Taxes	$ 141,100	2	$ 189,000	3
License Taxes	785,700	13	911,800	14
Convict Department (net)	506,400	8	775,100	11
Insurance Department	313,900	5	358,600	5
Miscellaneous Receipts	218,100	4	315,500	5
Grand Totals	$6,054,900	100%	$6,721,300	100%

DISBURSEMENTS.

Schools of every character	$3,130,000	52%	$3,385,400	51%
Confederate Pensions	993,300	16	956,800	14
State Institutions (except schools)	428,600	9	439.800	7
Feeding Prisoners	129,800	....	81,300	....
Interest	417,800	7	428,645	6
State Government	520,100	9	499,400	7
Detached activities (boards, etc.)	232,100	4	236,700	4
Miscellaneous	62,100	1	45,700	1
Total expenses	$5,913,800	98%	$6,073,700	90%
Surplus	141,100	2	647,600	10
Grand Totals (as above)	$6,054,900	100%	$6,721,300	100%

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Support of State Institutions

It is the practice of the Legislature of Alabama to make appropriations for State institutions on a per capita basis, according to the number of persons to be supported. At the present time, appropriations are made as follows:

	Monthly per Inmate
Bryce Hospital for Insane	$15.00
Mt. Vernon Hospital for Insane	15.00
Confederate Soldiers' Home	12.50
Industrial School for White Boys	12.50
State Training School for Girls	12.50
Reform School for Juvenile Negro Law Breakers*	7.00

These allowances amount to 50 cents per day for each inmate of the insane hospitals, 41 cents per day for each inmate of the Soldiers' Home and the reformatories for white children, and about 30 cents per day for each inmate of the Reform School for Negro Boys.

Allowances Insufficient

Before the war, these allowances would have been small enough, even if they had covered only bare living expenses: salaries and wages, food, clothing, fuel, medical supplies, repairs, and so forth. In some states these expenses amount to from $12.50 to $18 per month for the insane, and from $12 to $25 per month for children in juvenile reformatories. Under the pressure of the war these expenses have increased 25 to 50 per cent, and separate additional appropriations are made for buildings and repairs. In the city of New York the appropriations for care of dependent children have recently been increased from $13 to $19 per month.

But in Alabama this allowance of $12.50 to $15 per month is expected not only to cover the ordinary expenses of maintenance, but expenses for the purchase of land and the erection of buildings. The hospitals for insane and the Industrial School for White Boys have had no building appropriations for many years, and the Reform School for

*The Reform School has an additional appropriation of $8,000 per year for the salaries of the superintendent and employees.

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Negro Boys has never had any building appropriation. These institutions have saved out of their scanty allowance money enough to buy material and to employ foremen, and have erected buildings by the labor of their own inmates and employees.

Two Notable Hospitals For Insane

The two hospitals for insane are doing social work of the highest quality. I have visited many insane hospitals, but I have never seen a more careful diagnosis or a better co-ordination of the medical work and the social work than is found in these two hospitals; but their equipment is painfully inadequate. There has been no special appropriation for buildings in thirty years. They lack the equipment which is now recognized as essential in every well ordered hospital for insane. They have no suitable laboratories, no equipment for hydro-therapeutic treatment, no separate hospital wards for sick patients and surgical cases, and no separate provision for tuberculous patients. With the exception of separate residences for the superintendents, the officers' quarters are antiquated and insanitary. One corner of the guest chamber at the Alabama Bryce Hospital is cut off by a wooden partition to serve as a barber shop for the officers. The kitchens are meagerly equipped. The wards have ancient wooden bedsteads, and the furnishings are meager.

The Alabama Bryce Hospital for the Insane

The Alabama Bryce Hospital for the Insane was established in 1860. Its superintendent, the late Dr. Bryce, was one of the leading alienists of the United States and, under his leadership, the hospital became recognized as one of the best institutions in the United States. Upon the death of Dr. Bryce, his assistant, Dr. James E. Searcy, became superintendent, and, under his leadership, the high standards of the hospital have been fully maintained.

The writer has been familiar with hospitals for insane for the past thirty-five years, and has never seen an institution in which more regard was paid both to the medical and to the human side of the work than at Tuscaloosa. The

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ideal of the hospital, as stated by Superintendent Searcy, is to "treat every insane person as if sane, as far as possible."

Upon admission each patient is assigned to one of the medical officers for study and diagnosis of his case. Every Monday the medical staff holds a clinic for the consideration of new cases. Each patient is brought into the room, and the complete record of his case is read in his presence by the physician to whom his case has been assigned. An opportunity is given for the patient, if sufficiently intelligent, to make his own statement and ask questions. The doctor to whom the case has been assigned then presents his diagnosis, which is discussed and criticised by the other members of the staff, and a formal vote is taken as to whether this diagnosis shall stand. In this way the united, scientific knowledge of the staff is concentrated upon each case.

Each member of the medical staff has assigned to him a portion of the hospital, which he visits daily. It is the practice of the doctors to meet and address personally each patient every day, in order to insure personal contact, and to insure close personal observation. There is thus established a personal relation between the physician and the patient which has a most wholesome effect. The example of this painstaking attention of the physicians tends to increase the sense of responsibility and interest on the part of the nurses throughout the hospital.

A training school for nurses is maintained, with a three-years' course. Recently, trained female nurses have been introduced upon male wards, with very gratifying results. Unfortunately, owing to the war demand for trained nurses, and owing to the failure to increase appropriations, the hospital has been compelled to supply the lack of trained nurses by the employment in part of untrained attendants.

A dentist is employed full-time. The teeth of all incoming patients are examined and the necessary treatment is given. This is a matter of great importance, not only for the comfort of the patients, but because it is now recognized that diseased teeth are often accountable for conditions which aggravate insanity.

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I was greatly disappointed to discover that the State is failing to make adequate provision for this splendid institution. There has been no building appropriation for thirty years, and no construction has been done except what could be provided from the maintenance appropriations. As a result it has been impossible to provide necessary buildings. There are no separate hospitals for the sick, no psychopathic wards and no separate wards for tuberculosis, such as are now found in all well-equipped hospitals for the insane. Many of the buildings are in bad repair, resulting in insanitary conditions. There are no suitable laboratories and no equipment for hydro-therapeutic treatment.

There has been no adequate increase of appropriation to meet the increase of expense due to the war. Up to April, 1917, the appropriation for maintenance and improvements was only $3.25 per week per patient; since that time it has been advanced to $3.50 per week. This was a moderate allowance for maintenance (not to mention improvements) before the war, but since the entrance of the United States into the war the amount is absolutely inadequate for the proper care of the patients.

The cost of food purchased in 1917 for each person fed, including officers and employees, was 14.2 cents per day. This was supplemented by the products of the farm, but it is far below the average expenditure of similar institutions in other states.

In the absence of any increased appropriation it has been impossible to increase the compensation of the officers and employees. At the present time the scale of wages is as follows:

Male supervisor, $50 per month;
Assistant, $40 per month;
Female supervisor, $55 per month;
Assistant, $45 per month;
Female nurses, $14 to $25 per month;
Male nurses, $25 to $35 per month.

The absurdity of this scale of wages may be seen from the fact that the State of Alabama is now receiving for the labor of convicts at the Pratt mines as follows:

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For fourth-class miners, $50 per month;
For third-class miners, $60 per month;
For second-class miners, $70 per month;
For first-class (about 150 men), $80 per month, and board.

The employees and officers of the hospital pay all of their own expenses except board and lodging. If we estimate that the board and lodging of the employees at the hospital cost the State $20 per month, then the wage scale would be as follows:

Supervisors, male, $70 per month;
Supervisors, female, $75 per month;
Nurses, male, $45 to $55 per month.
Nurses, female, $34 to $45 per month.

In other words, the State is actually receiving for the labor of convict miners more money than it is paying for the services of conscientious trained people to take care of its insane patients.

The medical staff of the hospital having been depleted by enlistments in the military service, it is extremely difficult to secure competent men at the present meager salaries, and the superintendent has been compelled to substitute inexperienced "attendants" for many of the trained nurses. If the Alabama hospitals for insane are to maintain the proud position which they have held for more than thirty years, they must have more money.

In order to maintain hospital standards, to introduce modern therapeutic measures, to remove fire risks which endanger the lives of both patients and employees, to make repairs which are imperative in order to produce sanitary conditions, to provide separate accommodations for consumptives and pellagra cases, to cover the actual increase in the cost of food, clothing and fuel, and to increase the pay of faithful physicians and employees so as partly to meet the increased cost of living and approximate the wages now paid to ordinary laborers by private employers, the allowance per patient ought to be not less than $20 per month.

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Care of the Confederate Veterans

The Confederate Soldiers' Home is beautifully located and the old soldiers are cared for in well-planned cottages. The administration is efficient and kind, adapted to the needs of these feeble old men. The Home has become in reality a hospital; but it is impossible to keep competent nurses and, in order to provide proper hospital care under the present scale of prices, the monthly allowance of $12.50 should be increased to $25 or $30 per patient.

The Industrial School For White Boys

The Industrial School for White Boys is losing its best employees, who have either enlisted in the army or have been attracted by the high wages paid for government work, and the institution is entirely unable to compete in the labor market. It has been necessary to close a large part of the industrial training work for lack of people. The school is greatly in need of additional buildings. A beautiful cottage has been built entirely by the labor of the boys at a cash outlay of less than one-half of what it would have cost to build it by contract. This cottage is used for the superintendent's residence. The boys stand ready to build similar cottages for their own use as soon as means are provided to purchase materials.

In 1906 the Legislature appropriated $50,000 for a school house; but since that time there has been no building appropriation. The material for the new cottage was paid for from the monthly allowance of $12.50 per boy.

To the best of my knowledge this is the only industrial school for boys in the United States with a board of trustees composed exclusively of women (except three State officers ex-officio); but they have demonstrated their ability to meet the situation. The allowance for the school should be advanced immediately to $20 per boy.

The appropriation of $12.50 per month is materially less than that which is made for the support of similar institutions of other states as indicated by the following statement:

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EXPENSES OF REFORMATORIES FOR BOYS, 1916.

	Average number	*Rate per year*	*Rate per month*
Lyman School for Boys (Massachusetts)	448	$281	$23.40
Massachusetts Industrial School for Boys	221	372	31.00
New York State Agricultural and Industrial School for Boys	741	239	19.90
Ohio Industrial School for Boys	1,201	174	14.50
Iowa Industrial School for Boys	436	374	31.20
Minnesota State Training School for Boys	217	412	34.33
Oregon State School for Boys	.....	432	36.00
Alabama Industrial School for Boys	375	150	12.50

The State Training School For Girls

The State Training School for Girls has worked under the greatest difficulty for lack of proper housing. It has occupied an old boarding house, with an annex consisting of a cheap temporary cottage. The buildings were desperately crowded and insanitary. But the veteran superintendent, Mrs. Ophelia L. Amigh, who was for many years superintendent of the great Illinois Training School for Girls, has held on heroically with her faithful assistants, and has demonstrated the indispensable value of the school.

The State has recently purchased the beautiful Matzuyama farm of 500 acres, with buildings worth $50,000 for $25,000, and the school has recently been moved to the farm. The buildings are inadequate, especially in the lack of a place of security for incorrigible girls who want to run away.

At this juncture, the United States has offered to build a suitable cottage for the purpose, provided the State will receive for the time being certain women arrested under United States laws.

The appropriation of $12.50 per month for each girl in the Training School for Girls is much less than the amount appropriated for similar schools in other states as is shown by the following statement:

EXPENSES OF REFORMATORIES FOR GIRLS, 1916.

		Expense per inmate	
	Average number	*Rate per year*	*Rate per month*
Massachusetts Industrial School for Girls	266	$307	$25.60
New York Training School for Girls	349	313	26.00
Ohio Industrial School for Girls	462	277	23.00
Indiana Girls' School	363	248	20.60
Iowa Industrial School for Girls	167	562	46.80
Minnesota Home School for Girls	193	381	31.75
Alabama Training School for Girls	50	150	12.50

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The Reform School For Negroes

The trustees of the Reform School for Juvenile Negro Law Breakers have made a remarkable record under the leadership of Judge William H. Thomas, of the Supreme Court, who has devoted a large amount of time to its development. Superintendent A. Simms was educated at Tuskegee and has succeeded in developing a fine industrial spirit.

These negro boys who were apparently destined to populate the jails and prison camps have erected all the buildings at the school except one. They have not only made bricks without straw but they have made bricks without clay. They have built of reinforced concrete a dairy barn with silo and modern equipment and a dormitory which do credit to the institution. When I entered the dairy barn I found it perfectly clean and free from stable smells. I said to Judge Thomas, "I suppose that this barn is not in use during the summer." He replied, "The cows were in here this morning; they are here every day." Think what it means for these ignorant and degraded negro boys to form the habit of caring for cows and keeping a dairy stable with the same cleanliness and efficiency which would be found in the barns of the Walker-Gordon Company!

Some of the boys from this school, like the white boys from the Boys' Industrial School, have enlisted and are serving their country with the armies of the Allies. The school is making useful citizens out of a class of boys who would otherwise infallibly become a burden and a menace to the State.

The monthly allowance for each boy in the reform school is $7, with an extra allowance of about $2 per month for salaries; yet out of this $9 a month the trustees have paid for 380 acres of land, and also for the materials for these valuable buildings. Nearly all of the food consumed, including meat, is raised on the farm; but it is necessary to purchase clothing, bedding, furniture, school books, tools, farming implements, building material, plumbing material, etc. It is easy to imagine how far this meager allowance will go in covering all of these necessities at the present prices. Nevertheless, with astonishing courage and faith, Judge

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Thomas and Superintendent Simms were making plans for two small new cottages for the use of the boys and additional dining room facilities.

The monthly allowance for this school should be advanced to $12.50 per month, the amount now allowed for the Industrial School for White Boys.

PUBLIC HEALTH AND SANITATION

A new conception has arisen in the South as to the importance of the subject of public health, not only as it is related to the happiness and comfort of the people, but also as it is related to economic progress. Formerly labor was abundant, at nominal prices. Farm hands could be had for $15 to $25 per month and working-women could be obtained for 50 cents to 75 cents per day; but I saw negro women unloading cars and digging trenches at $2.50 per day and negro laborers who were earning $3 to $4 per day, and even at these prices the labor supply was inadequate. Under these circumstances, the preservation of the health and strength of laborers becomes an economic problem. A single corporation in Alabama is spending more than $200,000 per year in health work for their employees, not simply as a matter of philanthropy, but because they consider it "good business."

The Agricultural Department of Alabama long since learned to apply this principle with reference to farm animals.

The State expended last year for prevention of hog cholera	$ 28,000
Eradication of cattle ticks	25,000
Live Stock Sanitary Board	5,000
	$58,000

The appropriation for the State Board of Health is $25,000 per year. Fifty-eight thousand dollars per year to preserve the health of farm animals and $25,000 to preserve the health of human animals!

Other Southern States are taking a larger view of this question, as may be seen from the following statement:

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APPROPRIATIONS FOR STATE BOARDS OF HEALTH

State	Total Appropriation	Same for each 1,000 inhabitants	Deduct appropriation for tuberculosis sanitarium	Amount for general health purposes	Same for each 1,000 inhabitants
Florida	$ 165,000	$ 184		$ 165,000	$ 184
Virginia	238,700	109	$ 74,700	164,000	75
Texas	378,300	85	127,500	250,800	57
Kentucky	115,000	48		115,000	48
North Carolina	144,800	60	40,000	104,800	44
South Carolina	102,200	63	49,000	53,200	33
Mississippi	118,400	61	70,000	48,400	25
Louisiana	40,000	22		40,000	22
Tennessee	30,500	13		30,500	13
Georgia	66,500	23	36,000	30,500	11
ALABAMA	26,200	11		26,200	11
Arkansas	74,500	43	58,500	16,000	9
Totals	$1,500,100	$ 56	$ 455,700	$1,044,400	$ 39

The foregoing table shows that the appropriations in Alabama for public health are less than one-fourth of the average and that only one Southern State appropriates as little in proportion to its population.

The President of the State Board of Health has a broad vision of the possibilities of the department. He believes that the State ought to expend at least $150,000 per year in the next three years for public health. He has proposed the following budget for the coming three years:

PROPOSED BUDGET OF THE STATE BOARD OF HEALTH

	1919	1920	1921
1. Administration	$ 15,000	$ 15,000	$ 15,000
2. Tuberculosis Sanitarium	75,000		
3. Laboratory	20,000	15,000	15,000
4. Bureau of Statistics	12,500	10,000	10,000
5. Bureau of Sanitary Engineering and Inspection	3,500	20,000	20,000
6. Bureau of Industrial Hygiene	7,000	40,000	40,000
7. Bureau of Epidemology and Venereal Diseases	7,000	20,000	20,000
8. Bureau of Rural Sanitation	10,000	30,000	30,000
TOTAL	$ 150,000	$ 150,000	$ 150,000

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Whatever opinions may be held as to the necessity for economy, I can see no escape from the necessity for a large increase in the expenditures for the promotion and the preservation of the lives and health of the people.

PUBLIC EDUCATION

I have made up from the report of the United States Commissioner of Education the following statements:

TOTAL RECEIPTS OF UNIVERSITIES, COLLEGES AND TECHNOLOGICAL SCHOOLS

	Total Receipts	Same for each 1,000 Inhabitants
The United States	$133,627,000	$ 1,310
North Atlantic Division	40,015,000	1,385
North Central Division	41,781,000	1,300
South Atlantic Division	10,674,000	809
South Central Division	9,201,000	323
Virginia	2,309,000	1,054
Missouri	3,111,000	912
Texas	3,338,000	754
Tennessee	1,460.000	638
North Carolina	1,435,000	597
South Carolina	971,000	597
Louisiana	1,070,000	585
Georgia	1,485,000	520
Florida	450,000	503
Mississippi	913,000	468
Kentucky	884,000	371
Oklahoma	729,000	331
ALABAMA	695,000	298
Arkansas	390,000	224

It appears from the foregoing statement that the income of the institutions for higher education in the State of Alabama per inhabitant is less than that of any other State in the Union except the state of Arkansas.

In the Survey of the National Child Labor Committee, discussed elsewhere in this report, there is a discussion of the educational work of the State which deserves careful study. I have compiled from that discussion the following statement of

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APPROPRIATIONS FOR EDUCATIONAL INSTITUTIONS

Institutions		Amount	Students	Per Student
Alabama Polytechnic Institute—				
From the State	$53,510			
Productive Funds	21,440			
Federal Government	27,900	$102,850	1,478	$70
Alabama Girls' Technical School—				
From the State	$36,000			
Productive Funds	18,000	54,250	1,108	49
Class A Normal Schools—				
From the State		80,000	1,840	43
District Agricultural Schools—				
From the State		40,500	859	47
TOTALS		$277,600	5,285	$52
State University—				
From the State	$66,000*			
Productive Funds	26,630	92,630	1,673	56

*Not including the Medical School.

It appears from the foregoing statement that in these schools of lower grade the appropriation per student is nearly as large as that in the University and that on the average the appropriation for their 5,285 students is only $4 less per year.

I have made up a statement from the annual reports of the United States Commissioner of Education for 1915-1916, pages 306 and 342, showing the total incomes of the 40 state universities in the United States and showing the amount of this income for each inhabitant of the State and for each student, not including students in summer schools.

This statement reveals the fact that Alabama stands thirty-seventh in the total income of her University, thirty-eighth in her University income per inhabitant and thirty-ninth in the income per student.

INCOME OF STATE UNIVERSITIES PER STUDENT: 1915-1916.*

	Students† Enrolled Income for	Total	Income Each 1,000 Inhabit's	Income per Student
1. Wyoming	286	$ 259,000	$1,443	$905
2. Arizona	466	293,000	1,147	629
3. Nevada	441	258,000	2,418	585
4. New Mexico	217	119,000	290	550
5. Wisconsin	5,131	2,776,000	1,110	541

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INCOME OF STATE UNIVERSITIES PER STUDENT: 1915-1916.*
(Continued.)

	Students† Enrolled Income for	Total	Income Each 1,000 Inhabit's	Income per Student
6. California	6,502	3,491,000	1,188	537
7. West Virginia	1,027	547,000	395	533
8. Idaho	527	279,000	650	530
9. Illinois	5,850	3,052,000	496	522
10. Georgia	689	357,000	125	518
11. Vermont	602	308,000	847	512
12. Florida	411	196,000	219	477
13. North Dakota	878	418,000	555	476
14. Iowa	2,814	1,320,000	595	469
15. Montana	551	234,000	509	425
16. Ohio	5,095	1,956,000	380	384
17. North Carolina	1,059	384,000	160	363
18. Maine	1,205	428,000	554	355
19. Texas	2,749	964,000	218	351
20. Virginia	1,082	373,000	170	345
21. Minnesota	7,802	2,603,000	1,142	334
22. Missouri	4,083	1,354,000	397	332
23. Pennsylvania	5,275	1,750,000	201	332
24. South Dakota	573	189,000	270	330
25. Tennessee	1,010	327,000	143	324
26. Louisiana	915	292,000	160	319
27. Michigan	6,462	2,015,000	660	312
28. Arkansas	855	268,000	154	303
29. Nebraska	4,826	1,433,000	1,128	297
30. Kansas	2,633	762,000	416	289
31. Indiana	2,664	764,000	271	287
32. Kentucky	1,154	320,000	134	278
33. Colorado	1,402	366,000	380	261
34. Washington	3,225	828,000	540	257
35. South Carolina	593	149,000	91	251
36. Oklahoma	1,486	365,000	166	246
37. Oregon	1,243	301,000	360	242
38. ALABAMA	761	176,000	75	231
39. Mississippi	601	119,000	61	198
40. Utah	1,722	211,000	486	122
TOTAL, 40 STATES	86,877	$32,604,000	$ 403	$375

Even the more liberal appropriations made to the schools of lower grade are reported to be insufficient. I am advised by the head of one of the schools that their teaching force is becoming demoralized because they are unable to pay sufficient salaries to hold their best teachers.

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THE PUBLIC SCHOOL SYSTEM

WEALTH AND SCHOOL EXPENDITURE*

Expenditures for Public School for Each $100 True Value of Public Property

	1880	1890	1900	1904	1912
	Cents	*Cents*	*Cents*	*Cents*	*Cents*
United States	17.9	21.6	24.3	25.5	25.7
South Atlantic Division	13.6	17.1	19.4	20.0	21.3
South Central Division	12.6	16.7	18.8	.....	21.3
Georgia	7.8	14.0	21.2	19.2	21.4
South Carolina	10.1	11.2	18.8	20.3	17.6
Mississippi	23.5	24.4	24.7	27.1	20.9
ALABAMA	11.7	14.3	11.8	13.0	17.4

The expenditure of Alabama for public schools in proportion to property was lower in 1912 than that of any other state except Oklahoma. The recent adoption of the three-mill tax will doubtless cause an improvement.

*Report of U S. Commissioner of Education, 1917, Vol. 2, p. 52.

PUBLIC SCHOOL EXPENSES PER INHABITANT

The following table indicates the development and the relative standing of the public school system of Alabama as shown by the report of the United States Commissioner of Education for 1917:

*Expended per capita of total population.**

	1870	1880	1890	1900	1910	1915
The United States	1.75	1.56	2.24	2.84	4.64	6.03
South Atlantic Division	.63	.68	.99	1.24	2.20	3.08
South Central Division	.73	.55	.97	1.08	2.42	3.10
Georgia	.24	.31	.65	.89	1.70	2.20
South Carolina	.38	.33	.39	.67	1.29	1.99
Mississippi	1.11	.73	.86	.89	1.52	1.48
ALABAMA	.36	.40	.59	.50	1.36	2.04

*Report of U. S. Commissioner of Education, 1917, Vol. 2, pp. 56 and 58.

The expenditures of Alabama per inhabitant are one-third as large as the average of the United States and 66 per cent as large as the average of the South Central States.

EXPENSES PER PUPIL, 1916 (CITIES)*

Annual expense per capita of average attendance

The United States	$44.60
South Atlantic Division	29.45
South Central Division	29.58
Georgia	25.60
South Carolina	16.31
Mississippi	21.07
ALABAMA	23.98

*Report U. S. Commissioner of Education, 1917, Vol. 2, p. 102.

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The expenditure of Alabama per pupil is 54 per cent as large as the average of the United States and 71 per cent as large as the average of the South Central States.

SALARIES OF TEACHERS*

	Average monthly salary	*Average annual salary*
The United States	$70.21	$563.08
South Atlantic Division	50.65	342.39
South Central Division	61.18	413.58
Georgia	44.49	304.31
South Carolina	54.14	293.99
Mississippi	37.99	233.64
ALABAMA	50.96	344.00

The average annual salary of teachers in Alabama is 79 per cent of the average of the United States and 83 per cent of the average for the South Atlantic States.

*Report of U. S. Commissioner of Education, 1917, Vol. 2, p. 77.

LENGTH OF SCHOOL TERM*

	Average days attended by each pupil, 1916
The United States	120.9
South Atlantic Division	93.8
South Central Division	90.0
Georgia	98.9
South Carolina	72.9
Mississippi	75.4
ALABAMA	84.8

It is manifest that the children of Alabama are not enjoying equal school opportunities with the more fortunate children of other states. This appears also from the records of attendance:

SCHOOL ATTENDANCE†

	Number attending daily for each 100 enrolled, 1916
The United States	75.5
South Atlantic Division	69.4
South Central Division	66.6
Georgia	72.8
South Carolina	69.0
Mississippi	67.1
ALABAMA	62.9

*Report United States Commissioner of Education, 1917, Vol. 2, p. 75.
†Same report, p. 74.

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WHITE AND NEGRO PUPILS

(Report of Alabama Department of Education, 1917)

	Whites	*Per cent of whole*	*Negroes*	*Per ct of whole*
Children of School Age, U. S. Census of 1910	444,000	57	336,000	43
Pupils enrolled, 1918	348,000	67	157,000	33
Average attendance	220,000	70	97,000	30
Number of teachers	8,351	77	2,572	23
Value of School houses and equipment	$8,431,000.00	90	$885,000.00	10
Salaries paid	$3,145,600.00	89	$399,970.00	11
Salaries paid per pupil enrolled	$7.00		$1.19	
Same per child of school age	~~$19.90~~		~~$2.45~~	
Female teachers, average yearly salary	$363.00		$152.00	

From this statement it will be seen that while the negroes have 43 per cent of the children of school age, they have only 23 per cent of the teachers. The value of their schoolhouses is only 10 per cent of the whole. Expenditure per child is $2.45 per year as against $19.90 for the whites, and the amount paid for salaries of negro teachers is only 11 per cent.

Report of U. S. Bureau of Education

The Bureau of Education of the Department of the Interior at Washington published in 1917 a report on Negro Education, by Thomas Jesse Jones, from which I make the following extracts:

"The inadequacy of the elementary school system for colored children is illustrated by the fact that the attendance in both public and private schools is less than 50 per cent of the children of elementary school age. The average term of the public school is less than five months. According to the report of the state superintendent 70 per cent of the colored teachers have only third grade certificates, representing a preparation less than that usually given in the eight elementary grades."

"There are only three four-year public high schools for colored people in Alabama. * * * The State Normal School at Montgomery, supported by State funds, and the Agricultural and Mechanical School at Huntsville, maintained largely by

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Federal funds, offer four-year secondary courses. * * * Talladega College is the only institution offering work of college grade to colored pupils, and its enrollment in college classes is only 45."

"*Teacher-training.*—The most urgent need of the colored schools in Alabama is trained teachers. The supply now depends almost entirely upon the secondary schools, most of which are private institutions. Of these only seven offer fairly adequate courses in teacher-training. Eleven others include one or two teacher-training subjects in their general course. To supplement these facilities, an effort has been made to develop county training schools. * * * Four of these schools are now maintained. * * * The pupils in the graduating classes of all the schools offering teacher-training subjects in 1915 numbered only 270, an annual output obviously inadequate to meet the need for teachers in a state with over nine hundred thousand colored people and two thousand three hundred and fifty colored school teachers."

"*Industrial.*—Through the influence of Tuskegee Institute, industrial training has received considerable recognition in Alabama. The State Agricultural and Mechanical College has long struggled, but with inadequate means, to teach trades. Calhoun Colored School * * * is genuinely interested in trade education, but its work is limited to the elementary grades. * * * Satisfactory industrial work is done in ten private schools, and seven others are attempting to give manual training. A number of the private schools give good instruction in cooking and sewing."

"*Agriculture.*—The agricultural training of the colored people of Alabama depends on the extensive facilities of Tuskegee Institute and a few smaller schools. Of the smaller schools, Calhoun is doing especially effective work. Two others do fairly successful work. Nine other institutions have large farms, and some of their pupils are employed as laborers. * * * The majority of the schools, however, fail to provide for systematic training in agriculture. In the effort to acquire large farms, all but a few of the schools have overlooked the educational possibilities of a well planned course in gardening."

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"Seventeen counties * * * have Jeanes Fund supervisors traveling among the rural schools introducing training and extending the influence of the school into the community. * * * With the financial help of the General Education Board, these supervisors and other agents have organized 'home-makers clubs' whose membership in 1915 numbered 5,111 colored girls and 3,408 mothers. These clubs put up over 250,000 quarts of fruits and vegetables and contributed much to the development of pride in home life. The campaign for building rural school houses for colored children was begun as the result of the offer of Julius Rosenwald to supplement the efforts of any rural community to build a school for colored people. The Rosenwald Fund is managed by the Extension Department of Tuskegee Institute. So far, the distribution has been much larger in Alabama than elsewhere. The total sum extended to the end of the school year of 1916 was $93,312. Of this, $45,567 was contributed by the colored people, $27,400 by the Rosenwald Fund, $3,795 by white people of the community, and $16,550 by the State."

The report concluded with the following

"SUMMARY OF EDUCATIONAL NEEDS"

"1. The strengthening or extension of the elementary school system. The only agencies able to supply this need are the State, the county, and the local public school districts.

"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 cooperate 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 industry. In developing this work, school authorities of the counties would do well to consider the possibilities of the Jeanes Fund industrial supervisors.

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"4. More instruction in agriculture and in the problems of rural life, so that teachers and leaders may be developed for a people 80 per cent rural.

"5. Establishment of industrial high schools in cities."

I was able to visit only three of the seventy-two private schools for negroes, Tuskegee Institute, Talladega College, and the Montgomery Industrial School for Girls. (I had previously visited the excellent State Normal School for Negroes at Montgomery, which is one of the two public institutions of higher grade for negroes in the State.)

I shall not attempt any description of Tuskegee Institute, which is widely known throughout the country. I noted two points of interest: First, that the Tuskegee Institute receives an annual appropriation from the State treasury and is recognized as a part of the State educational system; Second, the cordial attitude maintained by the white citizens and the public press toward the Institute.

At Talladega College I was interested to note that although it is the only institution in the State which offers a college course to negro students, the college has a large farm and is giving intensive instruction in practical dairying. I was impressed with the good quality of the work being done, and by the fine spirit of the faculty and the students.

The Montgomery Industrial School is a good example of the value of such schools not only to the negro population, but also to the white community. I witnessed a primary lesson in domestic science in which the girls were instructed that when they came into the kitchen to prepare a meal their hands, their nails, their aprons, and every utensil must be scrupulously clean; that every article of food must be carefully guarded against the slightest contamination or infection, and that their task must be performed with conscientious fidelity. This spirit runs through all the work of the school. These girls, after being trained, go into the white families of Montgomery to cook the food, take care of sleeping apartments, and nurse children. The careful training which they receive becomes a direct contribution to the comfort, health and safety of their white neighbors, while the training which they have received in morals and conscientious industry greatly increases their efficiency.

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THE CONVICT SYSTEM OF ALABAMA

The convicts of Alabama are of two classes: State and county. The State convicts are under the care of the Board of Inspectors of Convicts, one of whom is the president of the board and the chief executive officer; another is a physician known as the associate inspector, whose chief duty is to examine incoming convicts and to decide as to their fitness for work. He has supervision also of the medical work in the different camps.

County convicts again are divided into two classes: those who are worked within the county and those who are contracted for work outside of the county. Those who remain within their own county are entirely under the control of the County Board, without any State supervision. Those who are leased out to contractors outside of the county are subject to the inspection of the Board of Inspectors of Convicts, which board receives reports as to the work and treatment of such convicts.

I commend the excellent system of bookkeeping which has been adopted by the present Board of Inspectors, whereby a monthly balance sheet is made up for each prison camp, showing its exact financial condition, and public property is duly accounted for. Such bookkeeping promotes honesty and faithfulness, and is well worth all that it costs.

I commend also the practice of making daily settlements with the State Auditor, whereby all interest on the convict income goes directly to the State.

The "State Prison Inspector," who works under the State Board of Health, has authority to inspect and condemn county jails and city jails, but has no authority to inspect or report upon county convicts of either class.

The Old Lease System

Alabama is one of the very few states which still retain the convict lease system, this system having been abandoned, I believe, by every state except Alabama, Florida, and North Carolina.

Formerly, under the lease system, the lessee paid a fixed sum per month for the labor of each convict and became

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responsible for boarding, clothing, guarding, disciplining and doctoring the convicts. The State turned over to the lessee all of its responsibility for the prisoners who were reduced practically to condition of slavery. State inspectors visited the camps from time to time, and were supposed to protect the rights of the prisoners; but the supervision was superficial and inadequate. It was for the interest of the lessee to get as much work as possible out of the men, and in many prison camps it was a common thing for prisoners to receive corporal punishment for "failure to perform task." The guards were ignorant and undisciplined, and there was a constant tendency for them to become cruel. Prisoners were frequently shot by nervous and excited guards while attempting to escape. The wardens were men of moderate ability, working for small pay, and they were judged according to their success in getting the largest amount of labor with the smallest expenditure. Prisoners usually received a sufficient quantity of food, but it was usually poorly cooked and badly served. The medical service was often inefficient; hospital accommodations were absent or very poor, prison buildings were of a temporary character, badly built and insanitary.

The Modified Lease System

The convict lease system as maintained by the Board of Inspectors of Convicts has been greatly modified so as to do away with many of its objectionable features. Under the present system in Alabama the lessee no longer feeds and clothes the prisoners. The State appoints a warden for each camp who hires and controls the guards. The State provides food, clothing, bedding and medical attendance. In all of the camps except three mining camps, the State provides guards over the prisoners while they are at work; but under the three mining contracts the lessee takes the prisoner at the mouth of the mine and is responsible for him during the working hours. When the prisoner comes out of the mine he is turned over to the State guard, who takes care of him until he goes to work again the next morning.

I met five prison wardens, in charge of "The Walls" (the central prison at Wetumpka), the two mining camps at Flat

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Top and Montevallo, the Tuscaloosa turpentine and lumber camps, and the State cotton mill at Speigner (the cotton mill is owned by the State and is run on State account). Four of these men appeared to be competent, humane, and trustworthy.

In Alabama State convicts are leased in three coal mining camps, but the system has been so greatly modified from former methods that it has been claimed by some that the lease system no longer exists; but this contention can not be sustained because two essential conditions of the lease system undeniably exist: first, the labor of the convict is sold to a contractor and the products belong exclusively to him; second, in the coal mines where the leased prisoners are employed, the prisoners are taken out of the custody of the warden and his subordinates, during working hours and are under the direction of the employees of the contractor.

In the lumber and turpentine camps the prisoners are under the charge of State guards, during working hours; but the quality of these guards may be judged from the fact that they work for $35 per month, and, if they are all of the quality of the one whom I saw in charge of a gang of convicts, they are incompetent either to control or protect the men under their charge; while on the other hand, the employees of the company were fine, upstanding men who, simply by force of character, manifestly controlled prisoners and guards alike.

Authority of Mining Company's Foremen

I made careful inquiry as to the authority held by the foremen of the mining companies who have charge of the convicts during working hours. The president of the Board of Inspectors and the wardens at Flat Top and Montevallo stated, in answer to inquiry, that the mine foremen had no authority to enforce discipline upon the prisoners in the mine. I asked: "What if two prisoners get to fighting?" The answer was: "He must separate them and report them to the warden." "What if the prisoner refuses to work, or neglects his work?" The answer was: "He must send him out and report him to the warden. He has no authority whatever to compel him to work."

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It seemed incredible that the company's mine foremen who were in exclusive charge of the prisoners for nine to twelve hours daily should have no control over them; but on conversation with intelligent prisoners, by themselves, they made the same statement: namely, that the mine foremen had no authority to enforce discipline, but that it was done by the warden or his deputy outside.

This method was doubtless adopted to protect the prisoners against over-work or mistreatment by the employees of the company; and in some ways, it does work to their advantage. The mine foremen have to get results by persuasion and by stimulating the interest and good will of the prisoners, and they succeed in this to a surprising degree.

The State Can Not Protect Its Prisoners

But under this system, the State does not and can not protect its prisoners from physical injury, accidental death, moral degeneracy, or even from murder. The mine foreman can not check carelessness, quarreling, or vile practices.

The published reports of the Board of Inspectors contain no information as to the number of men disabled by injuries; but I saw a number of men in hospital who had suffered severe injuries. There is, of course, no provision of law to provide for the subsequent support of the many convicts who are permanently disabled by such injuries.

The reports of the board do, however, give statistics of the mortality of prisoners, from which I have compiled some tables which form a melancholy record:

MORTALITY OF CONVICTS—1911 TO 1914 (4 YEARS)

Cause of Death	Number	Per Cent.
Killed by accident	52	18
Killed by convicts	16	5
Killed by officers, or trying to escape	7	2
Total violent deaths	75	25
Tuberculosis and pneumonia	124	42
Typhoid fever	13	4
Miscellaneous causes	91	29
Total	303	100

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MORTALITY OF CONVICTS—1915 TO 1918 (4 YEARS)

Cause of Death	Number	Per Cent.
Killed by accident	72	29
Killed by convicts	28	7
Killed by officers, or trying to escape	9	2
Total violent deaths	110	28
Tuberculosis and pneumonia	171	44
Typhoid fever	16	4
Miscellaneous causes	92	25
Total	388	100

In the four years, 1911 to 1914, 75 deaths (25 per cent), were due to violence and of these 75, 16 were murdered by their fellow convicts. In the four years, 1915 to 1918, 110 deaths (28 per cent), were violent deaths, and of these 110, 28 were murdered by their fellows. Presumably, as a rule, the murdered men were the milder and less criminal ones. In a number of cases, the authorities could not determine whether the deaths were murderous or accidental.

MORTALITY OF CONVICTS IN 30 STATES*

	Number of Deaths		Rate per 1,000	
	White	Colored	White	Colored
1. Arkansas	12	41	59.4	69.3
2. Indiana	7	11	7.3	40.9
3. Michigan	7	3	7.3	40.0
4. Iowa	2	3	4.8	35.7
5. South Carolina	3	21	18.0	30.8
6. Tennessee	6	38	11.4	29.5
7. ALABAMA	3	84	7.2	28.3
8. California	22	8	9.1	25.0
9. Virginia	11	39	31.0	21.8
10. Louisiana	3	35	8.9	21.1
11. Kentucky	6	26	7.5	21.1
12. Ohio	14	9	11.3	21.0
13. Mississippi	3	32	19.5	20.8
14. New Jersey	9	7	8.8	20.0
15. Oklahoma	5	10	9.6	18.6
16. Maryland	3	13	7.6	18.3
17. New York	33	13	8.1	16.0
18. Georgia	.....	36	.....	15.5
19. West Virginia	8	7	13.1	15.2
20. North Carolina	2	7	9.8	13.8

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MORTALITY OF CONVICTS IN 30 STATES*—*Continued*

	Number of Deaths		Rate per 1,000	
	White	Colored	White	Colored
21. Texas	12	27	8.6	12.7
22. Illinois	13	7	6.8	11.5
23. U. S. Penitentiaries	6	8	5.0	11.4
24. Missouri	3	10	2.2	10.8
25. Pennsylvania	9	6	4.6	10.2
30. Kansas	5	3	8.7	9.7
TOTAL, 30 STATES	212	500	8.3	21.1

*U. S. Bureau of the Census, Prisoners and Juvenile Delinquents, 1910.

The foregoing statement shows that while the average negro death rate was 21.1 per 1,000, in Alabama it was 28.3. In the 30 states Alabama had 13 per cent of the negro convicts and 17 per cent of the deaths. She stands seventh in the ratio of negro mortality; but of the six states preceding, two had only three negro deaths each. On the other hand, Alabama stands eighteenth in the ratio of deaths of white convicts; her average being 7.2 per 1,000 as against a general average of 8.3.

Notwithstanding the excellent sanitorium at Wetumpka for tuberculous prisoners, the death rate from tuberculosis and pneumonia is still very high. In the four years ending 1914, 42 per cent of the deaths were from tuberculosis and pneumonia; and in the four years ending 1914, 44 per cent.

The deaths from typhoid fever are remarkably uniform, averaging four per cent for each of the four year periods. I learned that typhoid fever was prevalent in some camps at the time of my visit, and was surprised to learn that the earlier practice of innoculating for typhoid fever had been abandoned.

LENGTH OF PRISON SENTENCES

The Alabama prisons contain an extraordinary number of long term prisoners, as is indicated by the following table:

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Sentenced for life	503	
Sentenced for 99 years	10	
Sentenced for 75 years	3	
Sentenced for 60 years	2	
Sentenced for 50 years	25	
Total for 50 years or more		543
Sentenced for 35 to 45 years	57	
Sentenced for 25 to 35 years	150	
Sentenced for 20 to 24 years	211	
Sentenced for 15 to 19 years	161	
Sentenced for 10 to 14 years	440	
Total 10 to 45 years		1,019
Total for 10 years or more		1,562
Sentenced for 5 to 9 years	397	
Sentenced for 1 to 4½ years	506	
Total under ten years		903
Grand total		2,465

This table shows that 22 per cent of the prisoners have sentences of 50 years or more; 41 per cent have sentences of 10 to 45 years.

The effect of prohibition and the war has been to reduce the number of commitments about 50 per cent, but the decrease of the penitentiary population has been slow because of the large number of long term prisoners, but it will doubtless continue with the steady decrease of crime resulting from prohibition.

The number of prisoners in the county jails of Alabama September 13, 1915, was 1,424; September 15, 1917, 765, a reduction of 46 per cent. In the city of Birmingham a jail was built about four years ago for county prisoners serving sentences. In 1915 this jail contained about 350 prisoners. I visited the jail in August, 1918, and found it standing deserted and empty. The prisoners have been transferred to the old city jail, which contained between 40 to 50 prisoners, less than one-seventh of the population three years ago. Since that time the jail has been turned over to the juvenile court and is being refitted to provide court rooms, a detention home, and special schools for truant and backward children. In Mobile county I visited, in October, 1918, two road camps, and found 28 prisoners

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instead of 50 to 60 prisoners, which was formerly the number. The prison population would be still further reduced if it were not for the number who are sentenced for offenses against the prohibitory law. Public officials complain of the lack of sufficient prisoners to do the public work, but this is a loss which the people of the State will endure with great philosophy.

Personal Earnings of Prisoners

The law governing the Board of Convict Inspectors, Section 6,531, provides that "Convicts may be allowed to work for themselves after the performance of their daily tasks, in such manner as may be prescribed by the rules of the board of inspectors, and the proceeds of such labor shall be disposed of as the board shall provide by rule." The operation of this law is very unequal. At the coal mines the prisoners have an opportunity to work after finishing their task. At the Flat Top mine, it is stated that probably two-thirds of the men earn from $3 to $20 a month extra, and sometimes even $30 or $40 a month. There are similar earnings from over work at the other mines. There is also opportunity for earning extra money at the Tuscaloosa camp where some men earn as high as $15 or even $20 monthly.

At the "Walls" at Wetumpka and at the State farms, there is no opportunity for earning extra money. At the State cotton mills at Speigner, there was no opportunity to earn money by overtime; but in the summer of 1918, the State had a contract to supply cotton cloth for government use. In order to increase the output, the convicts voluntarily consented that the hours of labor should be increased from 11½ hours to 13½ hours per day; but the prisoners were paid extra for the two hours overtime at the rate of $1.00 per week. It amounted in June, 1916, to $847.00 and in October, 1918, to $743.00, averaging about $6.50 per convict.

On September 1, 1918, the hours per day were reduced to the usual rate, 11½ hours, but the result of the extra allowance of $1.00 per week in improving the industry, interest and conduct of the prisoners had been so good that it was

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decided to continue the allowance at the same rate. This payment comes from the revenue of the cotton mill.

A Moral Hazard

The system of leasing prisoners for working coal mines as practiced in Alabama is objectionable, not only because of the extraordinary hazards to the life and limbs of the prisoners but also because it carries a moral hazard which is even worse.

In all prisons there is a tendency to the development of the grossest and most destructive forms of immorality. Only the best discipline and the utmost vigilance can check this tendency. The lease system in the coal mines gives an extraordinary opportunity for the development of these evil practices for the reason that the men necessarily work in small groups of from two to six men in remote parts of the mine where they can not be kept under the immediate observation of the prison officers. But the opportunity for such practices is greatly increased by the fact that, in the effort to prevent abuses by withholding from the mine foremen authority over the prisoners, they no longer have the power or the disposition to attempt to curb this evil. I learned that there is practically no effort to control it in the mines. If prisoners are discovered in misconduct they are reported and punished, but such discovery, if it occurs, is accidental. From such information as I received, I believe that this evil is very widespread. I have reason to believe that it probably involves not less than 25 per cent of the convicts.

The destructive effect of these vices is not confined to the mining camps. The prisoners upon discharge carry with them the monstrous habits which they have acquired in the prison and spread them in the outside community. Their victims are usually young boys or men of feeble mind, and the destructive effect upon the community is incalculable.

The experience of Alabama is not peculiar in this respect. Similar trouble occurs wherever prisoners are employed in mines, even under more favorable conditions as to discipline. I believe that this fact constitutes an insuperable objection

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to the employment of prisoners in coal mines; but if such employment is to be continued, the lease system should be abandoned and the state should open up mines of this kind under the power conferred by the law in section 6484, which provides that the "convict inspectors, with the approval of the Governor, may employ any male convicts, suited physically to do such work, in the mining of coal upon lands acquired by the State, by lease or otherwise." If the State were to work its own mines on State account, the prison officers would be able to exercise a better control over the convicts than is now possible, though it will always be impossible to maintain proper supervision of prisoners in coal mines. This would be possible without new legislation, because section 6568 provides that "Any part of the net income from the hire or labor of State convicts, may, with the approval of the Governor, be applied to permanent improvements or manufacturing * * * looking to the more permanent employment of the convicts of different classes."

Dormitories

The evil referred to is aggravated by the condition of the dormitories at the mines. In those which I saw the prisoners slept upon double beds suspended by wires from the ceiling. The sleeping of two prisoners in a bed is absolutely wrong and should not be tolerated under any circumstance. This is recognized by the Board of Inspectors in their book on Rules and Regulations No. 29, where they say: "All new camps or prisons shall be provided with single beds * * * and in no case shall more than one convict occupy the same bed. * * * It shall be the duty of the Convict Board to further conserve this rule by introducing this system of lodging through the convict system as soon as practicable.

Advantages and Disadvantages of Turpentine Camps

From this point of view, work in the lumber and turpentine camps is preferable to mining. But I find that experienced observers generally agree that the work of the turpentine camps is extraordinarily severe. I received this testimony from intelligent officers both in Florida and in Ala-

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bama. One of the State officers in charge of convicts in Florida said to me: "The work of the turpentine camp is very severe. We do not employ white convicts at this work; they will not stand for it. If we have a long-time prisoner we do not keep him on this work longer than ten years. At the end of that time he is broken down anyhow." Two prison officers in Alabama, experienced in this work, agreed with this view. One said: "If one of the men working in the turpentine camp gets sick it is very hard to bring him up again."

It is the duty of the men in the turpentine camps to score weekly the pine trees from which turpentine is obtained. The scoring consists in making a fresh curved incision one-quarter inch wide, one-half inch deep and about 15 inches long. The ordinary task is for each prisoner to score 9,000 trees per week which amounts to 1,500 each day. If the prisoner works 10 hours per day, that means that in 6,000 minutes he must attend to 1,500 trees, which is an average of one every four minutes, all day long.

I watched the work of a gang of men in the turpentine forest and I should say that they were moving at the rate of three miles per hour. I learned that the prisoners started from the camp soon after six o'clock in the morning. I saw a gang of prisoners marching back to the camp after six o'clock at night and they had still about four miles to go.

The State Account System

The cotton mill at Speigner and the State farms are worked on the State account system. The cotton mill has not always been profitable, but at the present time, it is bringing in a large revenue to the State.

As already stated, at the time of the visit, the prisoners, male and female, were working 13½ hours per day.

The prisoners showed the effect of the extra exertion; but a considerable number of them were apparently actuated by a patriotic desire to meet the demands of the government, and they were stimulated also by the extra allowance for overtime.

The mill employs 155 convicts and the profits for the current year ending September 30th amounted to $227,000.

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The superintendent of the mill appeared to be earnestly interested in the prisoners. He stated that in his judgment the labor of the prisoners was worth fully 80 per cent of the labor of free operatives. On that basis, according to the wages paid outside labor, the prisoners must have been earning for the State at least $2 each per day. I saw negro women free laborers at Chickasaw who were earning $2.50 and were probably not more efficient than the men and women employed by the cotton mill.

The living conditions at Speigner are very unsatisfactory. The dormitory buildings are dilapidated and insanitary. The kitchen and dining room accommodations were meager, and the hospital was inferior.

Women at Speigner Cotton Mill

The most objectionable feature of the cotton mill was the association of white men, negro men and negro women in the same shop and the same room. This arrangement is contrary to the law and contrary to the regulations established by the Board of Inspectors (Rule 33.)

I learned that this association of the prisoners of different colors and sexes was the chief cause of disciplinary troubles and punishments constituting a continual source of discipline. Any experienced observer upon entering the shop could discover immediately a certain tension in the atmosphere arising from this cause.

One of two things should be done: either the women should be removed entirely from the cotton mill and engaged in some outside employment; or the women should be worked in a distinct and separate room from the men. The best way of all would be to establish a prison for women at a distance from any prison for men.

It is true at Speigner, as it is in prisons generally, that the women are worse than the men. Judges are usually unwilling to send women to prison unless they are known to be thoroughly vicious and depraved.

The cotton mill is a legitimate and profitable prison industry. It can furnish employment for an unlimited number

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of prisoners. But if it is to become a permanent State industry, both the prison and the cotton mill should be completely rebuilt and put into first-class condition. The women should be absolutely removed from the cotton mill and a reformatory prison should be established on a separate farm at a distance from any male prison. The women should have employment at farming and dairying. There should also be employment at sewing or other indoor industries for winter.

General farming should be abandoned at Speigner and the farming industries should be restricted to gardening, horticulture, truck farming and dairying. A first-class cotton mill man of the type of the present superintendent of the State cotton mill should be appointed as warden and should be paid a salary such as would be paid in an outside cotton mill for a superintendent.

The cotton mill has earned $227,000 net the past year by the labor of 155 convicts, which is at the rate of $1,450 per convict. I doubt whether that record has ever been equaled by any similar institution. Alabama can afford to take care of the Speigner prison and the Speigner prisoners; she cannot afford not to.

The recommendations above made are in accord with the recommendations of President Matthews of the Board of Convict Inspectors. He proposes that the new cotton mill and prison shall be built by the labor of the convicts out of concrete blocks which are the most economical building material available. This recommendation is entirely practical and I endorse it.

The State maintains several State farms, of which the most important are State farm number four near Montgomery, and the farm at Speigner.

There is a strong movement throughout the country at the present time, in favor of farming as a prison industry. The State of Louisiana is carrying on a large farming enterprise with apparent success. The State of Florida, about four years ago, opened up a farm 17,500 acres in eastern Florida, which has been operated with extraordinary efficiency by Warden Purvis.

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Farming As a Convict Industry

The State farms ought to be the best farms in the State as an example and demonstration to the private farms; but it is impossible in these days to get money out of the farm unless it is put into it.

The farming operations of the Alabama Board of Inspectors have not been very successful for several reasons: First, for lack of good land; some of the farming land is very poor; some of the good land is bottom land where crops have been frequently lost by flood. The inferior quality of the farming land is indicated in Section 6481 of the prison law which says. "The Board of Convict Inspectors * * * may sell any or all of the agricultural lands now used by the State in working convicts * * * *and purchase lands superior in quality.*"

Second, for lack of proper machinery, utensils, and scientific methods.

Third, because few, if any, able-bodied prisoners are sent to the farms. The most efficient prisoners are either held by the counties to work on county roads, or are leased by the State to contractors; while the inefficient and incapable men are worked at the prison farms.

The State farms have been of great value in furnishing an abundant supply of fresh vegetables, but they have not been especially profitable from a financial point of view.

I would urge that the Board of Inspectors in exercise of the powers conferred upon them by law, purchase a first-class farm of 4,000 or 5,000 acres; equip it with modern farm machinery and tractors; put it in charge of a practical farmer who has demonstrated his ability in actual plantation work, and pay him an adequate salary. Then let them assign to the farm 50 or 100 first-class convicts and keep accurate accounts of the operation of the farm, by the thorough system of accounting which has been established in the state of New York, and thus make a practical demonstration of the practicability of profitable farming with State convicts.

A careful inspection and study of the State farms in Mississippi, Louisiana and Florida will enable them to form an intelligent judgment with reference to this matter.

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Work on Public Roads

Work on public roads as well as farming has been advocated by many as a substitute for the convict lease system.

Road work is now being used as a form of prison labor in many states. In some states it is profitable and successful, while in others it is unprofitable, depending upon the plans of organization and methods of administration.

It should be borne in mind that prisoners employed on public works may be abused, neglected or overworked, as well as prisoners leased out to contractors.

I saw two gangs of prisoners engaged in county road work in one county of Alabama. These prisoners were doing reasonably good work. As compared with ordinary free labor, they were probably earning $2 daily per man.

I visited the quarters occupied by these prisoners and their officers. The dormitories were dirty, the bedding was filthy, and the kitchen was repulsive. At one camp the officers had comparatively well-kept tents; but the food was badly prepared and badly served. Apparently, nothing was done to provide proper sanitation. At one camp, the prisoners slept in steel road-cages, which were similar to the cages used for circus animals, except that they did not afford the amount of privacy which would be given to a respectable lion, tiger, or bear.

Road work is a perfectly legitimate method of employing prisoners, provided the officers and guards are competent, and the camps are maintained in proper condition; but my observation of movable camps is that it is a rare thing to find one where there is any suitable application of reformatory methods.

Discipline of the Convicts

In what I say about the discipline of the State convicts I shall not reflect upon any of the State officers in charge. They seemed to me for the most part to be humane and kindly disposed, and to have an interest in the welfare of their charges. Neither shall I reflect upon the employees of the contractors, who also seemed to have a kindly attitude toward the men, tempered inevitably by their obligation to secure as good service as possible for their employers.

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Two Unfavorable Circumstances

As I have indicated, the discipline is inevitably affected unfavorably by two circumstances: first, the lease system, under which the leading object is to secure as large a revenue as possible for the State and as large a profit as possible for the contractor; second, to the division of authority resulting from the effort to mitigate the evils of the lease system, whereby the prison warden can not exercise authority over his men during working hours because he is not with them, and the contractors' agent can not exercise authority because he has none. The result is the demoralization of the prisoner.

Private Earnings of Prisoners

The custom prevails of allowing the prisoners to earn extra money by over-time. The law provides that the "proceeds of such labor shall be disposed of as the Board shall provide by rule." During the past four years the prisoners in the four camps in the mining district have earned and received $143,595 for extra labor and extra coal. Some prisoners have earned as much as $40 to $50 per month.

These extra earnings are produced by the self-denying labor of the prisoners, after they have already done a regular day's work; in many cases having first earned $3 per day for the State. Prisoners earn in this way from $3 to $20 per month for themselves. Prisoners greatly value the opportunity for such extra earnings, and it is possible to make this privilege a means of great improvement in their conduct. I was informed that prisoners at the mines greatly preferred that employment because it gave opportunity for earning. This proved to be only partly true. Many prisoners do prefer mining, while others would rather relinquish their earning privilege than to work under ground. It depends on the disposition of the prisoner and his fitness for mining.

The prisoners are allowed to spend these earnings in any way they choose. They may send them to their families, or buy liberty bonds, or soft drinks, candies, tobacco, canned goods, and so forth. They may purchase underclothing for

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present wear, or other clothing for wear after discharge. Some prisoners buy silk shirts, eight-dollar hats, twelve-dollar shoes, and thirty-dollar suits. I learned, to my surprise, that the prisoners are allowed to gamble at will. Prison officers said that it was natural for prisoners to gamble, and that they would rather use their money in that way than in any other way. Gambling is an offense against the law, and many men are sent to prison for gambling. It does not seem consistent to allow prisoners to do in prison that for which they may be sent back to prison after their discharge. The very fact that gambling is a common vice among prisoners is an indication of its deleterious effect.

These men go to prison because they are reckless, improvident, intemperate, spendthrift and vicious, and there is no vice which contributes more directly to these faults than gambling.

I can see no reason why the prison authorities should not require all earnings of prisoners to be deposited with the prison clerk, and to be withdrawn only on requisition, approved by the proper prison officer.

I can see no objection to the expenditure of a portion of these earnings for harmless luxuries, such as confectionery and soft drinks; but it appears entirely reasonable to compel the prisoner who has a family or dependent relatives to devote a portion of his earnings to their benefit. We require the soldier in France to turn over half of his earnings to his wife. Why should we not require as much of the prisoner?

I can see no reason why the prisoner who has no dependent relatives should not be required to lay aside a portion of his earnings as a fund to be used for his own benefit after his discharge. This money would doubtless benefit him much more if paid to him in monthly installments after his discharge rather than in a lump sum.

Industrious Habits Acquirable

These prisoners are capable of acquiring industrious habits, as is proven by the fact that many of them continue to be miners after their discharge. When the State has as-

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sumed entire responsibility for a man throughout a period of one, two, five, or ten years it should certainly make an effort to reform him, and to restore him to society in such condition that he is likely to continue to be a producer rather than to be a parasite.

The impression seemed to prevail among prison officers that unless the prisoners were allowed to spend the money as they would, even to the point of gambling with it, they would lose all incentive to exert themselves, either in behalf of the State or in their own behalf. My observation of many prisons convinces me that this is a mistake, and that the prisoner will exert himself quite as earnestly if he knows that the greater part of his earnings are to be devoted to his family, or saved for his own future use.

Prisoners a Profitable Asset

The State prisoners are a distinct asset to the State, as is seen by the fact that, leaving out of account the 750 prisoners who are physically or mentally unable to earn anything for the State, the remaining 2,250 turned into the State treasury during the past year $750,000 over and above the cost of their maintenance, an average of $333 per man.

We must not lose sight of the fact that if these men are of value to the State in prison, they may be of much more value after their release. The man who earns $3 a day in prison can earn $4 per day out of prison, which will be used in supporting his family and meeting his obligation as a citizen.

Reformatory Measures Lacking

What is the State of Alabama doing for the reformation of these men? Thirty-two hundred State convicts, during the past four years, have been scattered throughout 13 different prisons and camps in different parts of the State. The State employs a chaplain at $1,500 per year, and the rules of the Board of Inspectors prescribe that the chaplain "shall devote his entire time to the spiritual needs of the convicts, and shall preach to them as frequently as he conveniently can." The Inspectors appropriate $500 addi-

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tional, which is divided among four assistant chaplains. The chaplain may reasonably be expected to preach 100 sermons per year. If the assistant chaplains receive $5 per sermon, that would provide 100 additional sermons, making a total of 200 sermons for 12 camps, which would provide 18 sermons a year for each camp. I find that it is the practice to allow negro convicts who are preachers to discourse to their fellows in the absence of the chaplain or his assistants. The value of this kind of ministration, except as a form of entertainment, would seem to be questionable.

The chief value of the work of a prison chaplain is his personal contact with the men, and his personal influence upon them individually. The chaplain can accomplish but little of this work among so many prisons, and the assistant chaplains, who have charges of their own, can not be expected to do it.

I did not find at any of the camps which I visited any prison school, any Sunday School, nor, except at Speigner, any provision for recreation. I did not find a library, though in some camps magazines are supplied by interested neighbors. The idea seemed to prevail that when prisoners came out of the mine they were too weary to desire any out-door sport; but my observation is that however hard the work may be, the prisoners welcome an opportunity for out-door sport, and that such recreation, if properly regulated, produces a wholesome effect upon them.

In view of the financial product of the prisoners, it appears to me that they have a reasonable claim upon the State to meet these educational and recreational needs.

A Voice From the Grave

These unfortunate conditions have long been recognized. Twenty-five years ago, in 1893, an eminent citizen of Alabama, beloved and admired far beyond its borders, Miss Julia S. Tutwiler, made a unique report on the social conditions of Alabama, which she put in the form of a Methodist class meeting, in which "Sister Alabama" speaks.

Among other things, she said: "My convict system is entering upon a period of transition. * * * In the days

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of my deep poverty, through utter inability to feed and clothe my wayward children, I was compelled to adopt the lease system, which has been well described as one that combines all the evils of slavery without one of its ameliorating features. * * * In my domain alone this system has been lightened by the establishment of night schools, taught by Christian prison missionaries, who also have charge of daily hospital services, of Sunday schools, and the Prison Christian Association. The inadequate number of teachers and the presence of two races which keep instinctively apart lessen very much the efficiency of these schools."

It is to be regretted that the night schools to which Miss Tutwiler referred have been discontinued.

Miss Tutwiler went on to comment on the absence of the juvenile reformatories, which have since been established in the State, and she closed as follows: "O, Sister Alabama, Sister Alabama! put on sackcloth and ashes, and weep and fast and pray that you may be forgiven for having treated your sons so ill that they have dared to weigh a human soul against the sparkling dust of earth which we call silver and gold."*

THE BOARD OF INSPECTORS OF CONVICTS

The Board of Inspectors of Convicts has a large responsibility. They have under their care about 3,000 convicts, located in 10 or 12 different camps. They have also a degree of responsibility for county convicts who work under the lease system. They are responsible also for shaping the general policy of the State with reference to convicts. They have authority to buy and sell land, to organize new plans for employing prisoners, to make and cancel contracts at discretion, and even to open and develop coal mines on State lands, if they deem it expedient.

The Board of Inspectors controls the income from convict labor. They turned into the State treasury in 1917 $1,717,000, and in 1918, $2,115,000, and produced a net revenue, over and above the cost of maintaining the convicts of $506,000 in 1917 and $775,000 in 1918.

*Proceedings of the National Conference of Charities and Correction 1903, p. 29.

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Prison management is a specialty and is a technical job. It calls on the one hand for a high order of business ability for the wise and economical handling of the revenues and, on the other hand, for a high degree of technical skill in order to deal wisely with the human material which is committed to their charge; and to adopt such methods and measures as shall not only make the prison labor profitable to the State, but shall also conserve the health of the prisoners, shall train them for useful service in the community, shall provide proper moral and religious influences.

It is impossible for inexperienced inspectors to perform successfully these reformatory duties. Even with the best will in the world, a certain amount of experience and of observation of reformatory methods in other states is indispensable.

The most important duty of the Board of Inspectors is to establish such reformatory methods as shall return as many as possible of the prisoners to society with such improvement of character as shall make them law-abiding, industrious and useful citizens. This involves the establishment of Sunday schools and night schools, industrial training, wholesome recreation, decent living conditions, classification of prisoners so as to prevent the contagion of vice and to establish a wholesome and cheerful spirit among the prisoners.

Under the present law, the greatest burden of responsibility rests upon the president of the Board of Inspectors, who is its chief executive officer. In the past four years there have been four presidents of this Board, three of whom have retired after a brief term of service. The present president of the Board is keen, energetic, studious, and appears to have an earnest desire to bring the convict system up to modern standards of efficiency, humanity, and reformatory work. He has had a training at the cost of the State which has greatly increased his efficiency and value. He appears to have a thorough understanding of the business end of the proposition, and to be earnestly studying the penological part of it.

I think that it is fair to say that he is worth $5,000 more per year, as a public servant, than he was when he entered

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upon his present job. If past policies prevail, he will be dismissed on the first of January to give place to another man, chosen, not because he is better qualified to do the work, but because he has rendered useful political service, or because he is personally agreeable to the new administration.

I have very little acquaintance with the present president of the Alabama Board of Inspectors and I have no personal interest in him whatever, but I am frank to say that I believe that it would be an expensive mistake to supersede him unless there should be available a man thoroughly qualified by training and experience in prison administration, to take his place.

I did not meet either of the other two inspectors, and have had no observation which would enable me to form an intelligent opinion as to their special qualifications for their work; but the same general principle prevails, namely, that it is a mistake to substitute an inexperienced man for an experienced man on an expert job; and if those two men are as good as they ought to be, it will be for the interest of the State to retain them.

The physician inspector should be an expert in physical examination and diagnosis. He should thoroughly understand the standards of sanitation and of hospital equipment, organization and administration, and should be a man of high standing in his profession. The associate inspector should be a man of practical business experience with knowledge of human nature and should be qualified to act as an intelligent associate and counsellor of the president of the Board. He should by no means be a figurehead.

Prison Wardens

The prison wardens should be men of sterling character, and experienced in selecting and directing subordinates. They should be men with a natural gift for handling prisoners, and should be able to control them with little or no corporal punishment. I was interested to discover that at Wetumpka—(the Walls)—corporal punishment has practically been abolished. Some one remarked that this was easy

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because of the absence of the labor problem which exists in the other institutions under the Board of Inspectors. As a matter of fact, it is often more difficult to maintain good discipline in an institution where many of the inmates are idle than in one where they are all of them regularly employed. Many people suppose that corporal punishment is indispensable for the control of prisoners who are ignorant and debased, but it has been demonstrated that ignorant prisoners can be controlled without corporal punishment by officers of the right temper and training. Some prison officers, like some school teachers, seem unable to maintain good discipline without it. There is a marked difference in the amount of corporal punishment in the different camps, and I believe that this difference is to be explained as above stated.

The State Prison Inspector

The State Prison Inspector is not, as his title would seem to imply, an inspector of State prisons, nor indeed is he exclusively an inspector of prisons. He is an inspector of jails, almshouse and other institutions.

For some reason which I do not understand, the work of this officer has been restricted, almost entirely, to jail inspection, while the inspection of almshouses is entirely secondary. It is very important to protect the interests of the prisoners and the other inmates of county jails, but it is certainly equally important to protect the helpless inmates of the poor houses. I inspected a considerable number of jails and poor houses, and I was painfully impressed with the difference between the efficiency of the jails and the deficiency of the poor houses. The county jail system of Alabama has been improved probably at least 50 per cent by the work of the prison commissioner, and there is no doubt that a similar improvement may be made in the condition of the almshouses by the same kind of work. I am very glad, therefore, to learn that the newly appointed State inspector is addressing himself to the improvement of the almshouses.

The State Prison Inspector should have authority to inspect the county convict camps, the county prisoners who

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are leased out and the State convict camps. The prison officers who are striving for good administration will welcome his advice and co-operation. Those who either through ignorance or indifference are making no effort in this direction will be stimulated to such improvements as have already been made in county jail administration.

A State Board of Public Welfare

It appears most desirable that the office of the State Prison Inspector shall be so reorganized as to assume the duties of a State board of public welfare with powers and duties similar to those of the North Carolina State Board of Public Welfare and other similar boards. It should cover the entire system of charitable and correctional institutions, public and private, together with the administration of the child labor law, throughout the State.

The powers of this board, like those of the present State prison inspection, should be advisory and not administrative, with one exception. The board should have administrative power to deal with the interests of dependent and neglected children: such power as is possessed by the state boards of charities in Maine, Massachusetts, New Hampshire, Ohio, Indiana and California and the state boards of children's guardians in New Jersey and the District of Columbia.

The powers of this board with reference to dependent and neglected children should include: authority to pass upon applications for charters for children's institutions; authority to issue or withhold an annual certificate to every child welfare institution and society in the State; authority to establish a State bureau for the physical and mental examination of dependent and neglected children; authority to act as guardians of dependent and neglected children who are not otherwise provided for, and to place such children in family homes or to commit them to suitable institutions.

This board should have authority to inspect all charitable and philanthropic institutions in the State, to prescribe forms of registration and report and to make investigations when necessary.

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The board of public welfare should consist of four men and two women appointed by the Governor, to serve without pay, but their expenses should be paid. The members should have a six-year term, one to go out each year. They should have authority to appoint an executive secretary who should be a trained social worker selected solely with reference to his fitness for the job. He should be selected like a school superintendent, wherever the best man can be found in the United States. His salary should be sufficient to command the services of a first-class man. Subordinate employees of the board should be appointed by the executive secretary, subject to the approval of the board. It is desirable that the secretary and his subordinates should be selected by a civil service examination.

The present State Prison Inspector is nominally working under the State Board of Health, but he is not appointed by that board and his department is, in reality, independent. The State board of public welfare should work in close harmony with the State Board of Health but there is no advantage in making it subordinate. The departments of public health and public welfare are each important enough to stand alone.

The State board of public welfare would cover the subjects of dependents (including almshouses and poor relief, sanatoria for tuberculosis, child-helping societies, orphanages and children's homes); delinquents (including prisons, State convict camps, county jails, county convict camps, juvenile reformatories, juvenile courts, probation and the parole system); defectives (including insane, feeble-minded, epileptics, cripples and incurables); also the administration of the child labor law.

THE PAROLE SYSTEM

I earnestly commend the system of paroles which has been developed under your administration and which is directly in line of the most modern and beneficial prison reform.

You have instituted two kinds of paroles: first the temporary parole under which you have permitted well-behaved

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and deserving convicts to go to their homes in order to attend a funeral or to visit a sick friend or to assist in farm work. The results of this plan have been amazing. The president of the Board of Convict Inspectors reports that "out of the 585 temporary paroles issued by you, only five violated their paroles and failed to return," and that "when a man returns from a temporary parole he comes back like a new man and makes a better prisoner."

This experience demonstrates the fact that has been proven in many prisons in recent years, namely, that prisoners, like other people, when they are trusted usually make good. On the other hand if they are treated with doubt and suspicion they are likely to justify the suspicion.

The second form of parole which you have instituted is the permanent parole, or conditional pardon, under which prisoners who are especially deserving or whose cases present mitigating circumstances, such as previous good character, extraordinary provocation or excessive sentences, are released, subject to re-arrest in case of violation of the conditions prescribed in the parole.

I understand that it has been your practice to grant permanent paroles only to such prisoners as are believed to have acquired such a character that there is good reason to anticipate that they will lead upright and honorable lives and make good citizens. I understand also that you have sometimes paroled other prisoners, shortly before the expiration of their sentences, in order to exercise a restraint upon their subsequent conduct.

So far as I am informed the systematic use of the permanent parole system was first instituted about 25 years ago by Governor William R. Merriam, of Minnesota, on my own recommendation. He notified the board of inspectors that he would establish such a system on the following conditions:

1. All applications for parole to be presented to the board of inspectors through the warden and to be granted by the governor on recommendation of four out of five members of the board.

2. The board to establish a system of grades and marks in order to promote reformation and to assist in judging the prisoner's character.

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3. The board not to receive any petitions or hear any argument from any outside party with reference to the parole.

4. The sole question to be considered by the board to be: has the prisoner established such character that there is good reason to believe that he will lead an upright and honorable life.

5. Paroles to be conditioned on good behavior, total abstinence and good company; subject to recommitment for violation.

6. Parole not to be granted until the prisoner had served at least one-half of his sentence.

The plan worked so well in Minnesota that Governor (now U. S. Senator) Knute Nelson, who succeeded Governor Merriam, recommended the establishment of a parole system by law, which has prevailed ever since with excellent results.

President Matthews, of the Board of Convict Inspectors, recommends the establishment of the indeterminate sentence and the parole system by law. Such laws have been passed by most of the states of the Union and there is general testimony as to their good results. I heartily concur in this recommendation.

A PRISON PROGRAM

I recommend the following prison programme:

1. The passage of an act for the establishment of an adult probation system similar to the probation system already established for juvenile delinquents.

2. An act establishing the indeterminate sentence and parole system along the lines already developed by the Governor through the use of conditional pardons or paroles.

3. The establishment of a system of probation and parole officers to supervise adult prisoners placed on probation or parole.

4. The abolition of all county camps and all leasing of county prisoners and the commitment of all prisoners sentenced for thirty days or more to the State penitentiary.

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5. Legislation for the abolition of the system of leasing prisoners for coal mines, turpentine camps or other work, as soon as other provision can be made.

6. The establishment of two State farms, one for men and one for women on land of good quality, not subject to floods and with first-class farm machinery, tractors, etc. The dormitories and domestic departments should be of the type found at State Farm Number Four, but the buildings should be of better quality. Concrete floors should be used throughout.

7. The reconstruction of the prison and cotton mill at Speigner in accordance with the recommendation of the president of the Board of Convict Inspectors.

The cotton industry at Speigner should be organized on the principles contained in the bill introduced in Congress by Hon. Hoke Smith, of Georgia, and now pending, which provides:

(a) That the factory shall be organized like other cotton mills.

(b) That the product shall be sold at regular prices and that in fixing prices the labor of the convicts shall be included in the price at the same rate paid for similar labor outside.

(c) That the convicts shall be placed on wages equal to those paid for free labor of equal value.

(d) That the convicts shall be charged with the cost of their maintenance which shall be deducted from their wages.

(e) That a suitable part of the wages of convicts shall be paid over for the maintenance of their dependent relatives, if any exist.

(f) That if the convict has no dependent relatives his wages shall be deposited for his benefit to be paid after his discharge (preferably in monthly installments).

8. The women convicts should be immediately removed from Speigner and placed upon a prison farm, at a distance from any male prisoners. They should be placed in charge of women officers. Farming, gardening, horticulture, dairying and poultry-raising have been found to be excellent industries for women convicts. Prisons for women

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have been established on this basis in New York, New Jersey, Pennsylvania, Virginia and other states.

9. Convict prisons should be subject to the visitation and inspection of the State Prison Inspector.

Child-Caring Institutions and Agencies

I have not attempted to discuss the child-caring institutions of the State in detail because they are sufficiently covered in the excellent report of Prof. Lee Bidgood, of the Alabama State University, which forms part of the general report of the National Child Labor Committee entitled, "Child Welfare in Alabama." Prof. Bidgood lists the following institutions for dependent and neglected children:

LIST OF INSTITUTIONS

Institution and Location	*Children on hand, 1918*	
I. *For defective children*:		
Alabama School for the Deaf, Talladega	187	
Alabama School for the Blind, Talladega	102	
Alabama School for the Negro Deaf and Blind, Talladega	52	
		341
II. *For Dependent Children*:		
A. Municipal—		
City Welfare Home, Birmingham	5	
		5
B. Private—		
1. Denominational:		
Alabama Maternity and Infants' Home, Birmingham	42	
Alabama Methodist Orphanage, Selma	83	
Atheneum Orphans' Home (Catholic), Birmingham	103	
Church Home for Orphans (Episcopal), Mobile	43	
Louise Short Baptist Widows' and Orphans' Home of Alabama, Evergreen	166	
Orphans' Home of the Synod of Alabama (Presbyterian), Talladega	72	
St. Mary's Female Orphan Asylum (Catholic), Mobile	85	
St. Mary's Industrial School and Orphanage (Catholic), Mobile	92	
Salvation Army Rescue Home, Birmingham	7	
		693
2. Interdenominational or Undenominational:		
Colored Old Folks and Orphans' Home, Mobile	3	
Mercy Home, Birmingham	83	
Mercy Home Industrial School for Girls, Birmingham	31	
Protestant Orphan Asylum, Mobile	54	
		171

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Institution and Location	*Children on hand, 1918*	
3. Fraternal:		
Alabama Masonic Home, Montgomery	128	
Alabama Odd Fellows' Home, Cullman	106	
		234
III. *For Delinquent Children*:		
A. State—		
Alabama Boys' Industrial School, East Lake	375	
Alabama Reform School for Juvenile Negro Law-Breakers, Mt. Meigs	298	
State Training School for Girls, Birmingham	57	
		730
B. Municipal—		
Boys' Detention School, Mobile	9	
Girls' Detention Home, Mobile	3	
Detention Home of the Jefferson County Juvenile Court, Birmingham	5	
Detention Home of the Montgomery Juvenile Court, Montgomery	0	
		17

TOTALS

For Defective Children	3	Institutions	341
For Dependent Children	16	Institutions	1,103
For Delinquent Children	7	Institutions	747
Grand Total	26		2,191

I visited the three institutions for defectives at Talladega. It being vacation time, no pupils were present, but the general impression as to the administration and spirit of the three institutions was favorable. Each one of them, however, is in need of additional equipment. The allowance per pupil for all three schools is $230 per year for each pupil. All repairs and improvements and, as a rule, all new buildings have to be paid for out of this allowance. This appropriation is inadequate, in view of the increased cost of living and salaries. The instruction in these schools is technical and requires teachers of special training who command high salaries. In the state of New York the appropriations for pupils in schools for the deaf were increased in 1916 to $350 and $375 per pupil, while the average weekly cost to support pupils in schools for the blind was $10.16 per pupil, which would be at the rate of about $400 per year.

Of the institutions for dependent children, I visited the Orphans' Home of the Synod of Alabama at Talladega, St.

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Mary's Female Orphan Asylum, St. Mary's Industrial School and Orphanage for Boys, and the Protestant Orphan Asylum at Mobile, the Mercy Home and Industrial School for Girls at Birmingham, and the Alabama Masonic Home at Montgomery.

Of these institutions only two have adequate modern equipment,—the Mercy Home and Industrial School for Girls at Birmingham and the Masonic Home at Montgomery. The Mercy Home and Industrial School is admirable, both in its equipment and its administration. It is supported by an appropriation of $5,000 per year from the State treasury, but is administered by a private board of trustees. The State appropriation of $5,000 is no longer sufficient. It should be increased.

The Masonic Orphans' Home is a new institution. It has a beautiful auditorium building containing school rooms and a well-equipped hospital. The children's dormitories are not very satisfactory. There are very attractive separate cottages for the old people who are admitted to the Home. The children appeared to be happy and unconstrained.

The Presbyterian Orphanage at Talladega is fairly well equipped. It has a good cottage for older boys and quite a good equipment for manual training. The Orphanage owns a farm of nearly 400 acres which produced last year an income of about $1,100 toward the support of the children.

St. Mary's Female Orphan Asylum at Mobile has a delightful and wholesome atmosphere; but the buildings are old and meagerly equipped. The girls spend the summer at a summer home across the bay with great enjoyment and benefit to their health. The summer home has a private pier and an inviting bathing beach.

St. Mary's Industrial School and Orphanage for Boys, at Mobile, occupies some ancient and worn-out buildings. The porches and fire escapes on the rear of the building were in a dangerous condition. The brothers appeared to be devoted to the boys and to maintain a cheerful spirit of good will.

Alabama has 16 institutions for dependent children with a total of 1,189 children. This is a very small number for a state of 2,000,000 inhabitants. It amounts to 54 for each

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100,000 inhabitants; whereas the average for the United States is about 120 for each 100,000; and in the state of New York it amounts to about 330 for each 100,000.

The people of Alabama can well afford to provide generously for the orphanages which it has already started. They should see to it that each of them has complete modern equipment, and that the means are provided to give the children the best possible start in life. Alabama does not need to build any more orphanages for many years to come, except that there should be a good well-equipped orphanage for negro children who cannot be properly provided for in family homes. There is an immediate need of such an orphanage to care for 200 to 300 children. It might well be established and maintained by the State, or it might be organized by the Colored Federation of Women's Clubs and maintained by joint contributions of negroes and whites.

If, however, Alabama is not to build additional orphanages it is indispensable that there shall be a well-organized society for placing children in family homes, similar in its plans and methods to the children's home societies of Kentucky, Florida and Mississippi, each of which is spending more than $50,000 per year in collecting, training and equipping homeless children and placing them in selected family homes.

Such a society has recently been organized under the name of the Alabama Children's Aid Society with Hon. Samuel D. Murphy, Judge of the Juvenile Court of Birmingham as president. Under his intelligent leadership this society bids fair to take its place by the side of the three societies which have been mentioned. But the Alabama Children's Aid Society cannot do efficient work unless it has adequate support. It should have an income of $25,000 for the year 1919, which should be gradually increased from year to year as the work develops.

The Alabama Children's Aid Society is State-wide and undenominational. Its aim is to provide for the neglected or homeless children who are not otherwise provided for throughout the State, and it ought to have the co-operation and financial support of all good citizens of Alabama.

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DEPENDENT AND NEGLECTED CHILDREN

The circuit courts, in the exercise of chancery powers, have original jurisdiction over dependent, neglected and delinquent children. The probate court has jurisdiction in the appointment of guardians and the apprenticing of children. Employers of labor are required to attend to sanitation and ventilation, to provide sanitary drinking fountains and toilets. The State Board of Health is authorized to adopt regulations for the prevention of infant mortality and for the collection of vital statistics. School authorities have power to require health certificates, to regulate dental hygiene, and to provide for compulsory vaccination or other preventive measures. In a few communities these measures are effectively developed but in a greater part of the State, especially in rural districts, little has been accomplished.

In Birmingham, the Children's Hospital was established in 1911. In many general hospitals, children's wards have been established. Excellent juvenile courts have been established in Birmingham, Mobile and Montgomery. They are especially notable for the quality of the judges and the probation officers, both white and negro (the judges and the probation officers are the heart and soul of the juvenile court). The law defines "delinquency" very broadly and then declares that "generally, any child who so deports himself or is in such condition or surroundings or is under such improper or insufficient guardianship or control as to endanger the morals, health, or general welfare of said child, shall be deemed a ward of the State and entitled to its care and protection; and the State shall exercise its rights of guardianship and control over such child."

This is a splendid bill of protection for neglected childhood, but, at present, it is effective only in the five or six counties where probation officers have been appointed. It is commonly believed that probation officers are needed only in the larger cities, but really they are more needed in the rural counties because, in the city there are hospitals, orphanages and societies which will do something for the child; but in the country none of these organizations exist.

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The court is established by law in every county, and the American Bar Association uniform desertion law really makes the circuit court also a court of domestic relations with authority to pass upon all matters affecting child welfare, but many counties do not operate under the desertion law and the teeth of that law were taken out when the Supreme Court ruled that the part of the law which provided for the payment of the earnings of the prisoner to his wife for the maintenance of her household was unconstitutional. It is most desirable that a constitutional method should be provided whereby this beneficent provision of the law can be made effective. Under the present law a prisoner may be able to earn $20.00, or $30.00 a month for himself, and he may squander it upon silk shirts and Stetson hats while his family is suffering at home. I would raise the question whether the present provision of the penitentiary law whereby the inspectors have authority to prescribe the use to be made of over-time earnings does not give them sufficient authority to require the prisoner to send part of his earnings to his family. It is certainly contrary to public policy that the man sent to prison for desertion should be allowed to earn money in prisons and use it exclusively for his own benefit while his wife and children are made paupers at home, to be maintained by public funds.

Child Labor

The Alabama Child Labor Committee was organized about 1900. The National Child Labor Committee was organized in 1904. In 1915, the Alabama State Legislature passed the present Child Labor Law. This prohibits the employment of children under fourteen years of age, in gainful occupations, except agrieulture, domestic service and certain street occupation, such as newspaper selling.

Children under 16 years of age are forbidden to work more than 11 hours daily, or 60 hours weekly; and they must attend school at least 8 weeks in the year. They must not be employed in dangerous occupations. Children under 18 years of age cannot be employed as night messengers. Employment certificates are issued by school superintend-

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ents, or principals or their authorized agents. Owners of establishments where children are employed are required to make special provision for the protection of their health and morals.

The enforcement of the law is committed to the State Prison Inspector who is also State Factory Inspector. This legislation, though valuable is very incomplete; but public sentiment is growing in favor of more effective legislation, which is advocated by many progressive employers. It is now seen that laws should be enacted to protect children employed in agriculture and domestic service, as well as manufacturing.

Compulsory School Attendance

Child labor laws and compulsory school attendance laws go hand in hand. If a child is forbidden to work he must go to school, not only to get an education, but also to keep from the temptations of the street. If he is required to go to school, the law must release him from labor, when school is in session. If children between the ages of 14 and 16 are allowed to work, they should still have the privilege of part-time continuation school.

Unfortunately the child labor law and the compulsory school attendance law of Alabama have not yet been harmonized. They do not agree as to ages and school periods and the school attendance law is subject to local option. The next forward step will be to make its application universal and to harmonize the two laws.

The Child Welfare Survey By the National Child Labor Committee

In the spring of 1918, the National Child Labor Committee, by request, undertook a comprehensive survey of the child welfare activities of Alabama. This survey was made under the general supervision of Dr. Edward N. Clopper of the National Child Labor Committee, and under the immediate direction of Mr. W. A. Swift, of Greensboro, North Carolina. The field work was done and the reports of the different sections were written by the following named peo-

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ple, each of whom has exhibited the facts discovered in his department and has offered recommendations for legislation and community action:

I. Public Health, by J. H. McCormick, M. D., of the School of Medicine of the University of Alabama.

II. Education, by James J. Doster, Dean of the School of Education, University of Alabama.

III. Rural School Attendance, by Miss Eva Joffe, statistician, of the National Child Labor Committee.

IV. Child Labor Law Administration, by Miss Florence I. Taylor of the National Child Labor Committee.

V. Juvenile Courts and Probation, by Mrs. W. L. Murdock, of Birmingham.

VI. Child Caring Institutions and Home Finding, by Lee Bidgood, Professor of Economics, University of Alabama.

VII. Recreation, by Miss Gladys M. Gleeson, of the National Child Labor Committee.

VIII. Laws and Administration (a summary and discussion of the recommendations contained in the report).

The reports submitted by the experts contain 100 recommendations, either for legislation or for action by public or private authorities, as follows:

	Primary Recommendations	*Secondary Recommendations*
I. Public Health	6	15
II. Education	12	6
IV. Child Labor Law Administration	11	.....
V. Juvenile Courts and Probation	15	4
VI. Child Caring Institutions	2	18
VII. Recreation	4	7
Total	50	50

Perhaps no more important and significant public document has ever been published in Alabama than this report. Its 100 recommendations demand the careful study of every educator, every legislator and every intelligent citizen of the State. They should result in concrete legislation and improved administration.

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I concur in most of the recommendations, but it is not possible to discuss them in the narrow limits of this report. I can only urge their importance.

Some of these recommendations call for immediate action; some should materialize within the next two or four years; others should develop gradually with the evolution of the social institutions of the State. Without attempting to indicate the order in which they should be developed I will simply mention 25, which seem to be of the most urgent importance:

I. *Public Health—*
- (a) Enlargement of the scope of the State Board of Health.
- (b) Increase of its appropriation.
- (c) School medical inspection.
- (d) A model vital statistics law.

II. *Education—*
- (a) State Board of Education.
- (b) Improved State financial policies to provide educational funds.
- (c) Compulsory education.
- (d) Public kindergartens.
- (e) Full-time probation and truant officers.
- (f) Provision for backward children.

III. *Juvenile Courts and Probation—*
- (a) Combined probation and truant officers. (See II (e).)
- (b) Amend non-support law.
- (c) Forbid commitment of dependent children to institutions for delinquents.
- (d) Abolish apprenticeship.
- (e) A State Board of Public Welfare with Child Welfare Department.

IV. *Child Labor Law Administration—*
- (a) Conformity with State Education Law.
- (b) School attendance of working children.
- (c) Departmental agency to enforce child labor law.

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V. *Child Caring Institutions*—
- (a) An institution for feeble-minded.
- (b) A training school for negro girls.
- (c) Supervision of children in institutions.
- (d) A State Board of Public Welfare. (See III (e).)
- (e) A Children's Code Commission.

VI. *Recreation*—
- (a) Organization of school recreation.
- (b) Park systems.
- (c) Regulation of commercial amusements, including dance halls and motion pictures.
- (d) Extension of recreation work to rural communities.

THE LABOR PROBLEM

The labor problem in Alabama is more complicated than in any other Southern state because of the great and growing industrial development of the State. This development has not only resulted in bringing in a considerable emigration of foreign labor and skilled labor from Northern States but it has also affected materially the negro labor problem. The situation has been further complicated by the great demand for labor in building cantonments and in developing the great shipping plant at Chickasaw, near Mobile.

These enterprises, together with the demand for labor from Northern States, have raised the wages of labor to such a point as greatly to affect agricultural work and also, through the demand for women's labor, to affect the problem of domestic labor. It is impossible to predict at this time the outcome but it indicates a permanent change in labor conditions and calls for wisdom, patience and statesmanship to meet the changing situation.

Negro Emigration

I heard much of negro emigration in Alabama, South Carolina and Mississippi, and in different parts of the North. It was generally agreed by Southern whites that negro emigration is undesirable, from the standpoint of both races,

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and that it is desirable that the negro should remain on Southern soil, which is his natural home, and where he is needed, and the same opinion is held by many Northern whites and many intelligent negroes; nevertheless, an undetermined number of negroes, amounting perhaps to as high as one hundred and fifty thousand people, have emigrated to Northern States from Alabama.

SOCIAL WORK OF CORPORATIONS

A number of the industrial corporations of Alabama are gradually developing social work for their employees; some of them in a very crude and imperfect way, others with much efficiency. Limitations of space forbid the elaborate discussion of this subject, but I call attention to two instances:

The Tennessee Coal & Iron Company, with its subsidiary shipbuilding company at Chickasaw, near Mobile, are developing one of the most complete and efficient social organizations in the United States, including the Department of Social Science, the Department of Health and Sanitation, and the Department of Safety.

The Department of Social Science includes the divisions of Welfare, Education, Recreation and Horticulture, each with a competent division director. The magnitude of the work is indicated by the fact that the Department of Social Science employs about two hundred people.

The company is developing a number of workmen's villages at Ensley, Fairfield, Docena, Edgewater, Bayview, and Chickasaw. At each of these places there are two villages, one for whites and one for blacks. At Ensley and Docena the company is reconstructing houses and other buildings which were built many years ago. At Fairfield and Chickasaw they are establishing brand new villages. In all of these villages the houses vary in size, arrangement and color. For the most part they stand on broken ground and on winding streets which give a pleasing variety. The houses are well built, all of the new ones have running water and interior toilets which are being introduced gradually into the old houses. They rent at about $3 monthly per room.

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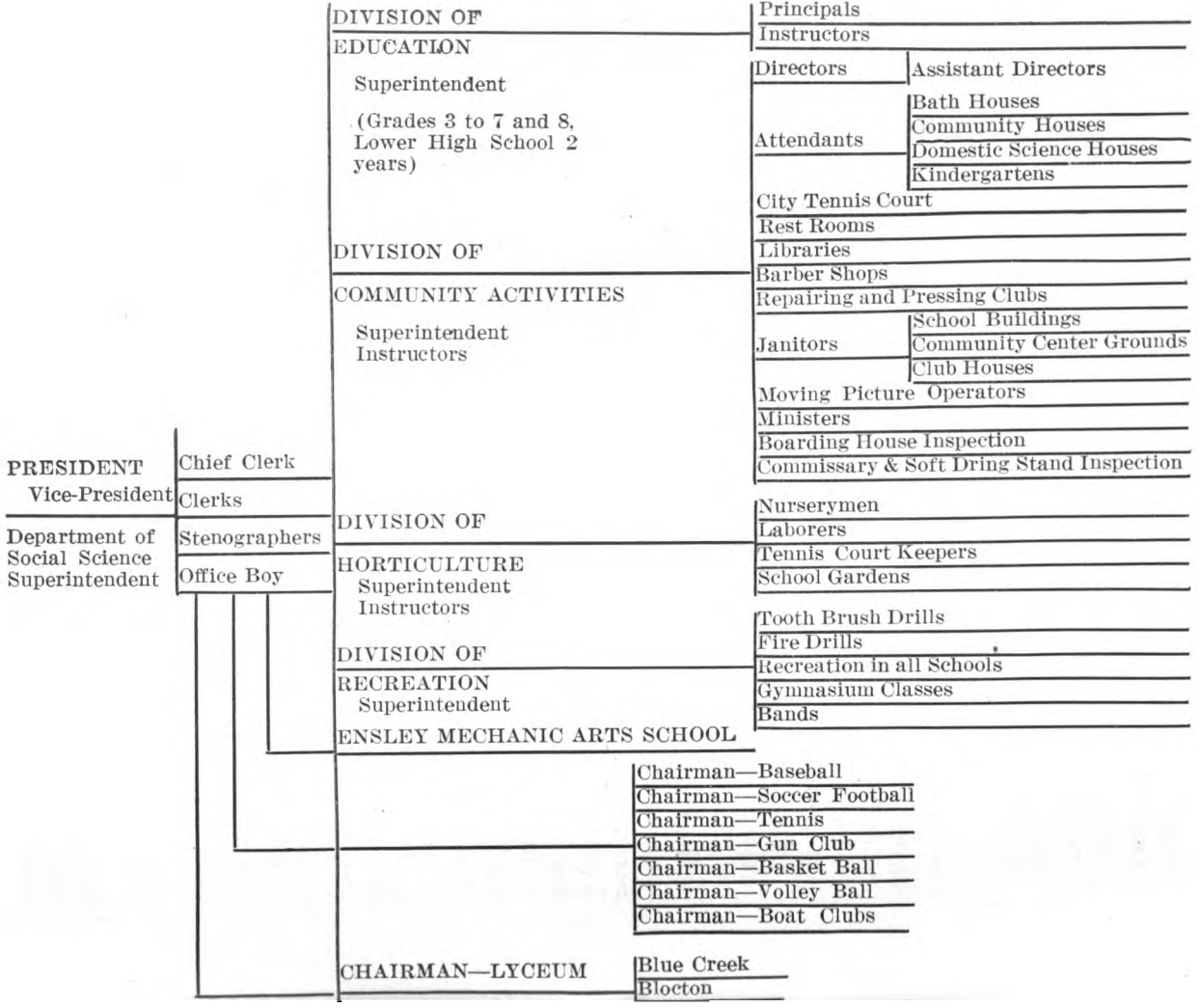

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Each village has one or more parks and play grounds, a model school building, well built and well lighted, an instructors' home for teachers and social workers, a club house for men and a community house for the use of the women and children and for social gatherings of men and women. Each village has one or more churches, built by the company and furnished rent free to the religious organizations, and a public bath house equipped with showers and tubs and with separate departments for the two sexes. Several villages have cottages especially provided for teaching domestic science to the girls.

The streets are well laid out and gradually cement curbs and cement sidewalks are being laid.

In the several villages social workers are employed, for each of the two races, full time, to promote the social activities, and teachers are employed for the public schools, whose salaries are paid from the public funds, as far as those funds will go, the pay being supplemented by the company so as to provide adequate salaries for the full nine months term. All of the teachers are either college or normal school graduates and all of them hold teachers' certificates. The company sends a selected group of teachers each year to a summer school. Some go to Chicago University, some to Columbia University and some to other schools, at the company's expense.

All of the facilities provided by the company—houses, schools, churches, clubs, teachers are of equal quality and like cost for the two races.

This social work is of necessity, paternalistic to a degree, at the beginning, because the people are without experience or training and their social sense has to be developed. But it is the constant effort of the department of social science to develop the initiative, independence and self-support of the people. They get the church building rent free but are expected to pay the preacher, at least in part. The department organized a man's club and financed it for the first year. At the end of the year the club had $700.00 in the treasury. They were then given the building rent free and were thrown upon their own resources under such rules only as were necessary to insure the proper care of the property.

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The department has great difficulty in persuading the tenants to adopt such standards of housekeeping as will correspond to the class of houses in which they live. This difficulty will be gradually overcome by the training of the children in the public schools, the community houses and the play grounds; but in the meantime the department is dealing with the older people with as much wisdom and patience as they can command. There is a growing appreciation of the opportunities and privileges which are extended and an increasing stability of the better class of workmen in those villages where they and their children can enjoy these benefits.

Dental Clinics

In 1915 a dental surgeon was employed by the company to care for the teeth of the children in the schools, and in December, 1916, a dental clinic was established at Fairfield. From this beginning have grown up eight dental clinics in as many villages. Each village has a carefully selected dentist employed on a straight salary and supervised by a chief dentist and by the superintendent of the health department under which this system operates. The dentists work three days per week for white patients and three for colored. A schedule of charges, on an average, 50 per cent or more below the charges made by city dentists is posted in every dispensary. An estimate is made in advance, and signed by the patient, authorizing a deduction from his monthly pay. A dental inspection is maintained in the schools. If defective teeth are found, a note is sent to the parents, as follows: "The teeth of your child are in need of a dentist's care. The Department of Health will furnish the services of a competent dentist without charge. If you are willing to have this work done, please sign and return to teacher." (Signed by the teacher.)

Regular tooth brush drills have been established. The children march to the victrola, form in order, and execute the tooth brush drill according to a prescribed and systematic method with much enthusiasm. In each community house

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there is a cupboard with glass shelves in which the tooth brushes, mugs, and tooth paste are kept.

The dental clinics and the tooth brush drills are popular and are already producing a visible effect upon the health and physical condition of children and adults.

From my study of the Social Science Department of the Tennessee Coal and Iron Company, I am convinced that it is a sincere and earnest effort to promote the social welfare of the workers. The company frankly declares its belief that the vast expenditure of money and effort involved will result in the advantage of both parties; but there is evidence of a genuine altruistic purpose. I was interested to learn that the whole enterprise has the endorsement and co-operation of the United States Steel Company to which the Tennessee Coal and Iron Company is subsidiary.

I am greatly interested in the persistent efforts of the company to minimize paternalism and to promote the highest possible degree of democracy among its employees, in developing these plants. These efforts are difficult because of lack of experience and because of the natural suspicion which inevitably arises in connection with such movements; but with continued patience, there is good reason to hope that this vast experiment will succeed.

I note eight special signs of promise in this movement: first the abandonment by the company of the profitable convict lease system; second, the voluntary restriction of child labor beyond the limits prescribed by law; third, the development of the public school system by co-operation with the county authorities much beyond what might reasonably be expected; fourth, the recognition of the good health of the employee as a most valuable asset of the employer; fifth, the high estimate placed upon recreation as a means of promoting efficiency; sixth, the practical economy of good housing; seventh, the democratic principle that it is better for the employee to do things for himself, not quite so well, than for the employer to do it for him better; eighth, that it is for the interest of all parties for the company to offer like opportunities to both races and for both races to serve the company with equal fidelity.

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Social Work of the West Point Manufacturing Company

The West Point Manufacturing Company, at West Point, Georgia, is carrying on a large social work for its employees. I was unable to visit the plant, but I understand that it is similar in its general purposes to the social work of the Tennessee Coal & Iron Company, but is more limited in its scope and magnitude. The West Point Manufacturing Company employs white operatives and therefore makes no provision for negro employees. The company maintains public schools, kindergartens, day nurseries, industrial schools and so on. It has provided auditoriums, lodge buildings, swimming pools and bath-houses and suitable church buildings. It has provided also quarters for war service stations for the home service section of the Red Cross, and other war activities. It has also furnished ground and stimulated the establishment of war gardens.

Dr. William F. Feagin, of the State Department of Education, reported as follows in 1907: "The educational policy of the West Point Manufacturing Company * * * is so distinctive in type that it is well worthy of note * * * at each of the villages, the company supplements the county school funds and maintains nine months graded schools housed in modern buildings and manned by an able corps of teachers. The schools are absolutely free to all pupils in the elementary grades. This liberality extends to the children of the parents of the villages who are not employees of the company. * * *"

"Free kindergartens are maintained at each village * * * and adult night schools are taught for the older people * * * a feature of the educational program,—far reaching in its effect,—is the Lyceum course * * * the opening of community halls three times each week where selected pictures of an educational value are shown is another commendable feature. These entertainments are given at a minimum cost, all profit going to the Welfare Fund which is used for laudable purposes among the employes. * * *"

The company carries life insurance on all of its employees, the amount ranging from $300 to $500. Every employee

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has a life insurance policy for which the company pays a premium. The insurance is absolutely free to the employees.

The same facilities, including life insurance, which are provided by the West Point Manufacturing Company, are provided also by the Lanett Cotton Mills and the Riverdale Cotton Mills, which are separate corporations but are under the same management.

In contemplating the social obligations of the State, Alabama has two advantages: first, in the fact that while her social development is as yet inadequate, it is for the most part started in the right direction; second, in the fact that the backwardness of the State in certain lines gives her an opportunity to start right from the foundation, unembarrassed by imperfect laws or badly planned institutions. It is her privilege to take advantage of the expensive experiments of other states and do better than any of them.

This is the day of Alabama's social opportunity.

In submitting this report I am conscious of the difficulty which one must experience in studying the institutions of a State with which he is only imperfectly acquainted. My suggestions, however, are submitted with the understanding that if they shall appear to be practical and to apply to your situation you will use them and welcome, but if they do not appear to meet the situation you will discard them without embarrassment.

I have taken you at your word when you said: "I have invited you to Alabama because I wanted to get the impressions of an unbiased and unprejudiced man, and I want your frank expression, whether your views shall agree with my own or not." I appreciate warmly this generous and large-minded spirit, and I have endeavored to respond to it.

Respectfully and sincerely yours,

HASTINGS H. HART.

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