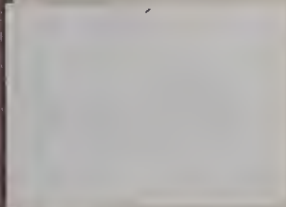


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THE CONTROL OF POVERTY

ECONOMICS 180

BY

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UNIVERSITY OF CALIFORNIA PRESS
BERKELEY CALIFORNIA

1923

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THE CONTROL OF POVERTY

ECONOMICS 180

TOPICAL OUTLINE OF THE COURSE

Introduction.—General Nature of Problems of Poverty.

- I. Scope and purpose of the study of poverty.
- II. Problems of poverty, economics, and the other social sciences.
- III. Bird's-eye view of present day ways of meeting the problems of poverty.

Part I.—Extent and Degree of Poverty

- Chapter I. Facts and conditions of poverty.
- Chapter II. The poverty line.
- Chapter III. Estimates of extent and intensity of poverty.

Part II.—Contemporary Action to Alleviate, Diminish, or “Abolish” Poverty

- Chapter I. Voluntaryism or “social service.”
- Chapter II. Public action to minimize poverty.
- Chapter III. Social reform movements proposing a cure for poverty.

Part III.—Certain Socio-economic Factors Usually Considered Causes of Poverty

- Chapter I. The personal factor.
- Chapter II. The standard of living as a determinant of poverty.
- Chapter III. Population and poverty.
- Chapter IV. Work and poverty.
- Chapter V. Adverse conditions in the home and poverty.
- Chapter VI. Leisure and poverty.

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Part IV.—Explanations of Poverty as a Social Phenomenon

Chapter I. Theological explanation of poverty.

Chapter II. 'Cast' explanation.

Chapter III. Explanations by economists.

Chapter IV. Explanations by 'radicals.'

Chapter V. Explanations by social workers.

Part V.—Incentives in Social Service

Chapter I. The social incentives.

Chapter II. Human nature and the under-dog.

Part VI.—The Margin for Pioneering in Social Work Today

INTRODUCTION. GENERAL NATURE OF PROBLEMS
OF POVERTY

I.—SCOPE AND PURPOSE OF THE STUDY OF POVERTY

A. The purpose of this course is the consideration of those social activities and theories that result from the fact that all persons and families are not economically self-sufficient.

II.—PROBLEMS OF POVERTY, ECONOMICS, AND THE OTHER
SOCIAL SCIENCES

A. Poverty is at once a problem of character; of family relations; of sanitation and hygiene; of work and of leisure. It is likewise a political question. But first of all, the problem of the control of poverty is a question of economic relationships.

B. Economic activity in general and the industrial organization of society in particular determine immediately the nature and the extent of poverty.

C. The relation of the study of poverty to the study of politics, sociology, psychology, the natural sciences. Why the study of problems of poverty is primarily a question of social economics.

III.—A BIRD'S-EYE VIEW OF PRESENT DAY WAYS OF MEETING
THE PROBLEMS OF POVERTY

A. Contemporary agencies in the field of relief and prevention.

1. Private activities for relief and prevention.

2. Public organization for the same purpose.

3. Overlapping and competition between private and public agents for social service.

4. Need for further integration of all work aiming to control poverty. Proposals for better distribution of effort. Tendencies and developments in this direction.

PART I

THE EXTENT AND DEGREE OF POVERTY

PART I. THE EXTENT AND DEGREE OF POVERTY

CHAPTER I.—FACTS AND CONDITIONS OF POVERTY

A. Studies of urban poverty.

1. The classical studies of the facts and conditions of poverty: Davies, Eden, Gaskel, Mayhew, Ribton-Turner, Ruggles, Engels, reports of commissions on poor law, on factories, on mines, etc.
2. The several types of contemporary studies.
 - a. Dramatic pictures of poverty conditions by "proslum" observers: Riis, Hunter, Spargo, W. Booth, Upton Sinclair, etc.
 - b. Studies made in character: Flynt, Wyckoff, Van Vorst, Cornelia S. Parker, etc.
 - c. The formal investigation or survey: Charles Booth; Rowntree; the Webbs; the Pittsburgh survey; the Springfield survey; the Cleveland survey, etc.
 - d. Government investigations.
 - e. Fiction writers and the ways of the poor.
3. Why all these studies have been made; the sum of what they tell; what their influence has been.

B. Studies of rural poverty.

1. The relatively slight body of knowledge about rural poverty.
2. What recent studies in morbidity, illiteracy, and income show about rural areas.
3. Facts about standards and costs of living in rural districts.
4. Merits of the current convention that rural life is always wholesome and country peoples invariably stronger and happier than urban populations.
5. Movements to improve rural life; is "the urbanization of the country" at hand? If attained, would it mean better community organization and social advantage?

CHAPTER II.—THE POVERTY LINE

A. The difficulty in drawing this line.

1. Poverty terms.

a. General terms.

Indefiniteness of most terms describing the state of poverty: need, misery, pauperism, poverty, indigence, dependency, destitution, the condition of the lower classes, the other half, the submerged tenth, the proletariat, etc.

b. The definite terms.

Pauperism, destitution, and dependency are definite terms. In what sense others besides persons in low income group may be called dependents.

2. Defining poverty.

a. Some representative definitions.*b.* Generic features of these definitions.

- 1) A point of view about the state of poverty, or
- 2) A point of view about poor people.

c. Working definition.

Viewed objectively and in last analysis poverty is an adverse relation between the flow of money income and the power to buy the goods and services considered necessities of life in a given locality at a given time.

3. Classifying poverty.

a. Conventional classifications.

Voluntary and involuntary; worthy and unworthy; real and felt, etc.

b. Rowntree's classification.*c.* The advantages and disadvantages of classification.

4. Drawing the poverty line.

a. Traditional ways of drawing the poverty line.

1) Poverty as character defect.

If poverty be regarded as "individual peculiarities of earning and spending," the poverty line would run through society at curious zig-zags and curves dictated by varying codes of conduct.

b. 'Low' income as poverty.

1) Indefiniteness of this test because of want of a clear notion as to what income is low.

2) No consensus of opinion about survival needs and the necessaries of life.

c. Income contrasts and the poverty line.

How gradations of income give program for drawing the poverty line.

d. Other factors.

CHAPTER III.—ESTIMATES OF THE EXTENT AND INTENSITY OF POVERTY

A. Methods of estimate.

1. Studying the income shares of the several income groups.
2. Other ways of estimating.

B. Estimates of the extent of poverty.

1. Estimates of the Fabian socialists, of Charles Booth, Rowntree, Hunter, Spahr, and others.
2. Recent estimates of the distribution of personal income in the United States, England, and other countries.
3. Relative reliability and utility of these studies.

PART II

CONTEMPORARY ACTION TO ALLEVI-
ATE AND PREVENT POVERTY

PART II. CONTEMPORARY ACTION TO ALLEVIATE AND PREVENT POVERTY

CHAPTER I.—VOLUNTARYISM (SOCIAL WORK)

A. The general character of social work.

1. Definitions of the term.

2. Wide prevalence of social work.

a. The specialized fields that have emerged within this “new profession.”

3. Vocabulary of social work.

a. Connotation of the following terms to social workers: charity, relief, philanthropy, social adjustment, social service, social pathology, social uplift, social justice, social welfare, child welfare, abolition of poverty, care of the poor, etc.

b. Popular contempt for this vocabulary.

1) Called “cant” phrases of sentimentalists or of smug dogmatists.

2) Reasons and remedy.

c. Need for a continuous review of the terminology of social work.

B. Historical background of social work.

1. Chronology of social work.

a. Problem of where to begin and which trends of circumstance to take into account.

1) Chronological tables of social work developed by following each of the eight special fields of social work from its beginnings; examples.

2) Chronological tables of those events since the Industrial Revolution bearing particularly on prevention of poverty; examples.

3) Outstanding traits of that part of the history of mankind which has stirred voluntaryism.

C. Leadership and leaders in the humanitarian movement.

1. Rôle of personality in the relief and prevention of poverty.
2. Persons who stand out in the history of the effort to reduce poverty.
 - a. Notable leaders in
 - 1) England.
 - 2) United States.
 - 3) Other countries.

D. Relief as remedy for poverty.

1. The dependent classes: aged; sick poor; handicapped; dependent child; able-bodied unemployed.
 - a. Classes to be relieved.
 - b. Technique of institutional and outdoor care of the several classes of dependents, deficient, and delinquents a part of the subject in hand only as such relief work explains causes of poverty and proposes means to reduce it.
2. Relief work that does not prevent.
 - a. Dilettantism in relief.
 - 1) Casual charity.
 - 2) Vested benevolence.
 - b. Formalism in relief work.
 - 1) Supplementing earnings.
 - 2) Teaching self-help and the disgrace of failure.
 - c. Legalism and relief.
 - 1) Repression of mendicancy.
 - 2) Granting of minimum relief to bona fide needy, on the principles of uniformity less eligibility, and the work test.
 - 3) Settlement and removal.
 - 4) Defective poor-law administration.
 - d. The general limitations of relief work as an agency for prevention.

3. Relief work and prevention.

a. Curative treatment.

1) Relief-giving according to a constructive plan based on the individual case.

a) Value when well done.

b) Pitfalls of "scientific charity."

b. The charity organization movement.

1) History, methods, and present status of charity organization societies.

2) Potential strength of the charity organization societies as at once a voluntary agent for real relief and an interpreter of the ways and means to reduce poverty or to minimize it.

c. Other preventive agencies working within the program of relief.

E. The preventive programs of voluntary agencies.

Voluntary agencies of many types have slowly grown up, all aiming to explain and to mitigate the condition of economic dependence. These are of two main types:

1. Movements to understand and interpret the life of the poor.

a. The settlement movement.

1) History of the movement; its nature, objects, and results.

2) Present status of this movement.

b. The survey.

1) Evident service to the poor of surveys, past and present.

2. Movements to extend all the opportunities of modern life to every member of the body politic.

a. Movements for universal and free education.

1) Adult education.

a) Adult education closely connected with prevention of poverty.

b) Movements for workers' education.

- 2) Juvenile education extended to all.
- 3) Vocational education.
 - a) Societies for specialized education in mechanical, commercial and agricultural pursuits; training in home economics, and in the arts and crafts.
 - b) Aims and the serviceability of these movements.
 - c) The vocational guidance bureau.
 - d) English school care committees in this connection.
- b. Movements to prevent needless waste of life and to develop vitality.
 - 1) Public action to conserve health.
 - a) Types: Public health centers; milk depots; schools for mothercraft. Public dispensaries; instructional nursing, social service in hospitals; medical inspection, and nursing service in the schools. Public laundries; public baths, etc.
 - b) General character of the public health service. Purpose, plan, and present status of these public health ventures: whether they should be carried on as special helps to the weaker members of a community; or as part of a universal provision for the general advancement of the health of the whole community.
 - 2) Private agencies for better health.
 - a) Special ventures: School feeding; school bathing; prevention of blindness; care of exceptional children.
 - b) Objects and results: What movements of this class aim to do; and what results are tangible.
 - c) Other movements for better health standards.
- c. Movements to correct mental deviation or to prevent it.
 - 1) Typical national and local societies with this object.

- d.* Movements to arouse community spirit.
 - 1) Community organization movement.
 - 2) The social center.
 - 3) Neighborhood and improvement clubs.
- e.* Movements to improve the conditions of work.
 - 1) Societies aiming to prevent unemployment and to distribute work.
 - 2) Organizations for elimination of the fatigues and the dangers of the work hours.
 - 3) Industrial recreation.
- f.* Movements to provide against hazards.
 - 1) Social insurance enterprises, public and private.
- g.* Movements to raise the rate of wages.
- h.* Movements to add quantity, variety, and quality to the leisure time of adults and children.
 - 1) The Playground movement.
 - 2) The Drama league.
 - 3) Musical societies, etc.
- i.* Movements for tax reforms.
- j.* Movements to educate consumers.
 - 1) Consumers' leagues.
 - 2) Coöperative societies.

CHAPTER II.—SOCIAL ACTION TO MINIMIZE POVERTY

A. Poor laws as first steps.

- 1. Historical development of poor laws.
- 2. Poor laws as relief or as modes of wages.
- 3. The net influence of poor laws.

- B. The trend of social legislation since the beginning of the nineteenth century.
1. Extension of the sphere of governmental activity in the interests of "public health and public morals."
 - a. Compulsory education.
 - b. Regulation of working conditions.
 - c. Enactments to maintain national homogeneity.
 - d. Social insurance.
- C. The leading principles of social legislation.
1. Wrongs of the greatest number and the public conscience vs. *laissez faire* principles.
 2. Modifying the principle of freedom of contract.
 - a. Why and how the trend of opinion now runs in the direction of establishing social standards by the use of the police power.
 3. Dangers and advantages of legal action to alleviate and prevent poverty.

CHAPTER III.—THE SOCIAL REFORM MOVEMENTS PROPOSING A CURE FOR POVERTY

- A. The several contemporary schools proposing far-reaching social reforms.
- B. Incentives behind contemporary 'radical' movements.
1. Disapproval of great wealth, especially of the contrasts between the life of the rich and of the poor.
 2. Sympathy for the poor; disapproval of squalor; insistence upon the disabling nature of poverty.
 3. Hatred of inequality to the point of hating those who have place and power.
 4. Desire to have plenty for one's self and to universalize plenty as well as all other opportunities of modern life.
 5. Desire to do away with all class distinction, legal or social.

C. Critique of the present social order.

1. A 'low' standard of living and a luxury standard both held to be anti-social; the physical and mental state of the poor and the conditions of life for the rich described with equal indignation.
2. Income contrasts pronounced the root of all evils: the cause of whatever is bad in the 'moral' conditions, the living conditions, and the working conditions of contemporary society.
3. Status as well as wage of the worker said to be both unfair and impolitic.
4. Defects in certain types of ownership and of contract pointed out; current modes of production and distribution, and the present competitive organization of industry analyzed, to show a causal relation to the social maladjustments generally patent. These are in turn pronounced disastrous to human relationships and productive of social inequalities, altogether undesirable and unnecessary.

D. The fundamental changes urged by the several schools.

1. Community to organize and to control industry; to decentralize political organization and reduce political control to a minimum; to regulate social life in general in the interest of personal freedom (anarchists), or in the interests of equality and the "good life" (communists).
2. Centralized social control of the production of commodities to be gradually established through social ownership of production goods; social distribution of tasks, thus effecting the social distribution of personal incomes. All sources of income abolished except income from work. Consumption, theoretically, to be left uncontrolled (collectivism; state socialism; Marxism; Fabianism, etc.).

3. Production goods to become the property of the workers organized as industrials in syndicates or guilds. Distribution of tasks and of income according to policies framed by each industrial organization; central political control eliminated; central social agencies devoid of police power to act only as agents for coördination by research and the spread of information (guild socialism, syndicalism, etc.)
4. Social ownership of land (single tax; land nationalization movement).
5. Consumers gradually to control industry; other institutions to be altered only as this fundamental change becoming operative would gradually modify them (coöperative movement).

E. Tactics advocated for bringing about these changes.

1. Education

- a.* In new ideas of justice.
- b.* In new principles of organization.
- c.* In the social revolution.

2. Political action.

Party organization with a program of

- a.* "Impossibilism."
- b.* Opportunism.

3. Direct action.

- a.* General strike.
- b.* Shop action.
- c.* Sabotage.

4. Terrorism.

PART III

CERTAIN SOCIO-ECONOMIC FACTORS
USUALLY CONSIDERED CAUSES
OF POVERTY

PART III. CERTAIN SOCIO-ECONOMIC FACTORS USUALLY CONSIDERED CAUSES OF POVERTY

CHAPTER I.—THE PERSONAL FACTOR

A. Personal causes of poverty.

1. Poverty as personal responsibility.

- a.* The personal traits usually listed as causes of poverty and crime.
- b.* What case records show about the individual's responsibility for his poverty.

B. Personal responsibility or social responsibility.

1. The strength and weakness of the doctrine of individual responsibility for economic dependence. What each person can and cannot do to avoid poverty.
2. The defects and the qualities of the theory that poverty is a social disease.

CHAPTER II.—THE STANDARD OF LIVING AS A DETERMINANT OF POVERTY

A. Nature of the standard of living.

1. General notions.

- a.* Terms of poverty and standard of living closely connected in current usage.
- b.* Error of taking for granted that a study of the standard of living is a study of the ways of the poor.
- c.* In this course, however, the interest centers on the nature and the causes of poverty, standards of living, the relation of such standards to low income and to the distribution of national and personal wealth.

2. Standard of living defined.
 - a. How various authorities define the term.
 - b. The confusion of thought evidenced in these definitions.
 - c. Standard of living, a stock of ideas and ideals relative to the satisfactions derived from use goods.
3. Standard of living distinguished from plane of living.
 - a. The difference between the standard of living and the plane of living: that is, the difference between the ideas and ideals of housing, food, clothing, work, recreation, family ties, politics, religion, on the one hand, and on the other the actual satisfactions that a given income permits.
 - b. The logic and the utility of this distinction, particularly for the student of problems of poverty.
4. Rating standards of living.
 - a. Standards of living are commonly described as
 - 1) High, low, or normal, or
 - 2) Geographically, e.g., American, German, Oriental, etc.
 - b. What these distinctions mean as currently used; what they amount to when frankly examined.
 - c. By which test, standards of living may be most serviceably rated as high and low.
 - d. Importance of giving the whole terminology of this subject an accuracy that it now lacks.
5. Elements determining the scale of wants.
 - a. State of the arts.
 - b. Current accumulation of wealth.
 - c. Distribution of personal incomes.
 - d. Custom and in particular the spending habits of the group with the largest incomes.

- e.* Prevailing methods of marketing goods.
- f.* Geographical location.
- g.* National factors.
- h.* Sex and age.
- i.* Controlling ideas about social classes.
- j.* Personal preferences.
- k.* Native propensities of human beings, ordinarily known as desires.

How all these factors influence in varying degree the general way of living of each and all classes in a community and finally determine what a given social group will consider the state of poverty.

6. Certain fundamental distinctions important in this connection.

The distribution of wealth vs. distribution of income; concentration of wealth vs. concentration of production; national (public) income and personal (private) income; nominal income and real income; income and purchasing power.

B. Studies of family expenditures in the interests of the poor.

1. The budget and the standard of living.
 - a.* Usage makes household budget and household account interchangeable terms. Reasons for this usage; reasons for abandoning it.
 - b.* Accounts of household expenditure the most important among the sources of information about ways of living.
 - c.* Through what other channels exact knowledge is gathered about habits of living and their costs.

2. Brief history of 'budget' studies.

- a. Petty (1675), Vanderlist (1735), Cantillon (1750), Massie (1756), Davies (1787-95), Eden (1797), etc.
- b. The Le Play school (1855-99); its special character and its contribution to knowledge.
- c. Ernest Engel and his school.
Engel's law (1853); the modifications of it that recent research has made necessary.
- d. The later English studies: Booth (1899), Rowntree (1901-1918), Bowley (1913, 1915), etc.
- e. The notable budget studies in the United States before 1914: United States government studies; More (1907), Byington (1909), Chapin (1909), etc.
- f. Investigations during and since the war (1916-21).

3. The general and special purposes of budget studies.

- a. The tax gatherer's interest.
- b. Determining the purchasing power of a community.
- c. Settling the terms and the amount of a given standard of living for purposes of
 - 1) Relief as
 - a) subsistence,
 - b) "adequate relief."
 - 2) Estimating
 - a) The wage that will provide for "reproduction of the working class."
 - b) The wage that will provide for increasingly efficient workers and capable citizens.

C. The technique of studying the ways of living and their costs.

1. Methods of displaying family expenditure:

a. Household expense accounts.

b. Household budgets.

1) Pecuniary budgets.

2) The "quantity and cost estimate."

The comparative utility of these three methods.

2. Quantity and cost estimate.

a. Determination of the budget level.

1) Meaning of term 'budget level.'

2) Budget levels now in use.

a) Pauper or poverty level.

b) Minimum of subsistence level.

c) Minimum of health and decency level.

d) Minimum of health and comfort level; why a health and comfort level might profitably be added.

b. Social data.

Necessary facts about the size and the make-up of the family, the age, nationality, occupation, etc.

c. Income.

Thorough analysis of all possible sources of income, most desirable in relation to budgets and poverty.

d. Expenditure.

1) Classifying the commodities and services to be bought.

a) The classical divisions of household expenditure, food, shelter, clothing, sundries.

b) Current modifications and elaborations of these divisions.

c) A tentative plan for the allotment of major items in a family budget.

- 2) Listing the items under each division of expenditure.
- 3) Taking account of the total stock likely to be on hand.
- 4) Assigning the quantity of each commodity or service required annually.
- 5) Fitting the unit price and the total cost to each quantity.
- 6) Finding the total cost of a given standard of living and comparing this with earning-power;
- 7) Studying the details of the total of goods and services required by a certain standard of living, measuring what it represents.
 - a) Real needs (survival needs).
 - b) Necessary conformity to class standard and the other elements of the prevailing standard of living.
- 8) The old question of luxuries.
 - a) The utility of budget studies in drawing the poverty line in a given community at a given time.

D. The cost of living, wages, and the standard of living.

1. The cost of living.

Nature and causes of price fluctuation: how the level of prices, and, especially, sudden changes in price levels, affect the problems of poverty.

2. Rates of wages.

- a. Importance of the facts and theories connected with rates of wages and earning power, for the student of problems of poverty.
- b. The masses of mankind live on the lower limit of bare physical subsistence. How the several wage theories explain this: the subsistence theory; wages fund theory; productivity theories; standard of living theory; bargain theory; functional theory.

E. The minimum wage and the standard of living.

1. What a minimum or 'living' wage seems to be. Why the relation between fixing a living wage and a program for the prevention of poverty is so often overlooked.
2. Efforts by individuals and trade unions to get the living wage.
3. The legal minimum wage.
 - a. History of the minimum wage legislation in modern times.
 - b. The present situation.
 - 1) Minimum wage for women and other individual workers.
 - 2) Movement for a family basic income.
 - 3) Movement for a "national minimum" of subsistence and of opportunity.
 - c. Most legislation for a minimum wage has called for a knowledge of "the necessary costs of proper living."
 - 1) Why this phrase now has little real content.
 - 2) Need for translation into something like a quantity and cost estimate.
 - d. Effect of the use of quantity and cost estimates upon wage rates.

F. Poverty in relation to the use of income.

1. Expenditure and the poor.
 - a. Facts about the spending of poverty people.
 - b. Essential differences in comparison with other spenders.
 - c. Class standards of expenditure; the rational theories of spending and the poor.
 - d. Who needs most training in expenditure, the well-to-do or the poor?

2. Thrift and poverty.

- a. The doctrine of thrift.
- b. Hobson's theory of over-saving.
- c. Movements for training in thrift.
 - 1) Thrift campaigns.
 - 2) Home economics and thrift.

3. Movements for lowered costs and thrifty purchasing.

- a. Free markets and other expedients for cheaper marketing of products.
- b. The coöperative movement: coöperative retailing; coöperative buying; coöperative housekeeping.
- c. Standardization of consumption.
 - 1) What the term means.
 - 2) In what ways those who propose standardized consumption expect it to reduce poverty.
 - 3) Counter-arguments.

CHAPTER III.—POPULATION AND POVERTY

A. General considerations.

- 1. Obvious connection between population and poverty.
- 2. Long standing interest in the ratio between natural resources and the number of human beings.
- 3. More recent concern about the quality of a population has lead to the current creed that the prosperity or poverty of social groups depends finally upon the quality of the population even more than upon the quantity.

4. The familiar and contradictory doctrines of population.

a. The Malthusian theory.

- 1) Main propositions.
- 2) Neo-Malthusianism.

b. Objections to Malthusianism.

- 1) Theological.
- 2) Militarist.
- 3) Kameralist.
- 4) Socialist.

B. The quality of the population.

1. The 'unfit' and poverty.

a. Comparatively recent interest in the qualitative aspects of the population.

b. Meaning of unfit. Difficulties of precise identification and classification of the type.

c. The unfit in the sense of mental and moral deviates, a fruitful source of dependency and crime.

- 1) Earlier studies of the defectives.
- 2) Recent studies, findings, and comments.

2. Prevention of subnormality.

a. The contemporary program for discovering mental limitation.

b. The program for preventing mental and physical subnormality.

The relative merits of current methods: custodial care; extermination; sterilization.

c. The layman's part: "watchful waiting."

d. Eugenics as means of prevention.

The movements for sex hygiene, mental hygiene, and eugenics: what they aim to do, what they may do, and what they probably cannot do.

C. Quantity of the population and poverty.

1. Movements to reduce population.

a. General incentive for such movements, a rising objection, theoretical or practical, to the large family, and especially a belief that large families are an active cause of poverty.

b. Large families.

1) What a 'large family' is.

2) The proportion of large families in relief cases.

3) The varying proposals for meeting the problem the large family represents.

a) Mothers' pensions.

b) Birth control.

c) Government support of all children below the legal age of self-support.

c. The 'small family' system.

1) The prevailing influences that tend to reduce the size of the family.

2) The present "census family" in United States compared with that in other countries.

3) Facts behind the dictum that "the size of the family varies with the social and economic status."

4) Effects of the small family system on the poverty line.

2. Movements to increase population.

a. Urging a larger birth rate.

1) The "race suicide" movement and poverty people.

2) The merits of the theory that economic welfare requires a surplus labor supply.

b. Reducing the death rate.

1) The movements for preventing needless loss of life.

a) The program for preventing infant and maternal mortality: birth registration; prenatal and post-natal care; child hygiene; sex hygiene; eugenics; etc. How and why public and private health movements with this purpose in view have done much to prevent infant mortality and to reduce the chances of death for all classes, but especially for the poor since the poor are the most numerous class.

D. Immigration and poverty.

1. Terms of the problem for the student of low income groups.

The speculative issue in the population question lies between Neo-Kameralism and Neo-Malthusianism; the practical issue especially in the United States centers about the problems of immigration and emigration, particularly the former.

For the student of poverty the main questions are these:

a. If numbers of persons, for the most part full grown and with differing traditions, are added to a given population, does this mean decrease of the productiveness of the native stock, lowering of national efficiency, lowering of the national standard of living; and therefore, increase of national poverty, dependency, and crime? Would restriction of immigration go far toward the control of poverty?

b. Can all ordinary increases in population through immigration be met by increased production and is such increase in production dependent upon immigrants?

To answer these questions intelligently, the facts and problems of immigration must be reviewed.

2. Facts about immigration to United States.

- a. Facts regarding those that come to the United States: their numbers, race, social and economic status, etc.

3. The causes of immigration.

- a. The several causes of immigration: race oppression, militarism, political revolution, taxation, famine, poverty, vice, overstimulation by commercial agents, etc.
- b. Relation to one another (1) the nature of the incentive to emigrate; (2) the grade of the immigrant; and (3) the immigrant's probable effect upon national prosperity.

4. Assimilation of the immigrant.

- a. Object of assimilation, a homogeneous national life.
- b. Obstructions to assimilation.
- c. Movements to assist assimilation.

1) Organized movements to remove the disabilities of ignorance, of language, of friendlessness, etc.: The settlements, immigrant protective leagues, commissions of immigration.

2) Methods and actual influence of these services in removing the immigrant's disabilities.

5. Distribution of immigrants.

- a. Tendency to congestion in large cities.

1) Causes: the wish to be near fellow-countrymen; the desire for better opportunities for work, schooling, recreation and the like.

- b. What can be done for better distribution.

The merits of what has been done by agricultural colonization, industrial removal bureaus, etc.

What the government might do.

6. Restriction of immigration.

a. Restrictive legislation.

- 1) Brief history of restrictive legislation.
- 2) The light the history of restrictions seems to throw upon the question.

b. The list of "non-assimilables" defined by federal statute and the motives that have probably determined such a list. The inherent difficulties of drawing up a list of "undesirable citizens."

c. Arguments for restriction.

- 1) The risk of unchecked immigration.
- 2) The great importance of the question whether restriction would control poverty, and the real impediments to answering it with confidence.

d. Arguments against restriction.

7. Effects of immigration.

a. Theories and facts about the effects of immigrants upon the quantity and the quality of a population.

How the relation of our immigrant population to social stratification, to city life, the standard of living, the rate of wages, industrial efficiency, crime, etc., is variously regarded.

8. The Americanization movement.

a. Purposes of the movement.

- 1) Merits of the call for a more or less nationalistic disparagement of the language and traditions of those who come to settle among us.
- 2) National homogeneity and progress.

9. The question whether the immigration problem is fundamentally one of conflicting economic interests.

CHAPTER IV.—WORK AND POVERTY

A. The organization of industry and poverty.

1. Relation of the present industrial order to poverty.

a. How the characteristic features of modern industrial society affect low income groups: private property; machine production; the factory system; the wage system; regularization of work; capital and credit; world economy; business and labor combinations and collective bargaining; business cycles; and increased interdependence of all parts of the industrial structure.

b. Town life, the factory and the poor.

- 1) How the factory and the machine process, along with the business discipline superinduced by these two, have changed the life of low income groups in cities.
- 2) Reaction of the slum and slum dwellings upon the worker and the work process.

c. Home life, the factory and the poor.

- 1) The good and the evil effects of the modern industrial process on the home life of wage workers.

B. Children, wage work and poverty.

1. The problem child labor presents.

a. Rise of child labor, facts and causes.

b. Demand for child labor.

- 1) Grounds on which it is made: (*a*) the needs of industry; (*b*) need of the parent; (*c*) ultimate advantage to child and parent, etc.

c. Rise and growth of the movement to prevent child labor.

- 1) Facts and principles that lead students of poverty conditions to insist that the labor of children swells the list of prematurely dead and increases the number of incompetent or immoral men and women.

2. Limitation of child labor.
 - a. Voluntaryism in this connection.
 - b. Legislation to protect children from wage work.
 - 1) The world movement away from child labor.
 - 2) The state laws in the United States affecting child labor. General character of these laws.
 - 3) The conflicting standards they represent.
 - 4) A federal child labor law.
 - a) Story of past attempts to secure federal legislation against child labor.
 - b) The present situation.
3. A standard child labor law.
 - a. What such a law should prohibit: kind of employment, long hours, etc.
 - b. What it should prescribe: education, etc.
 - c. Assuring law enforcement.
 - d. Regulation of child labor raises two important questions:
 - 1) Are all children to be excluded from all wage work? If so, why? If not, nature and grounds for exemption.
 - 2) When is a child fit to enter the field of wage work?
4. Family income and child labor.
 - a. Question of compensating parents forced to do without the earnings of their children.
5. The school as substitute for the shop.
 - a. Whether the school can and does provide an adequate substitute for the training wage work gives. Relation between child labor and the school curriculum.
 - b. Vocational training and vocational guidance, placement bureaus, etc., in this connection.
 - c. Prevention of child labor, the eradication of a most fruitful source of poverty and crime; enforcement of universal school attendance probably the final remedy for child labor.

C. The adult, the work period, and poverty.

1. Industrial hazards and the poor.

a. The story, now well known, of how men came to see the close connection between poverty, low and irregular wages, and the conditions of employment.

1) How evil work places developed; the social reaction.

2) The 'long working day': what the term means; its effect on home life, health and efficiency.

2. The sweat shop system.

a. What 'sweating' means.

b. How and where the sweating system still pertains.

c. Relation between the system and poverty; cause and effect.

d. The fight against the system.

3. Hazards of work and poverty.

a. Dangerous processes.

b. Accidents.

4. Insecurity of work.

a. Amount of unemployment.

1) Lack of work, next to ill health, the greatest perpetual hazard for the worker.

b. Historic character of want of work.

c. Irregularity of work.

1) Types:

a) Occasional or casual.

b) Seasonal.

c) General unemployment.

2) Different reaction of each of these upon the state of poverty.

d. Causes of unemployment.

- 1) Unemployment, a special problem as yet neither fully analyzed nor answered.
- 2) Current explanations: industrial warfare; periodic business depression; immigration, etc.

e. The unemployed.

- 1) Distinction between the problem of unemployment and the problem of the unemployed.

- 2) Unemployed and unemployable.

Importance of classifying those out of work before undertaking remedial measures for them. Typical classifications of the workless, by the Webbs, Beveridge, and others.

- 3) The able-bodied unemployed.

- a)* The theoretical and practical merits of the program with reference to the able-bodied unemployed in the minority report of the Royal Commission on the Poor Laws.

- b)* Attempts to organize the labor market; distress committees, employment bureaus, national and local, public and private; their objects, methods and utility. Examples. Vocational guidance and vocational schools in this connection.

- c)* Insurance against unemployment, what it can and what it cannot do. Recent proposals.

- 4) The unemployable.

- a)* The special problems this class presents.

- b)* The question of the proportion of unemployables to unemployed; and of the proportion of 'can't works' to 'won't works.'

c) The question of causes.

i) The tramp and vagrant a problem of crime, pauperism, or mental deviation, rather than one of poverty.

ii) What seems to make the other unemployables.

d) Remedies. The present fatuous way of treating the unemployable.

i) The remedies offered by private agencies: missions, woodyards, industrial stores, municipal lodging houses, soup kitchens. What they are and what the sum of their influence seems to be.

ii) Prevention probably the only real remedy.

5. Women in industry and poverty.

a. Presence of women in industry adds certain special problems.

The student of causes of poverty must find some answer to the following fundamental questions about women at wage work:

- 1) Do women work for wages only because of economic necessity?
- 2) Do other influences lead them into business enterprise? If so, what are these influences?
- 3) Is special regulation of the hours and the wages of women desirable for society? For the individual?
- 4) When mothers must earn, is the home life signally influenced for evil and in what ways?
- 5) Is the relative inefficiency and poor bargaining power of women at wage work, a sex characteristic, a lack of vocational interest or a response to canons of behavior?
- 6) Difficulties in finding the answer. More facts and clearer thinking needed to answer these questions.

6. Remedying the risks of industry.

a. General character of the struggle for better wages, shorter hours, better work places, and greater security of employment.

b. Methods of protecting the workers' income and the conditions of their work.

1) Trade unionism.

2) Labor legislation.

3) Social insurance.

D. Occupation, standards of life, income contrasts, and poverty.

1. Direct interrelation among these four social factors.

a. Influence of each in determining success in the task of 'getting a living.'

b. How all these factors operate beyond what legal regulation may be able to do for workers.

2. Influence of the relative status accorded different occupations.

a. How the social evaluation of occupations arises.

b. How it reacts upon opportunity and income.

c. Wherein income contrasts and the status ascribed to occupations are related to poverty questions.

3. Standards of life and work.

a. The sharply defined interrelation between poverty, the social estimate of occupations, and the established ways of living.

CHAPTER V.—ADVERSE CONDITIONS IN THE HOME

A. Disease and poverty.

1. The facts that connect ill health with poverty.
 - a. What case records show.
 - b. The findings in field studies by social workers and public health agents.
2. The “better national vitality” program.
 - a. General character of the public health agitation during the nineteenth century.
 - b. The contemporary movement for improved vitality.
 - 1) Purpose and program for personal hygiene; public hygiene and sanitation; industrial hygiene, etc.
 - c. Machinery for education and enforcement.
 - 1) Public health boards, their nature, functions, and special relation, if any, to the poor.
 - 2) Which is likely to have most effect in controlling slum conditions, health authorities or police authorities?
 - 3) The relatively slight public interest in health departments; reasons.
 - d. The public health officer.
 - 1) Qualifications; functions; influence.
 - e. The public health nurse.
 - 1) What the public health nurse is and what she is not.
 - 2) The case worker and the public health nurse.
 - f. What the public health movement can do and what it cannot do for low income groups.
3. The modern doctor and the program for limiting the poverty caused by disease.

B. Housing and poverty.

1. Housing, health and morals.

a. The house problem arises because millions live in dwellings below any defensible standard of convenience, public health, or public morals.

2. The housing agitation.

a. The tenement house agitation in New York and other large cities of the United States.

b. Findings of later housing surveys:

1) Types of dwellings that low incomes can buy in large cities, suburbs, and rural districts.

a) The homes deserted by the well-to-do.

b) New homes commercially built and commercially kept up.

2) Insufficient number of dwellings.

3) "Landlordism": in what it consists, and how far it works especial evils for the poor.

c. Causes of bad housing.

1) Causes usually given for bad housing conditions: capitalistic greed, thirst for urban life, desire to be near work, racial sociability, legal or social restrictions, etc.

2) Relative share of each of these causes in producing a given situation.

3) How the low income, high rental, ignorance, habits of overcrowding, social prejudices, profit seeking, and other causes combine to complicate the situation.

3. Housing legislation.

a. Public demand for better dwellings.

- 1) From tenement house agitation to tenement house law.
New York tenement house legislation and laws of other states aim to define "reasonably good shelter."
- 2) Sources of general opposition to housing legislation.

b. Types of housing legislation.

- 1) Restrictive and constructive housing law.
- 2) Leading requirements of tenement house laws as outlined by specialists.
- 3) How 'housing law' differs from 'tenement house' law.
- 4) Importance of promoting both types of legislation.

4. Better housing for the poor.

a. The several agents proffering better and cheaper dwellings.

- 1) Multiple dwellings under philanthropic rental and control.
- 2) Coöperative or voluntary schemes, building associations, etc.
- 3) Industrial housing.
- 4) Municipal housing.

a) Continental experiments in providing cheap urban dwellings through city governments.

- i) Types of dwellings.
- ii) The several means by which the dwellings are provided.
- iii) Estimate of the results of such experiments in Germany, France, Belgium, etc.

b) Movements in Great Britain to meet the housing question by city ownership.

b. City planning.

- 1) The Garden City movement and kindred city planning enterprises.
- 2) Methods, results, and present status.

c. Suburban residence as a solution of the housing question.

- 1) Pros and cons of this remedy.
- 2) Relation of rapid and cheap transportation to this question.

5. Some unsettled questions.

a. Tenantry.

1) To own or to rent.

- a)* Problem of ownership in relation to dwelling site property.
- b)* Current preconceptions and prejudices; relevant facts.
- c)* Can wage workers especially afford to own their homes.
- d)* Status of current opinion on the question of the pecuniary costs of owning a home compared with other values attached thereto.

2) To what extent does personal, corporate, or municipal ownership of a habitation determine its serviceability in home-making.

b. Separate dwellings or group dwellings.

- 1) The controversy as to separate or multiple dwellings.
- 2) Basis of the argument that the separate dwelling is the only place for home making.
- 3) Merits of counter-arguments in favor of group dwellings.

c. Single tax, land nationalization, and housing.

The movement for single tax and land nationalization as related to housing and especially to the housing of the poor.

d. Custom and the housing question.

- 1) Rôle of the psychological factor in this whole question, that is, the relation between house, home and 'individuality.'
- 2) The rôle of established usage in determining what housing laws can do and what they cannot do.

e. Making 'good' tenants.

- 1) The Octavia Hall movement: its objects, methods, and results.
- 2) Whether and wherein this movement has any special elements of promise.

C. Family ties and poverty.

1. What statistics tell.

How case histories and other sources of information connect poverty and crime, particularly child dependency, with delinquency and family desertion with breakdown in family life.

a. The 'broken home.'

- 1) What the term implies.
- 2) Influences making for instability of family life in all income groups.
 - a) Urban and industrial conditions.
 - b) Ignorance of the meaning of the marriage contract.
 - c) Clash of old and new dogmas of personal independence and family organization; thus the clash of theories about the place and the privilege of each member of the family.

- d) Economic status of women.
- e) Divorce laws.
- f) Contradictory views on sex relations and age relations.

3) How these influences bear especially upon poverty situations.

b. Family responsibility and poverty.

1) Large family and irregular earnings.

- a) Frequency with which family support is thrown off.
- b) Desertion a fruitful cause of poverty.
- c) Difficulties of dealing with desertion.

2) Young persons called upon to support families.

- a) The facts.
- b) Whether and at what age such responsibility can and should be imposed and borne.

c. The home as the agent to mitigate poverty conditions.

1) Unsettled aspects of home life.

- a) Center for a fixed rule of life, or center for continuous mutual concession irrespective of age or sex or hereditary privileges?
- b) Extension of property rights and home life.
- c) The school and the home.
- d) Decreasing size of the family and the home.
- e) Headship in the home.
- f) The work process and home life.
- g) Size of the house and home life.
- h) Income and home life.

CHAPTER VI.—LEISURE AND POVERTY

A. Anarchic recreation and poverty people.

1. Leisure time activities as the cause of poverty.

a. Testimony as to the sinister effect upon efficiency and income of the traditional Saturday night spree, gambling, and other 'primitive' pleasures often considered 'real' and 'manly' recreation.

b. The old theory connecting the use of leisure with mischief and poverty.

B. Nature of leisure time activity.

1. Precise nature of leisure.

a. Elusive difference between work and play.

b. Human need for relaxation.

1) The crave for amusement now asserted and justified by physiologist, psychologist, anthropologist, and historian.

2) This natural crave, like every other, does not necessarily act as a healthful social force.

3) The new stress on recreation as an individual and social prophylaxis.

c. Mankind and recreation.

1) What history and anthropology tell us about the people at play.

2) What recent recreation surveys show about the way modern people in large cities use their leisure.

d. Recreation and personal liberty.

1) General conventions on this subject.

2) Proposals for social action.

C. Commercialized recreation.

1. The liquor traffic.

a. The nature of liquor consumption.

1) Drinking, the most general and the most widely commercialized of the pleasures of the senses.

2) Some theories as to why men seek alcoholic or other stimulants.

a) 'Misery' drinking, industrial drinking, and 'hereditary' drinking; the nature of each and the connection of each with poverty.

b) Convivial drinking.

i) Statistics show that as an aspect of recreation drinking plays the principal rôle in relating leisure to poverty and crime.

ii) Why a study of drunkenness proves to be chiefly the consideration of a recreational habit.

c) Drink in relation to health.

d) Drink, unemployment, and earning power.

e) Family expenditure and expenditure for liquor.

b. Proposed remedies.

Social control of the liquor traffic:

1) Education.

a) Essential educational measures.

b) How much may be expected from an appeal to fear, self control, or change of taste. What educational societies seem able to accomplish.

2) Regulation.

a) The several experiments in regulation:

i) Prohibition.

ii) Local option.

iii) High license.

iv) Gothenburg system.

v) State or municipal monopoly.

vi) State dispensary.

- b) The relative merits of each of these experiments.
- c) Law enforcement and public opinion.
- d) The utility and the difficulty of an attempt to formulate any general principles for the control of the liquor traffic.

3) Substitution.

- a) The protests of those who have relatively little faith in compulsion.
 - i) Causes of the stout resistance the distributor of liquor is able to offer.
 - ii) Social rôle of the saloon keeper.
 - iii) Growing recognition of the legitimate satisfaction for which the saloon and similar commercialized pleasures stand.
- b) Substitutes for saloons; their nature, cost, and expediency.
- c) Substituting new interests.

The motion picture, motoring, etc., as competitors with the saloon, the spree, and the debauch.

2. The drama.

a. Definition.

The term 'drama' summarizes ideas and ideals regarding feats of mimicry and joy in 'make-believe.'

- b. Social influence of the drama, human and 'canned,' wider than ever before.
- c. The poor and the world of mimicry. Influence of low income groups upon it and its influence upon them.
- d. Cheap amusements.
 - 1) Popular 'amusements.'
 - a) The vaudeville, the burlesque, the melodrama, etc.
 - 2) In what the 'cheapness' of low-priced amusements consists, and especially wherein lies the intrinsic difference between high-priced and low-priced amusement.

- e. Censorship of public amusement.
 - 1) Nature of censorship.
 - 2) Methods of censorship.
 - 3) Net gains of censorship.
 - 4) Problems of the amusement vendor.
 - a) The social results when 'business methods' are applied to the stage.
 - b) Legitimate rights of the amusement vendor.
 - f. Community drama and music.
 - 1) Purpose, character, and probable future of this movement.
3. The dance.
- a. Conflicting opinions about dancing.
 - b. Types of dancing.
 - c. Motives and pleasures of the dance.
 - d. The public dance hall.
 - 1) What surveys have shown such places to be.
 - 2) The lost opportunity of dance halls.
 - 3) Close relation of the 'dance problem' to the liquor problem.
 - 4) What has been done and what can be done to turn a possible menace into a factor for healthy amusement and efficiency.
 - e. Socializing dancing.
 - 1) What the community organization movement, the settlements, the school centers, and the church centers are doing about dancing.
 - 2) What can be done further.
4. Commercialization of the sex interest.
- a. In what sense this subject relates itself to recreation and to poverty and crime.
 - b. Present-day reformers in this field face afresh an age-long problem.

c. The economic aspects of the 'vice' question.

d. Custom, double sex standards, and the poor.

e. Statistics.

1) The classes of persons most often found in the 'business' of stimulating interest in the 'game of sex.'

2) The profits in this field. Relative earning power of women.

3) The mortality in this trade.

4) Relation of sex immorality to poverty.

5) Whether commercialized vice is a 'necessary evil.'

f. The movements afoot for control.

1) Vice surveys.

2) Societies for moral prophylaxis, sex hygiene, etc.

3) Legislation against the white slave traffic, social legislation, etc.

4) Net results.

D. Community action and the use of leisure.

1. Legislation and recreation.

a. Custom and restrictions upon legislation in this field.

b. Restrictive regulation of leisure time pursuits.

1) Tradition and restrictive control of amusement.

2) Examples of restrictive regulations.

c. Constructive regulation.

1) Theories opposing constructive regulation.

2) The contemporary program for the public inspection and better social organization of leisure time pursuits.

3) Rôle of voluntaryism.

How personal and group influences have furthered the organization of the leisure time of adults and children.

PART IV

EXPLANATIONS OF POVERTY AS A
SOCIAL PHENOMENON

PART IV. EXPLANATIONS OF POVERTY AS A SOCIAL PHENOMENON

CHAPTER I.—THEOLOGICAL EXPLANATIONS OF POVERTY

A. Poverty a part of the divine order.

1. Supreme opportunity for expiation of original sin.
 - a.* Discipline.
 - b.* Exemption from the embarrassments of riches.
 - c.* Predestination and poverty classes.
2. St. Francis and the beatification of poverty.

B. Recent modifications of this view.

1. Christian socialism and poverty.
 - a.* Catholic socialism.
 - b.* Protestant socialism.
2. Contemporary tendencies in theological circles to modify the older theological explanations.

C. Socio-economic theories and practices, and the theological explanation of poverty.

CHAPTER II.—CASTE EXPLANATIONS

A. Early caste theories.

1. Theory of a social order with classes in gradation from fortunate to unfortunate.
 - a.* Earlier doctrines.
 - 1) Poverty is inferiority, mental, intellectual, physical, or moral.
 - b.* Present status of this theory.

B. Current notions about 'walks of life.'

1. Poverty, the opportunity for the exercise of humility, contentment, and industry.
2. Poverty, the spur to ambition, the chance for achievement and distinction.

C. Social classes and poverty.

CHAPTER III.—EXPLANATIONS BY ECONOMISTS

A. Poverty in general due to underproduction and lack of purchasing power.

1. Arguments for unchecked industrial activity under competent leadership as final cure for national poverty.

B. Anti-poor law theories of poverty.

1. Legal aid of the poor, a doubtful economic good.
 - a. More than subsistence aid creates dependency.
 - b. Less than case treatment develops pauperism.
2. Poor laws useless if not harmful because they tend to become a mode of wages.
3. Poor laws objectionably menace effort; need gives spur to effort.
4. Substitutes for poor law sanctioned by classical economic theory.
 - a. Private benevolence.
 - b. Employment.

C. Malthusian explanation of poverty.

1. Poverty not the result of 'fallen' human nature but caused by pressure of population upon subsistence.
2. Poverty and the 'preventive check.'

D. Explanations by 'dissident' economists.

1. *Laisser faire* as cause of poverty.

a. *Laisser faire* said to mean for most *laissez souffrir, laissez mourir* (Sismondi, Thompson, Gray, Bray, leaders of this school of thought).

b. Socialist economists, especially Marxists, explain poverty as the result of the wastes and exploitation of competition and the pecuniary economy.

E. Tendencies in contemporary economic thought.

1. Poverty and mismanagement in economic life.

a. Growing custom to differentiate between business enterprise and economic welfare.

b. The wastes of management and the limitations of the laborer's income.

2. Poverty explained as 'income contrast.'

3. Poverty and competitive consumption.

4. Poverty explained as failure to analyze production and consumption in terms of human utility.

a. Desire for acquisition and emulation vs. personal and social interest in the satisfaction of nurture wants.

b. Desire for goods that do not intrinsically satisfy nurture needs.

CHAPTER V.—EXPLANATIONS BY 'RADICALS'

A. Poverty caused by property and contract.

1. Personal property rights in capitalistic goods and the privileges deriving therefrom.

2. Control in industry, 'contrasts of economic function' said to lead to 'wage slavery.'

B. Poverty caused by economic factors.

1. Competition.

a. Cause of ill-gotten, ill-used riches.

b. Cause of wastes in effort and product.

2. Industrial activities when unchecked by social control unavoidably breed business cycles, etc.

C. Poverty caused by government.

CHAPTER VI.—EXPLANATIONS BY SOCIAL WORKERS

A. Case records and social studies explain poverty as due to one or more of the following:

1. Sickness.

2. Unemployment.

3. Overwork.

4. Accident.

5. Bad living conditions.

6. Neglected family ties.

7. Friendlessness.

8. Disabling use of leisure.

B. Relation of social institutions to these causes usually in mind.

C. Advantages of the case and statistical explanations of poverty.

1. Shifts emphasis from sentiment to fact.

2. Directs study away from overstress upon production of goods to the standard of living and the consumers' problems.

3. Furnishes continuous evidence that the rate of wages cannot fall below a certain minimum without involving the welfare of most if not all the commonwealth.

C. Weaknesses of the 'case' explanation.

1. Overstress on character defect, and general reluctance to ascribe poverty to one or more fundamental social causes.

2. The fact that lack of a living wage is a social not an individual problem is recognized with hesitation if at all.

PART V

INCENTIVES AND THE PREVENTION
OF POVERTY

PART V. INCENTIVES AND THE PREVENTION OF POVERTY

CHAPTER I.—THE SOCIAL SANCTIONS

A. Piety.

1. This sanction is the earliest and most widely respected impulse to action related to the poor.
2. Piety arouses a mixture of motives and activities.
 - a.* Self-regarding and self-effacing motives stirred by piety.
 - b.* Love of the poor and piety.
 - c.* Depreciation of riches.
 - d.* Charity for human weakness and suffering.

B. Apprehension.

1. Political fear of the poorer classes.
 - a.* Source of disorder and ignorance in political life.
 - b.* Source of disease.
 - c.* Cause of economic inefficiency.

C. The motive of social utility.

1. Economic welfare best secured when there are no poor.
2. Business welfare depends on healthy and skilled masses.
3. Social welfare.
 - a.* Theory that the 'good life' requires no income contrasts.
 - b.* Theory that income contrasts are desirable, but that there can be no social welfare if any are suffering.
4. Whether genuine sympathy is ever the motive of social action in relation to poverty.
5. The theory that charity is a social disutility.

D. Custom and poverty people.

1. The proprieties and work for the poor.
 - a.* Custom leads men to relieve poverty.
 - b.* Preventive action less supported by usage.
 - c.* The extremes of current custom: social sanction of uncritical giving to whosoever will vs. uncritical disparagement of all relief-giving.

CHAPTER II.—HUMAN NATURE AND THE UNDER-DOG

A. The human impulses behind social work for the poor.

1. The complex nature of the impulses.
 - a.* Cruelty, fear, and hate in relation to the poor.
 - b.* The submissive instinct and charity.
 - c.* The fighting instinct and the poor.
 - d.* Love of variety; satiety and social work.
 - e.* Ambition, love of prestige, and charity.
 - f.* Sympathy (parental instinct) and the poor.

B. Sex and social service.

1. Custom at present ascribes the care of the poor, as it does religious service, to women.
 - a.* Reasons, social and economic.
 - b.* Social advantages and disadvantages.

PART VI. THE MARGIN FOR PIONEERING IN SOCIAL
WORK TODAY

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