PHYSICAL STANDARDS FOR WORKING CHILDREN
PRELIMINARY REPORT OF THE COMMITTEE APPOINTED BY THE CHILDREN'S BUREAU OF THE U. S. DEPARTMENT OF LABOR TO FORMULATE STANDARDS OF NORMAL DEVELOPMENT AND SOUND HEALTH FOR THE USE OF PHYSICIANS IN EXAMINING CHILDREN ENTERING EMPLOYMENT AND CHILDREN AT WORK

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LETTER OF TRANSMITTAL.

U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, May 25, 1921.

Sir: I transmit herewith a report on Physical Standards for Working Children. This report is the result of a motion unanimously carried at a session of the Children's Bureau Conferences on Standards of Child Welfare to the effect that the Children's Bureau appoint a committee to formulate definite standards of normal development and sound health for the use of physicians in examining children applying for work permits. The following physicians consented to serve on the committee:

Dr. George P. Barth, Director of School Hygiene, City Health Department, Milwaukee, Wis., Chairman.

Dr. Emma M. Appel, Employment Certificate Department, Chicago Board of Education.

Dr. S. Josephine Baker, Chief, Bureau of Child Hygiene, Department of Health, New York City.

Dr. Taliaferro Clark, representing the United States Public Health Service.

Dr. C. Ward Crampton, Dean, Normal School of Physical Education, Battle Creek, Mich.

Dr. D. L. Edsall, Dean, Harvard Medical School.

Dr. George W. Goler, Health Officer, Rochester, N. Y.

Dr. Harry Linenthal, Industrial Clinic, Massachusetts General Hospital, Boston, Mass.

Dr. H. H. Mitchell, representing the National Child Labor Committee.

Dr. Anna E. Rude, Director, Hygiene Division, United States Children's Bureau.

Dr. Thomas B. Wood, Chairman of Committee on Health Problems and Education, Columbia University.

Miss E. N. Matthews, Director of the Industrial Division of the Children's Bureau has acted as secretary to the committee.

The bureau wishes to express its appreciation and gratitude to the members of the committee who have given generously of their time, enthusiasm, and technical knowledge. Thanks are due also the many physicians, State labor officials, local certificate-issuing officers, and others, whose criticisms and suggestions have been especially helpful in adapting to practical use the record form recommended by the committee.

Respectfully submitted.

JAMES J. DAVIS,
Secretary of Labor.

JULIA C. LATHROP, Chief.

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Legal requirements for physical examinations of children going to work - January 1, 1921.

(Examinations to determine age not included.)

1 Required for issuance of regular employment certificates.

- The law does not specifically demand an employment certificate, but if obtained it is prima facie evidence that child is of legal age for employment.

- Examination mandatory in Milwaukee by order of State Industrial Commission.

† Previous record of school physician showing child sound in health may be accepted as substitute.
PHYSICAL STANDARDS FOR WORKING CHILDREN.

FOREWORD.

The child who goes to work between 14 and 18 years of age is in need of special protection if he is to arrive at maturity with good health and a vigorous and well-developed body. During these years he is passing through the most critical period of his physical development, when his body must meet the unusual demands of rapid growth and physiological readjustment. If at the same time he is subjected to the mental and physical strain of occupational life, the burden upon his immature physique is a double one, and special precautions are necessary if normal growth and development are not to be endangered. Prohibiting the employment of children in certain occupations generally recognized as injurious to health is an important but obviously limited means of affording protection. Raising the minimum age for entrance upon any employment offers only a partial solution of the problem. A tendency to keep children out of industry until they are at least 16 years of age is becoming apparent in child labor laws, but even with 16 years as a minimum age, large numbers of young persons will continue to go to work before their physical growth is completed and will stand in need of protection if they are to reach normal development. An effective means of protecting the health of children at work lies in the adoption of standards of physical fitness which all children entering employment are required by law to meet.

TYPES OF LEGISLATION.

The first attempts to protect the health of employed children through direct legal provisions took the form of laws giving factory inspectors or other law-enforcing officials power to require physical examinations of children found at work who appeared to be physically unfit for employment. Illinois, Michigan, Minnesota, New Jersey, and New York were among the States enacting legislation of this type. A number of these early laws are still on the statute books, and a few States have in recent years passed laws of the same type, but generally powers of this kind are not so exercised as to protect any considerable number of children from the strain of too early or inappropriate labor. This is due not only to the inherent weakness

1 See Appendix, p. 22.
of a mere permissive regulation, but also to the fact that the unfitness of a child for his work is seldom so apparent as to force itself upon the attention of an official—usually not a physician—whose inspection duties cover far more than the child-labor provisions of the law. The next form of legal provision permitted the certificate-issuing officer to require a child who did not appear to be in fit physical condition for work to be examined by a physician before he could secure an employment certificate. Ten States ² and the District of Columbia now have permissive laws of this type, and though in a few instances they may be so enforced as to require practically every child going to work to be passed upon by a physician, they have the serious disadvantage of depending for their effectiveness upon the degree of interest evidenced by each one of a large number of enforcing officials, who are, in most States practically unsupervised by any central authority and who in many cases do not realize the importance of this phase of their work.

The mandatory requirement of a physical examination for every child securing an employment certificate, now found in the laws of 18 States,² represents the third step in the development of the legal protection of the health of working children. In some of these States the child must be examined with reference to the particular kind of work which he is to do and must obtain a new certificate of physical fitness whenever he goes from one employer to another. But a child fitted for one occupation may be transferred by his first employer to an entirely different kind of work for which he is not at all fitted, and he may stay with his first employer until he passes the certificate age. It is thus obvious that even requiring a certificate of physical fitness for the issuance of every employment certificate and a new employment certificate every time a child changes employers does not give an opportunity for adequate and uniform health supervision of employed children.

No State has as yet advanced to the next stage—examination of every working child at regular intervals during the years when he is peculiarly susceptible to the strains of industry in order to determine whether the work at which he is engaged is injuring him or interfering with his growth.³ The laws of 20 States,¹ moreover, still

² See Appendix, pp. 19-21.
³ An exceptionally good opportunity for putting into effect an adequate program of health supervision of working children is furnished by the compulsory continuation school laws now in force in 22 States, which keep still under the control of the school authorities children who have left the all-day schools to enter industry by requiring them to spend a certain number of their working hours in classes specially provided for them. These States are Arizona, California, Illinois, Indiana, Iowa, Kentucky, Massachusetts, Michigan, Missouri, Montana, Nebraska, Nevada, New Jersey, New Mexico, New York, Ohio, Oklahoma, Oregon, Pennsylvania, Utah, Washington, and Wisconsin. All except four have provisions requiring schools to be established and children to attend under certain specified conditions. These four are Indiana, where local school authorities may establish schools and require attendance; and Kentucky, Ohio, and Washington, where certain groups of children must attend if schools are established, but there are no compulsory provisions for establishment.
⁴ See Appendix, pp. 19-21.
make no provision at all for a physical examination even when the child first goes to work.

The most comprehensive type of law now found requires that a child be of normal development, in sound health, and physically qualified for the occupation in which he is to engage, and stipulates that the examination shall be made and the certificate of physical fitness granted by a physician who is officially connected with some public department, usually the public-school system or the board of health, but in some cases the department enforcing the child-labor laws. In order that the physician may judge the child's fitness for his intended work, the latter is required to bring a promise of employment signed by the prospective employer and stating the occupation in which he is to be engaged.

STANDARDS OF ADMINISTRATION.

Even where provisions which might go far toward protecting the health of employed children are found on the statute books, inadequate appropriations and a failure to recognize the importance of the physical requirement are responsible for inadequate administration. The first examination is in many cases hurried and superficial rather than thorough. Reexaminations when the child goes from one employer to another, required under the laws of a few States and possible, at least, in most of the States where the first examination is mandatory, are either omitted or only perfunctorily given. In States where the law is permissive, issuing officers seldom take full advantage of their power to require examinations.

The procedure followed in making physical examinations of children applying for employment certificates is usually determined by the policy of each individual issuing office, but in a few States, among which are Connecticut, Delaware, Illinois, Maryland, New York, and Pennsylvania, a uniform blank for recording the results of the examination is in use. These forms, which are prescribed by the State board responsible for the enforcement of the child labor law, specify the points which should be covered by the physician's examination, and in some States they are supplemented by detailed instructions. In certain cities the local officials in charge of issuing certificates have devised special forms and have attempted to develop standard methods of procedure.

One of the most usual forms of physician's certificate does not furnish in any sense a record of the examination, since it contains merely the bare statement required by law that the child has been examined and has been found in sufficiently sound health and physically fit for the work which he intends to do. Among the forms which do attempt to furnish a record of the results of the

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5 See Appendix, pp. 21-22.
examination, wide variation in details is found. Some require entries of only a few of the outstanding facts about the child's physical condition, under such items as: Ears, eyes, teeth, throat, chest development, height, weight, vaccinated, malnutrition, heart action. Others go into great detail as to the points to be covered by the examination, in effect instructing the physician as to exactly what indications he should look for, and what methods he should use in examining each child. Such a form serves the double purpose of preserving a record of the child's physical condition and of insuring at least a certain degree of thoroughness as well as of uniformity where any conscientious attempt is made to make the practice conform to that obviously demanded by the record blank.

Even where directions are issued and forms are used, the examinations in practice vary widely. No form can be more than a guide and a reminder; its use can not make certain that a child will be thoroughly or scientifically examined, but a form which is properly arranged and adequate for its purpose greatly increases the probability of such examinations.

The object of the physical examination is obviously to prevent children from going to work in unsuitable occupations, or from going to work at all if they are not in a fit condition to do so. The key to its actual value to the child, therefore, is found in the standards set for the granting of a certificate of physical fitness. This standard varies probably fully as much as the standard of the examinations themselves, becoming more exacting the more thorough the examination. As would be expected, the more definite standards are found in offices where specially devised record forms are used—these forms, in fact, being in many cases accompanied by detailed instructions as to the defects for which children must be permanently refused or temporarily refused until such defects are corrected.

COMMITTEE ON PHYSICAL STANDARDS.

The difficulties in the way of adequate enforcement of the physical provisions of child labor laws are recognized as due to a large extent to the lack of definite standards and of uniformity in procedure. "Sound health" and "normal development" are not defined in the laws, and physical fitness for a specific occupation can not be determined unless precise and definite knowledge of occupations and their effect on the growth of the body and on the health of the child is available.

At the Children's Bureau Conferences on Standards of Child Welfare (May and June, 1919) considerable attention was devoted to the subject of physical standards, and the following physical minimum

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was adopted as a part of the minimum standards for children entering employment. 7

A child shall not be allowed to go to work until he has had a physical examination by a public-school physician or other medical officer especially appointed for that purpose by the agency charged with the enforcement of the law, and has been found to be of normal development for a child of his age and physically fit for the work at which he is to be employed.

There shall be annual physical examinations of all working children who are under 18 years of age.

Acting on a proposal made by members of the Conference who realized that such a standard could not be adequately applied until it was more carefully defined, the Children's Bureau appointed a committee of physicians whose task it was to formulate definite standards of normal development and physical fitness for the use of medical examiners in making physical examinations of children applying for employment certificates, and also of working children. Following its first meeting in January, 1920, the committee prepared a preliminary report and a tentative record form, which were sent for criticism and suggestions to State labor officials, local certificate issuing officers, examining physicians, and others interested in physical standards for working children. The record form was also tried out in several cities. In the light of suggestions and criticisms received from these sources, this preliminary report was revised at the second meeting of the committee, January, 1921, and submitted to the Children's Bureau. It is expected that from time to time the report will be revised to embody the results of further scientific research and practical experience in this field.

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PRELIMINARY REPORT OF THE COMMITTEE ON PHYSICAL STANDARDS FOR WORKING CHILDREN.

GENERAL RECOMMENDATIONS.

1. Age minimum for entrance into industry.
   The minimum age for the entrance of children into industry should be not younger than sixteen years. Since it is recognized that the physiological and psychological readjustments incident to pubescence (which in the vast majority of cases are not completed until the sixteenth year) determine a period of general instability which makes great and special demands upon the vitality of the child, it is of paramount importance that he should be protected during this period from the physical and nervous strain which entrance into industry inevitably entails. The committee recognizes the fact that pubescence may occur early or may be very greatly delayed, and is convinced that the longer it is delayed the stronger is the indication of a physical stage during which it is highly inappropriate to subject the child to the strains of industry.

2. Physical minimum for entrance into industry.
   No child between the ages of sixteen and eighteen should be permitted to go to work who is not of normal development for his age, of sound health and physically fit for the work at which he is to be employed.

3. Physical examinations for children entering industry.
   The physical fitness of children entering industry should be determined by means of a thorough physical examination conducted by a public medical officer appointed for this purpose. Where possible all examinations should be made without clothing. Before such a physical examination is made, the child should present a definite promise of employment in writing from his intended employer, stating the specific occupation at which he is to be employed.

   The employment certificate should not be given to the child, but sent by mail to the employer. When a child leaves the specific employment for which the certificate was issued, the employer should return the permit to the issuing officer by mail. With each change of employer another examination should be made before the child is again permitted to work, the mode of procedure to be the same as in the issuance of the original permit. When a child is transferred to any
5. Periodical reexaminations for all working children.

All employed children up to the age of eighteen should have at least one yearly physical examination, to be made by a public medical officer appointed for this purpose. Whenever in the judgment of the medical examiner more frequent examinations are desirable, the child should be ordered to report at stated intervals for this purpose. These examinations should take place in the certificate issuing office, in the continuation school, or in the establishment in which the child is employed.


In order to insure uniformity in methods of examination in each State the State labor or other department administering the child labor law should have authority to make rules and regulations relative to methods of examination and qualifications of examining physicians, to prescribe record forms, and to require reports with reference to examinations made. Each such department should employ one or more physicians qualified in industrial hygiene, who shall be authorized and required to supervise the work of the local examining physicians.

7. Desirability of physical examinations of children during school and preschool period.

Many of the physical defects found in children applying for work permits could easily have been discovered and cured, or prevented altogether, by proper examination and treatment during the child’s school life, or even earlier. The committee therefore urges the necessity for the provision of adequate facilities for medical examination and treatment of all children of school and preschool age.

8. Need of study by local administrative and medical officers of occupations in which children are employed and of their effect upon health.

Occupations in which children are likely to be employed should be made the subject of special study for the purpose of ascertaining their physical requirements and their effect upon the health and development of the growing child. The examining physician should be authorized and required to visit periodically industrial establishments and to familiarize himself with conditions of employment and with the various health hazards of industry.
9. Need of authoritative scientific investigation.

The committee recognizes the impossibility of formulating definite physical standards for children in industry which will be complete and finally authoritative without a great deal of further scientific study of the effect of different kinds of work upon the health and physique of the adolescent child.

Research is especially needed with reference to:

a. The rate of growth and development of children employed in different occupations and industries as compared with children not in industry.
b. Morbidity among children employed in different occupations and industries as compared with children not in industry.
c. Mortality among children employed in different occupations and industries as compared with children not in industry.
d. Fatigue in children employed in different occupations and industries.
e. Effect of employment in specific occupations at different stages of physiological development upon the growth and health of—
   (1) Normal children.
   (2) Children with certain physical defects (such as compensated cardiac disease or with orthopedic defects) or with a personal or family history indicating predisposition to certain diseases.
f. Effect of employment in specific occupations upon the menstrual function and pelvic organs of adolescent girls and young women.
g. Types of work desirable for:
   (1) Children and young persons with some mental defect who, nevertheless, are able to fulfill the educational requirements necessary to obtain an employment certificate.
   (2) Children and young persons who are suffering from certain physical handicaps, such as the partially disabled child and the child with seriously impaired vision or hearing.
h. Industries and occupations in which children are customarily employed with special reference to health hazards.

Note.—Material for at least the greater number of such studies might effectively and economically be secured from the records of examinations made in the public schools and in connection with the issuance of employment certificates in States where reexaminations are required. It is, therefore, urged that all such examinations be scientifically and thoroughly made and that methods and record forms be standardized so as to be statistically comparable.
10. Certain tentative minimum standards obtainable from results of scientific research already available.

While recognizing the necessity of further study, the committee is of the opinion that the results of scientific research already available, together with the experience acquired in the administration of laws prescribing physical requirements for admission to industry, permit the recommendation at the present time of certain tentative minimum standards. The acceptance of these standards will aid materially in safeguarding the physical welfare of the child obliged to enter industry before reaching his full development.

MINIMUM STANDARDS OF PHYSICAL FITNESS FOR CHILDREN ENTERING AND WORKING IN INDUSTRY.

1. Standards of normal development.
   a. Certificates should be refused to children who do not come up to the following minimum standards of height and weight for specified age, which are based on the most reliable experience and present-day practice. (Since at the present time children under 16 may be legally employed in a considerable number of States, minimum standards of height and weight are furnished for children 14 and 15, as well as 16, years of age.)

<table>
<thead>
<tr>
<th>Age</th>
<th>Weight (in clothing)</th>
<th>Height</th>
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<tr>
<td>14</td>
<td>80 pounds</td>
<td>58 inches</td>
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<tr>
<td>15</td>
<td>85 pounds</td>
<td>58 inches</td>
</tr>
<tr>
<td>16</td>
<td>90 pounds</td>
<td>59 inches</td>
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   1 When children are weighed without clothing, not more than 5 pounds should be allowed for clothing.

   In exceptional cases, a child who falls below the prescribed minimum of height or weight may, however, be granted a certificate if, after examination by two physicians, it is found that this condition is a family or racial characteristic, and that he is free from any other defects which would justify the refusal of the certificate.

   b. Certificates should be refused to children who do not show unmistakable signs of puberty.

2. Standards of sound health and physical fitness for employment.
   a. Certificates should be refused to all children who have the following defects:
      (1) Cardiac disease, with broken compensation.
      (2) Pulmonary tuberculosis or other evidence of serious pulmonary disease.
PHYSICAL STANDARDS FOR WORKING CHILDREN.

(3) Active glandular tuberculosis.
(4) Active tuberculous or syphilitic disease of joints or bones.
(5) Total blindness. (Unless no further educational facilities can be provided for such children.)
(6) Total deafness. (Unless no further educational facilities can be provided for such children.)
(7) Trachoma.
(8) Chorea.
(9) Syphilides.
(10) Hyperthyroidism.
(11) Acute or subacute nephritis.
(12) Hookworm.

All children who are refused employment certificates because of physical defects as noted under “a” should be referred to some appropriate person or agency for whatever medical or other assistance they need.

b. Certificates should be refused to all children pending correction of all serious remediable defects, such as:
   (1) Defective vision subject to correction by glasses.
   (2) Contagious eye and skin diseases.
   (3) Defective teeth: extraction or prophylactic care needed.
   (4) Malnutrition requiring supervision or medical attention and not under treatment.
   (5) Untreated inguinal or femoral hernia.
   (6) Diseased tonsils.
   (7) Defective nasal breathing requiring correction and not under treatment.
   (8) Discharging ears not under treatment.
   (9) Orthopedic defects not under treatment.
   (10) Intestinal parasites (other than hookworm) not under treatment.

All children who are temporarily refused employment certificates because of the existence of physical defects as outlined under “b” should be referred to the care of a public medical officer, school physician, family physician, or school nurse, who should make every effort to see that the necessary medical treatment or other care is secured for the child. As soon as such treatment has been completed, or the defect has been corrected, the issuance of the employment certificate may be recommended.
c. Provisional certificates for a period of not more than three
months may be issued on recommendation of the medical
examiner under the following conditions:
(1) Where treatment has been started but not completed,
in such cases as:
   (a) Defective teeth.
   (b) Malnutrition.
   (c) Orthopedic defects.
   (d) Defective nasal breathing.
   (e) Discharging ears.
   (f) Intestinal parasites (other than hookworm).
(2) Partial blindness.
(3) Partial deafness.
(4) Other defects (not specified under "a" and "b") which
    in the opinion of the medical examiner require supervision.

Children receiving provisional certificates shall be reexamined
at the expiration of the provisional certificate, or at such inter-
vals as the examining physician may deem necessary. If in
the opinion of the examining physician every conscientious effort
has not been made to correct the defect during the provisional
period, no new certificate shall be issued until correction has
been obtained.

d. All children who, because of their physical condition, or
because of their family or previous history, show a tendency
to weakness or disease of any organ should be excluded from
occupations which would tend to aggravate that tendency.

POINTS TO BE COVERED AND METHODS TO BE EMPLOYED IN PHYSICAL
EXAMINATIONS.

1. Items for inquiry.
   a. Information with reference to the following items should be
      recorded upon the examination record blank by the issuing
      officer or his clerk before the child is sent to the
      physician for examination:
      (1) Age.
      (2) Sex.
      (3) Color.
      (4) Nationality of father.
      (5) Nationality of mother.
      (6) Intended employer.
      (7) Industry.
      (8) Occupation.
      (9) Grade completed.
      (10) Child's previous industrial history.
b. The examining physician should inquire into and record the condition found with reference to the following items:

(1) Significant family history (medical).
(2) Previous illnesses.
   (a) Scarlet fever.
   (b) Diphtheria.
   (c) Infantile paralysis.
   (d) Asthma.
   (e) Bronchitis, chronic.
   (f) Pneumonia.
   (g) Pleurisy with effusion.
   (h) Chorea.
   (i) Epilepsy.
   (j) Rheumatism.
   (k) Frequent sore throats.
   (l) Operations.
   (m) Vaccination (against smallpox).
   (n) Hospital or dispensary care.
(3) Physical examination—
   (a) General physical condition—
      Height in inches and fractions.
      Weight in pounds and fractions.
      Nutrition.
      Anemia.
      Evidence of puberty.
      Menses (sp. abnormalities).
   (b) Skin—
      Parasitic diseases.
      Other diseases.
   (c) Eyes—
      Vision.
      Diseases.
   (d) Ears—
      Hearing.
      Diseases.
   (e) Mouth—
      Dental caries.
      Gingivitis.
   (f) Nasopharynx—
      Nasal obstruction.
      Tonsils—enlarged—diseased.
   (g) Glands—
      Enlarged.
      Infected.
(3) Physical examination—Continued.

(h) Thyroid—
  Goiter, simple—exophthalmic.

(i) Chest—
  Deformities.

(j) Lungs—
  Abnormal breath sounds.
  Abnormal dullness.
  Rales.
  Respiratory disease.

(k) Heart—
  Apex-interspace.
  Sounds.
  Murmurs.
  Pulse rate.
  Heart disease.

(l) Abdomen—
  Hernia, truss—operation.
  Intestinal parasites.

(m) Orthopedic defects.

(n) Nervous system—
  Chorea.
  Other abnormalities.

(o) Kidneys—
  Disease.

(p) Diabetes.

In making reexaminations, physicians should cover the same points as in the first examination, and in addition should note in detail any changes in physical condition, either improvement or defect, and all diseases or operations the child may have had in the interval between the two examinations.

2. Use of previous examination records.

Records of examinations made by school medical officers during the child’s school period should when practicable be made available to physicians making examinations of applicants for work permits.

3. Record card and instructions for use of examining physician.

For the purpose of securing uniformity in administration and in statistical analysis, the committee recommends the use of a uniform record card in all States where the law provides for a certificate of physical fitness for children entering employment.
Three forms of record card were tentatively approved by members of the committee, as follows:

a. Form 1 providing on the face of the card for a record of the first examination only. Space on back of original form may be used for records of reexaminations. (5 by 8 card.)

b. Form 2 providing on the face of the card for a record of the original examination and three reexaminations. (8 by 10 card.)

c. Form 3 providing for a record of the original examination and three reexaminations, similar in detail to Form 2, except that both sides of the blank are used, making possible a smaller sized card. (5 by 8 card.)

It was finally agreed by the majority of the committee that Form 2 appeared to offer the smallest number of difficulties in administration and that it should therefore be the form printed in this preliminary report and thus made available for general distribution. Unprinted copies of Forms 1 and 3 have been submitted by the committee to the Children's Bureau, with the suggestion that they be made available to any interested persons upon request.  

1 State and city officials and other interested persons may obtain copies of these forms upon application to the Children's Bureau, U. S. Department of Labor, Washington, D. C.
**RECORD OF PHYSICAL EXAMINATION FOR EMPLOYMENT CERTIFICATE.**

**STATE:**

**CITY OR TOWN:**

### PHYSICAL EXAMINATION

<table>
<thead>
<tr>
<th>Series</th>
<th>Examination</th>
<th>First</th>
<th>Second</th>
<th>Third</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Heart Rate</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td></td>
</tr>
<tr>
<td>3. Respiratory Function</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td></td>
</tr>
<tr>
<td>4. Skin Examination</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td></td>
</tr>
<tr>
<td>5. Neurological Examination</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td></td>
</tr>
<tr>
<td>7. Genitourinary System</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td></td>
</tr>
<tr>
<td>8. Endocrine System</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td></td>
</tr>
<tr>
<td>10. Musculoskeletal System</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td></td>
</tr>
<tr>
<td>11. Skin Examination</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td></td>
</tr>
<tr>
<td>12. Eye Examination</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td></td>
</tr>
<tr>
<td>13. Ear Examination</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td>Y. M. D.</td>
<td></td>
</tr>
</tbody>
</table>

### INDUSTRIAL RECORD

- Employer: Name
- Address: Address
- Industry: Industry
- Occupation: Occupation
- Date of Employment: Date of Employment
- Date of Group: Date of Group
- Date of Return: Date of Return
- Date of Application: Date of Application
- Date of Expiration: Date of Expiration
- Date of Approval: Date of Approval
- Date of Issue: Date of Issue
- Date of Renewal: Date of Renewal
- Date of Cancellation: Date of Cancellation
- Date of Non-renewal: Date of Non-renewal
- Date of Amendment: Date of Amendment
- Date of Suspension: Date of Suspension
- Date of Voluntary Withdrawal: Date of Voluntary Withdrawal
- Date of Forced Withdrawal: Date of Forced Withdrawal
- Date of Revocation: Date of Revocation
- Date of Reinstatement: Date of Reinstatement
- Date of Termination: Date of Termination
- Date of Resignation: Date of Resignation
- Date of Reemployment: Date of Reemployment
- Date of Reemployment with Same Employer: Date of Reemployment with Same Employer
- Date of Reemployment with Different Employer: Date of Reemployment with Different Employer
- Date of Reemployment with Same Industry: Date of Reemployment with Same Industry
- Date of Reemployment with Different Industry: Date of Reemployment with Different Industry
- Date of Reemployment with Same Occupation: Date of Reemployment with Same Occupation
- Date of Reemployment with Different Occupation: Date of Reemployment with Different Occupation
- Date of Reemployment with Same Date of Employment: Date of Reemployment with Same Date of Employment
- Date of Reemployment with Different Date of Employment: Date of Reemployment with Different Date of Employment
- Date of Reemployment with Same Address: Date of Reemployment with Same Address
- Date of Reemployment with Different Address: Date of Reemployment with Different Address
- Date of Reemployment with Same Industry: Date of Reemployment with Same Industry
- Date of Reemployment with Different Industry: Date of Reemployment with Different Industry
- Date of Reemployment with Same Occupation: Date of Reemployment with Same Occupation
- Date of Reemployment with Different Occupation: Date of Reemployment with Different Occupation
- Date of Reemployment with Same Date of Employment: Date of Reemployment with Same Date of Employment
- Date of Reemployment with Different Date of Employment: Date of Reemployment with Different Date of Employment
- Date of Reemployment with Same Address: Date of Reemployment with Same Address
- Date of Reemployment with Different Address: Date of Reemployment with Different Address
- Date of Reemployment with Same Industry: Date of Reemployment with Same Industry
- Date of Reemployment with Different Industry: Date of Reemployment with Different Industry
- Date of Reemployment with Same Occupation: Date of Reemployment with Same Occupation
- Date of Reemployment with Different Occupation: Date of Reemployment with Different Occupation
- Date of Reemployment with Same Date of Employment: Date of Reemployment with Same Date of Employment
- Date of Reemployment with Different Date of Employment: Date of Reemployment with Different Date of Employment
- Date of Reemployment with Same Address: Date of Reemployment with Same Address
- Date of Reemployment with Different Address: Date of Reemployment with Different Address

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## APPENDIX.

### LAWS RELATING TO PHYSICAL REQUIREMENTS FOR EMPLOYMENT (JAN. 1, 1921).

**EXAMINATION BY PHYSICIAN BEFORE CHILD GOES TO WORK.**

This summary shows the requirements for the issuance of regular employment certificates only, special permits, such as those granted on account of poverty, being omitted. Since an employment certificate is not always required for all occupations in which a child may legally be engaged, these requirements may not by any means affect all children entering industry. Examinations to determine age are not considered here.

<table>
<thead>
<tr>
<th>State</th>
<th>Requirement of examination</th>
<th>Examining physician</th>
<th>Physician certifies:</th>
</tr>
</thead>
</table>
| Alabama        | Mandatory                  | Public-school physician or regularly licensed physician in good standing. | 1. Good physical development for age.  
2. Sound health.  
3. Physical fitness for intended work. |
| Arizona        | do                         | Medical officer of board of health, or physician appointed by school committee. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Arkansas       | [No provision]             | Physician appointed by school board or other public medical officer. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| California     | Mandatory                  | Physician designated by State board of education. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
2. Sufficiently sound health and physical fitness for intended work. |
2. Sufficiently sound health and physical fitness for intended work. |
| Delaware       | do                         | Physician designated by labor commission. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Dist. of Columbia | Optional                  | [None specified (choicest apparently left to issuing officer.)] | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Florida        | do                         | Medical officer of board of health or county physician. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Georgia        | [No provision]             | Physician appointed by municipal health department, or by board of education or other local school authority. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Hawaii         | Mandatory                  | Medical inspector of schools or physician appointed by board of education. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Idaho          | do                         | Physician appointed by municipal health department, or by board of education or other local school authority. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Illinois       | Mandatory                  | Public-health officer or physician appointed by board of education. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Indiana        | [No provision]             | Physician appointed by municipal health department, or by board of education or other local school authority. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Iowa           | Mandatory                  | Medical inspector of schools or physician appointed by board of education. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Kansas         | [No provision]             | Public-health officer or physician appointed by board of education. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Kentucky       | Mandatory                  | Medical inspector of schools or physician appointed by board of education. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Louisiana      | [No provision]             | School physician or medical officer of board of health. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |
| Maine          | Optional                   | School physician or medical officer of board of health. | 1. Normal development.  
2. Sufficiently sound health and physical fitness for intended work. |

**NOTE.** See footnotes on p. 21.
<table>
<thead>
<tr>
<th>State</th>
<th>Requirement of examination</th>
<th>Examing physician</th>
<th>Physician certifies to</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maryland</td>
<td>Mandatory</td>
<td>Physician appointed by issuing officer.</td>
<td></td>
</tr>
<tr>
<td>Massachusetts</td>
<td>do</td>
<td>School or family physician appointed by school committee.</td>
<td></td>
</tr>
<tr>
<td>Michigan</td>
<td>Optional 1</td>
<td>Medical officer of board of health or department of health.</td>
<td></td>
</tr>
<tr>
<td>Minnesota</td>
<td>Mandatory</td>
<td>Physician designated by school board.</td>
<td></td>
</tr>
<tr>
<td>Missouri</td>
<td>(No provision)</td>
<td>Optional 2</td>
<td></td>
</tr>
<tr>
<td>Montana</td>
<td>(No provision)</td>
<td>Optional 3</td>
<td></td>
</tr>
<tr>
<td>Nebraska</td>
<td>Optional 4</td>
<td>Mandatory 5</td>
<td></td>
</tr>
<tr>
<td>Nevada</td>
<td>(No provision)</td>
<td>Mandatory 6</td>
<td></td>
</tr>
<tr>
<td>New Hampshire</td>
<td>(No provision)</td>
<td>Mandatory 7</td>
<td></td>
</tr>
<tr>
<td>New Jersey</td>
<td>do</td>
<td>Medical inspector employed by board of education.</td>
<td></td>
</tr>
<tr>
<td>New Mexico</td>
<td>(No provision)</td>
<td>Mandatory 9</td>
<td></td>
</tr>
<tr>
<td>New York</td>
<td>Mandatory</td>
<td>Medical officer of local board or department of health.</td>
<td></td>
</tr>
<tr>
<td>North Carolina</td>
<td>Optional 10</td>
<td>[None specified]</td>
<td></td>
</tr>
<tr>
<td>North Dakota</td>
<td>do</td>
<td>Medical officer of board of health or department of health.</td>
<td></td>
</tr>
<tr>
<td>Ohio</td>
<td>Mandatory 11</td>
<td>School physician, physician of board of health, or physician appointed by school board.</td>
<td></td>
</tr>
<tr>
<td>Oklahoma</td>
<td>Optional 12</td>
<td>Medical officer of board of health or department of health.</td>
<td></td>
</tr>
<tr>
<td>Oregon</td>
<td>do</td>
<td>Medical inspector of schools or public health officer.</td>
<td></td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>Mandatory</td>
<td>Physician &quot;approved&quot; by board of school directors.</td>
<td></td>
</tr>
<tr>
<td>Rhode Island</td>
<td>do</td>
<td>Medical inspector of schools or public health officer.</td>
<td></td>
</tr>
<tr>
<td>South Carolina</td>
<td>(No provision)</td>
<td>Or physician designated by school board.</td>
<td></td>
</tr>
<tr>
<td>South Dakota</td>
<td>do</td>
<td>[None specified]</td>
<td></td>
</tr>
<tr>
<td>Texas</td>
<td>do</td>
<td>[None specified]</td>
<td></td>
</tr>
<tr>
<td>Utah</td>
<td>do</td>
<td>[None specified]</td>
<td></td>
</tr>
<tr>
<td>Vermont</td>
<td>do</td>
<td>[None specified]</td>
<td></td>
</tr>
<tr>
<td>Virginia</td>
<td>do</td>
<td>[None specified]</td>
<td></td>
</tr>
<tr>
<td>Washington</td>
<td>do</td>
<td>[None specified]</td>
<td></td>
</tr>
<tr>
<td>West Virginia</td>
<td>Mandatory</td>
<td>Medical inspector of schools or public health officer.</td>
<td></td>
</tr>
</tbody>
</table>

Note.—See footnotes on p. 21.

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STANDARDS OF SOUND HEALTH.

EXAMINATION BY PHYSICIAN BEFORE CHILD GOES TO WORK—Contd.

<table>
<thead>
<tr>
<th>State</th>
<th>Requirement of examination</th>
<th>Examining physician</th>
<th>Physician certifies to—</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wisconsin:</td>
<td>Optional.</td>
<td>[None specified (choice apparently left to issuing officer).]</td>
<td>[Issuing officer may refuse to grant work permit to child who seems physically unable to perform work, or if best interests of child will be served by such refusal.]</td>
</tr>
<tr>
<td>Outside Milwaukee.</td>
<td>Mandatory.</td>
<td>Physician of city health department, or city board of education, or any other competent physician.</td>
<td></td>
</tr>
<tr>
<td>Milwaukee........</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Wyoming...........</td>
<td>[No provision]</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1. Presentation of promise of employment required. In certain States, this requirement is not specified in the law, but may be implied from the following facts: Michigan.—Certificate is to be returned to issuing officer upon termination of employment, and child must report to issuing officer each month, giving name of new employer. Minnesota.—Issuing officer’s monthly report to labor commissioner must show name of employer and nature of work. Child is to go to school, and employment certificate is returned to issuing officer upon termination within 2 days after employing child, and certificate is returned to issuing officer upon termination of employment. New Jersey.—Employer must notify issuing officer of nature of child’s employment within 10 days after employing child, and certificate is returned to issuing officer upon termination of employment. In North Carolina this requirement is presented by the State child-welfare commission.

2. Because issuing officer’s power to require an examination by a physician is implied from the fact that the law requires him to certify to child’s physical condition (District of Columbia and Oregon); because issuing officer must certify to child’s physical condition and is specifically empowered to require examination by physician (Florida, Michigan, Missouri, Nebraska, and North Dakota); because issuing officer must be satisfied as to the child’s physical fitness and is empowered to require examination by physician (Ohio); because issuing officer (industrial commission or some person designated by it) may refuse permission to child who seems physically unable to perform intended work or if in his judgment “the best interests of the child would be served by such refusal” (Wisconsin); or because State child-welfare commission, which may prescribe conditions under which employment certificate shall be issued, has authorized issuing officers to require examination by physician if physical condition of child is doubtful (North Carolina).

3. Promise of employment not required by law. (But where child must be physically fit for intended work, it might be implied that the issuing officer may demand formal notice of the work child is to do.)

If specific evidence of age is not available, issuing officer may certify that in his opinion child is over 14 and physically fit for intended work.

4. Child at work who appears to factory inspector to be under legal age must obtain from city or parish physician a certificate of physical fitness to perform work required. As factory inspector is also issuing officer, it is possible that he might require examination before issuance of employment certificate.

5. State board of labor and statistics issues employment certificates in Baltimore and branch offices; elsewhere the local school superintendents appoint the examining physicians, who also issue the employment certificates.

6. Promise of employment not required by law, but kind of work which child “stated he intends to perform” is recorded on employment certificate, and monthly reports from issuing officer to State factory inspector must show prospective employer, “if known,” and nature of work in which child intends to engage.

7. Employment certificate is not specifically demanded by the law, but, if obtained, it is prima facie evidence that child is of legal age for employment.

8. Previous record of school physician showing child sound in health may be accepted as substitute in discretion of issuing officer.

9. State industrial commission or person appointed by it.

REEXAMINATIONS.

1. Reexamination when child changes employers.

In Delaware, Illinois, Maryland, and Pennsylvania the law specifically requires a child to be reexamined by a physician whenever he goes from one employer to another. The Maryland and Pennsylvania laws provide further that the employment certificate shall be valid only for the specific occupation for which it is issued, but as the employer is not obligated to return it to the issuing office when he puts the child at another kind of work, this limitation of the certificate to a single occupation in a single establishment is practically unenforceable. Although the express requirement of a reexamination when changing from one employer to another is not found in the laws of any of the 14 remaining States which make the first examination mandatory, there is reasonable ground for believing this to be implied.
wherever the law, in addition to requiring a child to be physically fit for the work he intends to do before he can obtain an employment certificate, makes him secure a new promise of employment and a new certificate for each new employer. In any case an opportunity is offered for a reexamination wherever the child must come back to the issuing office for an employment certificate before he goes to work for a new employer (whether he gets a new certificate or merely his old one reissued), and this he is obliged to do in all the States where the original examination is mandatory, except in New York and possibly California and New Hampshire, where the law is ambiguous, and in at least two of the States (Michigan and Wisconsin) where the examination is optional.


No State law as yet provides for periodical physical examinations of children who have entered upon employment, but in 10 States (Illinois, Indiana, Louisiana, Maine, Minnesota, Missouri, New Hampshire, New York, Ohio, and Oklahoma) the factory inspector or some other State official enforcing the labor law is authorized to require a child found at work to secure a certificate of physical fitness from a physician in order to continue in employment. In most of these States this demand may be made only in case a child seems physically unfit for the employment at which he is engaged, but in New York children must submit to such an examination whenever required to do so by a medical inspector of the Industrial Commission, and in Louisiana the provision applies only to children apparently "under legal age." Besides these 10 States, three others (Alabama, Massachusetts, and Mississippi) have laws of this general type. In Alabama the inspectors of the child welfare department, which enforces the child labor law, must remove from an establishment any child with an infectious, contagious, or communicable disease, or whose physical condition makes his continuation at work hazardous to himself. In Massachusetts, inspectors of the State board of labor and industries are directed by law to inform themselves concerning the health of minors employed in factories in their districts, and, whenever they think it advisable or necessary, to call the ill health or physical unfitness of any minor to the attention of his parent, his employer, and the State board. In Mississippi, county health officers must inspect manufacturing establishments and report to the sheriff any child whose physical condition incapacitates him to perform the work required of him, the sheriff being required thereupon to remove the child from the establishment.

3. Reexamination required through issuance of temporary certificates.

In Connecticut, Delaware, and Pennsylvania, the law expressly permits the physician, whenever he deems it advisable, to issue a certificate of physical fitness good only for a limited period, at the end of which the minor must return to the issuing office and submit to reexamination in order to be allowed to continue in employment. In practice such temporary certificates are issued in some States even where this express provision of the law is not found.
1. Issuing Officers.

In twenty-eight States and the District of Columbia the issuance of employment certificates is placed by law in the hands of local public-school officials, usually the superintendent of schools or some other person designated by him. These States are: Alabama, Arizona, California, Delaware, District of Columbia, Florida, Georgia, Illinois, Indiana, Iowa, Kentucky, Maine, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, New Jersey, New Mexico, North Dakota, Ohio, Oklahoma, Pennsylvania, Rhode Island, South Dakota, Tennessee, Utah, and West Virginia. Three other States, while permitting local public-school officials or their appointees to issue certificates, give equal powers to some other person: Arkansas, State Commissioner of Labor and Statistics; Colorado, superintendent or principal of a parochial school; and Kansas, judge of a juvenile court.

States in which the issuance of certificates is to a greater or less degree centralized through being placed under direct control of some State authority are: Connecticut, where the State board of education has entire control of issuance; Maryland, where the State board of labor and statistics must issue certificates in Baltimore and may issue them in other parts of the State; New Hampshire, where local school officials issue certificates, but the State board of education, through its power to enforce the certificate law, has the work under its control; North Carolina, where the State child welfare commission, which enforces the child labor law, appoints the issuing officers and prescribes the conditions under which certificates shall be granted; Oregon, where the State board of inspectors of child labor either itself issues or appoints the issuing officers and directs the work; South Carolina, where the commissioner of agriculture, commerce, and industries issues "permits" based upon the parents' affidavits, which are obtained by the employer and forwarded to him; Vermont, where the commissioner of industries alone is empowered to grant certificates; and Wisconsin, where the industrial commission issues certificates in Milwaukee and appoints the issuing officers and supervises their work throughout the State.

Louisiana provides for only a certificate of age, which is granted by the factory inspector or the New Orleans factory inspector, if specified evidence of age is not available, by a judge of a juvenile or a district court before whom the parent makes affidavit to the child's age. In Nevada and Washington, the continuation school laws call for permits from the school officials, and the labor laws require also permits from a judge in Nevada and a superior court judge in Washington. In New York, the local boards of health issue the employment certificates. In Texas the only working papers

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*Not including New Hampshire, where local public-school authorities issue certificates but are under the supervision of the State board of education.

Outside Wilmington, if school official appointed fails or refuses to issue certificates, the Commissioner of Labor may designate some person as issuing officer.

In New Mexico the employment certificate is not directly demanded by the law as a prerequisite for employment, but the compulsory education law requires attendance at school of all children between 6 and 16 years of age not physically or mentally incapacitated, or living more than 20 miles from a public school, unless they are 14 and excused to enter employment through the issuance of such a certificate.

Local school superintendents have coordinate authority outside Baltimore. The board issues certificates in Baltimore and its branches; elsewhere the school superintendents appoint the issuing officers, the practice being to appoint physicians, who not only issue the certificates but give the physical examinations.

The certificate is not specifically required by the law, but if obtained it is prima facie evidence that child is of legal age for employment.
issued are temporary permits granted by county judges to children permitted to be employed under the legal working age (15) on account of poverty. In Virginia, any notary public may issue an employment certificate. In Mississippi and Idaho there is no “issuing officer” strictly speaking; in the former State the only paper required is an affidavit from the parent, and in the latter the employer must keep an “age record” of children employed. In Wyoming, no provision at all is made for work permits.

2. Power to prescribe forms.

One of the first steps toward standardizing physical examinations is the use of a uniform record blank. In the following 12 States some official or board is given specific authority to formulate and furnish the preliminary forms necessary for issuing employment certificates, including record forms for physical examinations, though the law is not always clear as to whether the use of these forms is compulsory: Alabama, Connecticut, Delaware, Iowa, Kentucky, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, and West Virginia. In Connecticut, Iowa, Kentucky, New Hampshire, and New Jersey this power is given to the State board of education, in the other States to State board or official enforcing the child labor law. In Massachusetts the State board of education is to be consulted and the form must be approved by the attorney general. In Maine also the attorney general must approve the form. In New York the State industrial commission not only prescribes the forms for recording the physical examinations, but receives duplicate copies of these records. In States where the issuance of certificates is under direct control of some State authority this power to prescribe forms might be implied even when it is not specifically given in the law.

3. Revocation of employment certificates.

In the following 10 States the State board or official charged with the enforcement of the child labor law is authorized to revoke certificates improperly issued: Alabama, Arkansas, California, Georgia, Kansas, Maine, New Jersey, Rhode Island, West Virginia, and Wisconsin. In Wisconsin this power extends also to cases where the physical or moral welfare of the child would be best served by such revocation. The power to require a child found at work who appears to be physically unfit for his tasks to be examined by a physician, found in the laws of a number of States, carries with it the right to cancel the employment certificate if the child can not secure a satisfactory report from the physician. In States where the issuance of certificates is under direct control of some State authority, the power of revocation might be implied even when it is not specifically given in the law.

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1 In Maryland it is stated that the preliminary forms necessary for the issuance of the certificate need not be those prescribed by the State board if they state fully the facts called for by the law.
2 In New York the physical examination record must be on forms prescribed and furnished by the State industrial commission (commission required to furnish only outside first and second class cities).
3 In Kentucky, Louisiana, and Missouri, also, powers of revocation are given to State labor officials but are limited to cases where the child is under legal age (Kentucky) or where the certificate was obtained through fraud or misrepresentation (Louisiana and Missouri).
4 In New Jersey the original papers upon which certificates are granted are sent to the State department of labor, which examines them and notifies the commissioners of education of cases where the certificate appears to have been improperly issued. The latter has power to direct the board of education of the district where the certificate was issued to cancel the certificate, and the district board must cancel the same if so directed.
5 See Appendix, p. 22.