

UNITED STATES DEPARTMENT OF LABOR

W. N. DOAK, Secretary

CHILDREN'S BUREAU

GRACE ABBOTT, Chief

NINETEENTH ANNUAL REPORT OF
THE CHIEF OF THE
CHILDREN'S BUREAU
TO THE SECRETARY OF LABOR

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NINETEENTH ANNUAL REPORT
OF THE
CHIEF OF THE CHILDREN'S BUREAU

UNITED STATES DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, September 15, 1931.

Hon. W. N. DOAK,
Secretary of Labor.

SIR: I have the honor to transmit herewith the nineteenth annual report of the Children's Bureau, for the fiscal year July 1, 1930, to June 30, 1931.

As in previous years, the work of the Children's Bureau has included research in the fields of child health, child labor, recreation, dependency, and delinquency, and the preparation and distribution of popular and scientific bulletins. The bureau has expanded its cooperation with State and local agencies in connection with the assembling of current statistics relating especially to child labor, delinquency, dependency, and health services for children. A brief summary of the work done in these several fields follows.

MATERNAL AND CHILD HEALTH

Scientific studies.

Reports of a number of studies of maternal and child health on which the bureau has been at work for some time are nearing completion and will go to press in 1932. These are as follows:

Study of maternal deaths.—The report of the study of maternal deaths in 15 States, covering 7,537 deaths for which histories were obtained by physicians on the staff of the Children's Bureau or of the maternity and infancy divisions of State departments of health, is nearing completion. Preliminary findings were made available to several subcommittees of the committee on prenatal and maternal care of the White House Conference on Child Health and Protection. Studies conducted along substantially the same lines have been undertaken under local auspices in Baltimore, Cleveland, Detroit, New York, and Philadelphia.

It is well known that deaths from puerperal albuminuria and convulsions, the second largest cause of maternal deaths, may be reduced by good prenatal care. The maternal-mortality study furnished corroborating evidence of this. The prenatal care received by the mothers who died varied greatly in the different States in the study. A definite relationship was found between the percentage of women who had prenatal care among those who died in the different States and the maternal mortality rates from puerperal albuminuria and convulsions. In general, those States in which larger percentages of the

women who died had had good prenatal care were also the States with the lower maternal mortality rates from puerperal albuminuria and convulsions. Among the women who died in the last three months of pregnancy, the percentage of deaths due to puerperal albuminuria and convulsions was considerably less among those who died following good prenatal care than among those who died following prenatal care of poorer quality or no care at all; 24 per cent of those who died following good care, 31 per cent of those who died following fair care, 33 per cent of those who died following care of poor quality, and 34 per cent of those who had no prenatal care, died of this cause. As only 12 per cent of the 4,570 women who died in childbirth or in the last three months of pregnancy and for whom there was a report on prenatal care received what may be considered good, and less than 1 per cent had really adequate, prenatal care, it is evident that appreciation by women of its importance is far from general.

Study of neonatal mortality and morbidity.—The study of neonatal mortality and morbidity, undertaken two years ago in cooperation with the pediatrics department of the Yale University School of Medicine and the New Haven Hospital, has continued throughout the past year. Analysis of records of the 1,001 births which have been included in the study during the past two years is well under way and follow-up examinations of as many of the infants as it has been possible to find have been made. Data have been gathered along two lines: First, with regard to the physical condition of the infant at birth, during the neonatal period, and at the end of the first year of life; and second, with regard to the history of the mother during pregnancy and delivery. Examinations of the infants were made on the first, third, and tenth days of life, or as soon thereafter as possible, and again at about 6 weeks and 1 year. Histories of prenatal care and complications of pregnancy were obtained directly from the records of family physicians or clinics whenever available—otherwise, from the mother herself. Histories of labor and delivery were taken from the hospital records.

In the analysis of the material, emphasis is being placed upon the relation of the prenatal and natal history of the mother to the condition of the baby at birth and during the neonatal period. The mortality among the infants both before delivery (stillbirths) and during the neonatal period and the frequency of its association with disturbances of the mother either during pregnancy or at delivery are being studied with a view to determining which period of the mother's pregnancy is of more importance in the causation of these deaths. Such conditions as prematurity, birth injury, and infections are being studied in the hope of throwing light on neonatal morbidity.

A careful evaluation is being made of the type and extent of the prenatal care which has been given to each of the mothers, and its relation to the welfare of the fetus and infant. This evaluation has been found far from simple because of the great variation in the type of care given by different physicians. The accepted standards for the best care have been used in classifying the care given as "very good," and modifications of this highest grade have been outlined to form three lower grades. According to this classification, only a few mothers received very good or even good care, whereas the great majority received either fair or poor care. As only a small proportion of the total group received no prenatal care at all, it is obvious that studies of the relation of neonatal mortality to the prenatal care of

the mother must be based on the type and extent of such care and not on whether or not any care was given.

Since the figures of the present study bear out the well-recognized fact that prematurity is the largest single cause of neonatal deaths, considerable attention is being given to this problem from two standpoints: Prevention of premature delivery and care of the premature infant. More careful prenatal care of such a standard as is known to-day would probably reduce the number of premature deliveries, but there are still many gaps in the knowledge of complications of pregnancy resulting in premature delivery. Knowledge of the care of the premature infant after birth, however, far exceeds actual practice, and there is little doubt that many premature infants' lives would be saved if modern methods of care were available in every community. To make such methods available would appear to be the first and most obvious way to bring about a reduction in neonatal mortality, and it is planned to investigate ways and means by which this can be done. As approximately one-half of the 85,000 neonatal deaths occurring each year in the United States are due to prematurity, it is apparent that study of the problem of prematurity and provision of better care for the premature infant are urgently needed.

Studies of rickets.—The report of the preliminary study of rickets in Washington, much delayed by illness of the director, is nearly completed and will go to press in 1932. The study of the health of Porto Rican children under 3 years of age with special reference to rickets has been written and will be published soon. Progress has been made in the preparation of the several reports based on the study of rickets in New Haven. Most of these will be completed in 1932.

The findings in the Washington study and the subsequent New Haven demonstration in the prevention of rickets have a very timely interest in view of present economic conditions.

The Washington study corroborated the generally accepted fact that rickets occurs to a greater extent in negro children than in white. Eighty-one per cent of the negro children and 61 per cent of the white were diagnosed as rachitic clinically. Rickets shown to be active by X-ray examination was present during the age period between 6 and 12 months in 85 per cent of the negro children and in 60 per cent of the white. This difference in the incidence of rickets in the negro and white, however, appeared not in the milder but in the severer forms of the disease. The two races did not differ significantly in the incidence of very slight and slight rickets as shown at physical examination. But moderate rickets occurred nearly three times and marked rickets ten times as often in the negro as in the white. Similarly there were no significant racial differences in the incidence of slight active rickets shown by X ray; but marked active rickets occurred ten times as often in the negro as in the white. After the first year active rickets declined rapidly and steadily among the white children, but among the negro children the rate of decrease was much more protracted.

Equally striking differences were found in the economic and social conditions in the families of the white and negro children studied. In income, in the purchase of such essential foods as eggs, milk, and butter, in the quality of the mothers' diets during pregnancy and lactation and of the children's diets after weaning, the negro standard fell far below the white. Although overcrowded and dark homes were not

of frequent occurrence, they occurred to a significantly greater degree among the negro than the white, as did homes without sanitary conveniences.

This study also showed a definite relationship among the negroes between the occurrence of severe rickets and income, diet, and overcrowding. The children who had marked rickets came to a greater extent from families with low incomes and overcrowded living conditions and from families in which the mothers had had poor diets during pregnancy and lactation than did the other children.

In view of the fact that economic progress is slow, it is particularly encouraging that in cod-liver oil and sunlight we possess agents which when properly given will prevent the development of the severer grades of rickets in children of all races.

In New Haven it was shown that intensive education of parents in the use of cod-liver oil and sun baths as routine measures in the care of their children prevented slight active rickets from developing into marked active, and also prevented entirely the development of the deformities of marked rickets, and with very few exceptions those of moderate rickets. This was true of negro children as well as white children in New Haven where the negro children had economic and social handicaps probably very similar to those in Washington and even greater climatic handicaps.

Under present economic conditions when the food and living conditions of many families will necessarily be below their normal standard, it is more important than ever to emphasize the salutary effects of sunlight and cod-liver oil. Cod-liver oil might well be considered by communities in planning relief as an indispensable food for young children.

Posture and physical fitness.—The report of the bureau's 2-year study of the effect of posture training in one of the schools in Chelsea, Mass., was issued in 1931. The study was made and the report written by Dr. Armin Klein, assistant professor of orthopedic surgery at Tufts College Medical School and director of the posture clinic of the Massachusetts General Hospital, in Boston, and Leah C. Thomas, now director of the corrective gymnasium at Smith College. Doctor Klein had the assistance and advice of Dr. Robert B. Osgood, professor of orthopedic surgery, Harvard Medical School, both in making the survey and in preparing the report.

Current analyses of maternal and infant death rates.

Assembling and analyzing infant and maternal death rates in this and other countries as they have been published has been continued by the statistical division during the past year. Considerable time has been devoted to a report on the comparability and trend of still-birth rates and of neonatal and maternal mortality rates in the United States and certain foreign countries, a White House Conference project, which will be completed early next year.

Institutes and courses for doctors.

Through the cooperation of Emory University in Atlanta, Ga., the professor of obstetrics of its medical school has served during the past two years as consultant in maternal health for the Children's Bureau. In this capacity he has devoted much of his time to short intensive courses in obstetrics for doctors in active practice, first in Georgia and during the past year in Florida. Courses of this sort

were recommended to the bureau as an experimental undertaking by its obstetrical advisory committee. Great interest was shown in these courses in Georgia, where they were conducted under the joint auspices of the State department of health and the county medical societies. The same plan of organization was worked out in Florida by the State health officer, and 13 institutes were held in different parts of the State, and a special course for negro doctors was given in Jacksonville, with a regular attendance of 50.

At the request of the State board of health, plans have been made for similar work in Mississippi. One institute has been held in Kentucky.

In cooperation with the American Social Hygiene Association the consultant in maternal health has given many talks on syphilis and pregnancy and the prevention of congenital syphilis. This work has been done before scientific bodies, state-wide conferences on child welfare, nursing bodies, and national organizations.

Popular bulletins.

Prenatal Care.—The new edition of *Prenatal Care* was issued in the fiscal year under review. This revision was the work of Dr. Robert L. DeNormandie, chairman of the bureau's advisory committee of obstetricians, in cooperation with the members of the committee and with Dr. Blanche M. Haines, director of the maternity and infant-hygiene division of the bureau. The sections relating to diet were also gone over by Dr. E. V. McCollum, professor of biochemistry, School of Hygiene and Public Health, Johns Hopkins University.

The Child from One to Six.—The new edition of *Child Care* has been published under the title "The Child from One to Six—His Care and Training," which describes more accurately the contents of the bulletin. The manuscript was the work of Dr. Marjorie F. Murray, pediatrician in chief at the Mary Imogene Bassett Hospital, Coopers-town, N. Y.; Dr. Martha M. Eliot, director of the child-hygiene division of the Children's Bureau; and the bureau's advisory committee of pediatricians. Certain sections have been read by other physicians interested in special fields, such as mental development, nutrition, and communicable disease. The bulletin takes up the care of the child where *Infant Care* ends and carries it through to his entrance into school. Stress is laid throughout on the interrelation of the physical, mental, and emotional aspects of his life and the importance of the attitude of the parent to each phase of his development. The simplest problems of child training are dealt with in each section as they arise, whether in connection with the routine health examinations or with such aspects of the child's daily life as sleep, food, clothing, or play. This report was issued shortly after the close of the fiscal year.

Are You Training Your Child To Be Happy?—There has also been published during the past year a new bulletin, "Are You Training Your Child To Be Happy?" the manuscript of which was prepared by Blanche C. Weill when working in Dr. D. A. Thom's habit clinic in Boston. The bulletin contains 12 lessons on child management written in very simple language but taking up, in the main, the various subjects included in the bureau's longer bulletin, *Child Management*.

Folders.—Several of the bureau's popular folders have been undergoing revision to keep them in line with the most recent and authori-

tative information. Keeping the Well Baby Well (Folder 9) was issued in revised form, and What Builds Babies? (Folder 4) was revised during the fiscal year under review and will be issued in 1932. Sunlight for Babies (Folder 5) was completely rewritten and was in press at the end of the fiscal year.

A brief list of books and pamphlets for mothers on the care and training of children has been compiled and will be issued as a folder in 1932.

Maternity and infancy legislation in the last Congress.

The eighteenth annual report of the Children's Bureau listed several bills making provision for Federal cooperation with the States in maternity and infant-health work which were then pending in the Congress. One of these (S. 255), which proposed to continue the maternity and infancy act of 1921 with some amendments, passed the Senate on January 10, 1931, by a vote of 56 to 10. Another bill (H. R. 12995), however, was favored by the House Committee on Interstate and Foreign Commerce, which in its report (February 4) amended S. 255 by substituting for it the provisions of H. R. 12995 with certain amendments. The latter bill made provision for Federal cooperation with the States in the development of local health units for preventing disease and promoting the general health of the rural population as well as in the special maternity and infant-health program. The general health program was to be administered by the Public Health Service and the maternity and infancy program by the Children's Bureau, with a Federal health coordinating board composed of the Surgeon General of the Public Health Service, the Chief of the Children's Bureau, and the Commissioner of Education given authority to approve the plans in each field. This bill passed the House February 27, thus reaching the Senate for action on the House substitute during the closing days of the session. The conference report on this bill was before the Senate as privileged business when the session ended March 4. There was thus in both Houses of the Seventy-first Congress a very substantial majority in favor of again making possible the cooperation of the Children's Bureau and the States in an educational program for reducing infant and maternal mortality.

UNEMPLOYMENT AND CHILD WELFARE

The Children's Charter, which embodies the findings of the White House Conference on Child Health and Protection, gives as one of the rights of every child "the right to grow up in a family with an adequate standard of living and the security of a stable income as the surest safeguard against social handicaps." Evidence that this "right" is fundamental to the welfare of children has accumulated in the Children's Bureau since its first studies, which dealt with the economic and social factors in infant mortality, showed the relation between a low income and a high death rate among babies.

At the time of the industrial depression of 1921 and 1922 the Children's Bureau undertook a careful study of the effect of unemployment upon local problems of child welfare. The findings of this report indicated that children suffer not temporary but permanent losses as a result of a period of industrial depression. Evidence

of the suffering of children during the present depression has come from many sections of the country where local relief has been inadequate or poorly organized during the winter of 1930.

In order to have current information as to conditions, the Children's Bureau, in response to urgent requests from the President's Emergency Committee for Employment, undertook to assemble monthly statistics of relief to families and to homeless and transient persons in cities of 50,000 population or more, and has made brief field studies in certain especially depressed areas outside the large urban centers. These will be continued during the coming year and assistance will be given to State and local agencies in working out plans for more adequate services for children.

Family-relief expenditures in cities.

Beginning with September, 1930, the bureau has been furnishing the President's Emergency Committee for Employment with monthly reports, collected by mail and telegraph, showing expenditures for family relief and number of families aided by public and private agencies and number of persons served by shelters for the transient and homeless. The first report included monthly figures for 1929 and the first nine months of 1930. In February a 2-year tabular summary was made available in planographed form to cooperating cities and an article covering reports for 100 cities was published in the Monthly Labor Review for April, 1931.

A cooperative plan initiated by the National Association of Community Chests and Councils and the University of Chicago for obtaining social statistics in certain metropolitan areas was taken over July 1, 1930, by the Children's Bureau. (See p. 36.) As a result, the bureau had already established contacts which enabled it rapidly to assemble relief statistics when the need for such statistics on a nation-wide scale, as an aid to planning programs for meeting the unemployment emergency, became evident. The nucleus of the reports for the President's Emergency Committee for Employment was the social statistics collected regularly in 38 metropolitan areas through the cooperation of community chests and councils. They were supplemented by statistics furnished through the courtesy of the Russell Sage Foundation for a number of cities of 100,000 or more not included in the area regularly reporting to the bureau since July, 1930. These data were further supplemented by direct communication to community chests or to family-welfare agencies in all cities of 50,000 or more not already reporting to the Children's Bureau or the Russell Sage Foundation.

In addition to the regular monthly reports, special inquiries have been sent out from time to time at the request of the President's committee. The response received to requests for these reports during this time, when the staffs of family-welfare and public-relief agencies have been carrying desperately heavy burdens, indicated their appreciation of the importance to them of comparable statistics in the relief field at this time.

Family-relief expenditures in the cities covered by the 2-year summary were estimated at \$40,000,000 in 1930, an increase of 89 per cent over 1929. During the first quarter of 1931 expenditures continued to mount, the peak being reached in March. April expenditures decreased 13 per cent as compared with March, May expend-

itures decreased 12.5 per cent as compared with April, and June expenditures decreased 5.6 per cent as compared with May.

Expenditures by both private agencies and public departments increased notably in 1930 as compared with 1929. Figures for 75 cities of 50,000 or more show that 72 per cent of the family-relief expenditures were made by public agencies in 1930 as compared with 60 per cent in 1929. These figures do not include relief by agencies serving veterans only, nor public relief given in the form of mothers' aid.

Unemployment in certain areas of extreme depression.

Public and private relief for dependent persons is older than the United States. The colonists brought with them the English system of parish organization; and although this has undergone many modifications as modern standards of social work have developed, relief has remained in the main a local function. In some States the local administrative unit is still the town, while in others the relief has been consolidated or is in process of being consolidated on a county-wide basis. In the larger cities, the private organizations have assumed a considerable part of the cost of the support of dependents, although the public agencies in most cities have carried more than half the burden. In the smaller cities and towns, the cost has been almost entirely borne out of public funds. Although those responsible for the administration of public and private relief in the larger centers would not say that they had adequately met the situation created by the widespread unemployment and that there has in consequence been no suffering among children, a great effort has been made to mobilize and correlate the public and private resources, and much excellent work in mitigation of unemployment has been done in these urban centers. But some of the smaller communities have been quite unable to meet the needs of the children during the past year. In single-industry communities in which the industry has practically closed down and in mining communities where the depression began long before the market crash of 1929, unemployment or underemployment has resulted in no wages or inadequate wages; neglect and undernourishment of children have been the rule. This situation has grown more serious during the past year in the mining districts of some seven or eight States. At the request of the President's Emergency Committee for Employment, the Children's Bureau made surveys in two mining counties and one county of more diversified industry in Pennsylvania, in four counties in West Virginia, and in three in Kentucky, and will visit a number of other States with a view to determining the extent of the need and the local sources of relief.

Investigation in these mining and small industrial towns in which the whole community life is dependent on the mines or industry which have virtually suspended operation showed that some sources of relief have not been adequately developed, and that available funds in some instances might have been more wisely expended. Local public and private resources, however, are quite inadequate in these areas to meet the needs of the children of the unemployed or underemployed men. In many of these towns there is little hope of revival of business which will give employment to the numbers who have lived off the industry in the past. Demobilization, removal of

the workers to other towns, and reeducation for other work will be necessary for many. Such a program presents special difficulties at the present time. In the meantime the children must be fed. These communities are no more capable of carrying the relief load by either local public taxation or local private gifts than is a poor district in a city.

The facts obtained by the Children's Bureau will, it is hoped, be useful in working out with interested State and private agencies a plan for helping these communities to solve the temporary problem of immediate relief for the children and assist in some plan for the reemployment of their parents.

CHILDREN OF MAINTENANCE-OF-WAY EMPLOYEES

An analysis of the findings in a study of children whose fathers were employed at maintenance-of-way work on the railroads has been completed, and a brief summary was made public in April, 1931. The full report will be published during the fiscal year 1932.

The field work for this study was done during a period of general prosperity, between October, 1928, and July, 1929. The schedules were prepared with a view to ascertaining the family income, the kind of care and training that the children received, and the relation between the income and the welfare of the children. Schedules were obtained in 10 States for 550 families and 1,674 children under 16. Of the 550 families 199 lived in cities with a population of 100,000 or more, another 88 lived in smaller cities, and 263 lived in towns or villages ranging in size from just under 5,000 to a mere handful of people.

The standards formulated as necessary for a minimum standard of health and decency by the National Industrial Conference Board and economic and social-service agencies usually call for an annual income of \$1,400 to \$1,500. None of the men who had worked only as a section laborer earned as much as is considered a necessary minimum for a family of four or five. In fact not one earned as much as \$1,250 as a section laborer during the year of the study. Many of the laborers earned far less than \$1,250; 29 earned less than \$500, 129 earned \$500 but less than \$750, 212 earned \$750 but less than \$1,000, and only 101 earned as much as \$1,000.

The low earnings were the product of low wage rates and irregular employment. The rates for laborers varied from 16 cents per hour to 43 cents. About half of the men—284 of the 550—had worked every week in the year; but 109 had lost as much as 4 weeks and 37 had lost 12 weeks or more. There was also time lost by scattered days and hours not counted in the consecutive weeks of unemployment. Records kept by some men indicated that this scattered unemployment often amounted to 15 days or more, and one man showed 54 lost working days during a year, of which only 7 were for personal reasons.

Most families had some other income to supplement these money earnings of the father from his work on the tracks. Four hundred and fifty-seven families had some income in kind—free rent or free fuel—which they secured as a perquisite from the railroad company, or garden and livestock products. The families' total income, including an allowance for the value of the income in kind, was still, in the

majority of cases, below the standards for a family with three children. It was below \$1,000 in 147 families, about one-fourth of the 539 for whom total income was learned, and below \$1,500 in 350 families. The range was rather wide, however, and 49 families had incomes of \$2,500 or more. In general, the districts where the father's wages were low were the districts where total income was low; but all districts included in the study had some families in the higher and some in the lower income groups.

The food used by 529 families was reported in sufficient detail so that their diets could be graded by a dietitian. The grades tell a story of inadequate food. One hundred and eighty-two families (34 per cent) had satisfactory diets, 203 had diets that were probably unsatisfactory, and 144 were marked "seriously deficient." A few families reported that they actually went hungry.

Statements of clothing expenditures that could be used were obtained from 489 families. When the standard used was modified for climatic differences and each family was considered individually, it was found that 355 families spent less than the budget standard, 49 spent at about the budget level, and 85 spent more.

The clothing purchased, however, was not in all cases all the clothing used. Gifts of old clothing were frequent, especially from older children, from more prosperous relatives who had to maintain a better standard of dress, or from relatives who died. Occasionally, too, especially in Georgia, clothing was given by employers. Also, many women made underclothing and night dresses from flour or sugar sacks. Furthermore, the cost of clothing was reduced by purchases second hand, or at rummage sales, practices which are not contemplated in any minimum budget.

As a result of all these things, the families did not go without clothing to the extent suggested by their small expenditures. In 205 families, or 38 per cent, the children's clothing seemed to meet the given standard, although the expenditure for children's clothing met the standard in only 22 per cent of the families.

The houses, whether rented, owned, or secured without charge, seldom met any recognized housing standard. Only 197 of 550 met the standard of no more than 2 persons to a sleeping room; only 100 had baths; 184 had private flush toilets; and 244 had sinks with running water. In fact, only 40 houses met recognized standards both in number of persons per room and in sanitary conveniences.

These are city standards, however; and as many of these families live in rural districts, a somewhat lower standard was adopted for rating the houses in small towns and villages. Only 150, however, or 29 per cent of the 516 houses graded, met even this modified standard, and most of these 150 houses were occupied by small families, so that they sheltered only 19 per cent of the children.

The quality of the housing was lowest in the houses for which no rent was paid, as only 17 of 149 rent-free houses graded were up to standard; somewhat better in the houses for which rent was paid, as 62 of 196 rented houses were up to standard; and highest in the houses occupied by owners, of which 71 of 171 graded were up to standard.

Measured by the Chicago standard budget used in budgeting relief, as modified to meet different price levels, different conditions of climate, and a lower rural standard for housing, the expenditures of

the majority of the families, whether for food, for clothing, or for housing, fell below the standards generally considered essential for physical well-being although a substantial minority (not far from one-third of the total) met the standards in one respect. But only 42 of 486 families for which information was obtained (9 per cent) met the standards in all three respects—food and clothing and housing; and these families included only 82 of the 1,502 children in the families graded.

CHILDREN OF WORKING MOTHERS

Part I of a study of the relationship between child welfare and the employment of mothers undertaken at the request of the Child Health Society of Philadelphia has been published. The study was made during 1928, when depression in the textile and other industries in Philadelphia was already evident. As a basis for the inquiry, a house-to-house canvass was made in 11 selected districts which were fairly representative of the wage-earning neighborhoods of the city. It showed 12,227 families in which there was a mother living at home with one or more of her children or step-children under 16 years of age.

The study indicates a growing tendency in Philadelphia for mothers to be gainfully employed outside the home. Fifty per cent of the mothers in these families had been employed after marriage and 22 per cent had been employed at least six months in the year before the study. Fairly comparable data were available with reference to the employment of white mothers from an earlier study made in Philadelphia in 1918-19. In that study 14 per cent of the white married women with children 16 years of age or under in six districts had worked at some time within the year preceding the interview. Nine or ten years later the percentage among a corresponding group had increased to 21.

The employment of mothers is affected by various factors, among the most important of which are race, nationality, age, and number of children. Twenty-three per cent of the white and 57 per cent of the negro mothers had been employed in the six months immediately preceding the date of interview. Twenty-seven per cent of the foreign-born white and 20 per cent of the native-born white were employed in this period. Some of the foreign-born groups, however—notably the Irish, Italians, and Jews—showed a marked disposition for the mother to stay at home with her children. When it became essential that she earn she ordinarily took up work that she could do at home or in close proximity to her home, such as industrial home work or neighborhood storekeeping. As a rule, the only negro mothers who were not employed were those with a number of young children requiring continuous care.

The proportion of mothers employed varied directly with the number of children and with the presence of children of preschool age. Mothers of children who require constant supervision and mothers of large families apparently do not go to work in Philadelphia except as a last resort. Nevertheless, more than three-fifths (61 per cent) of the mothers employed in the six months preceding the date of interview had more than one child, and 18 per cent had four or more. The children were often of an age when they required constant care and supervision. Mothers in such families try to obtain work at

night or at hours that interfere the least with their duties as mothers. Mothers who must earn to keep the family together, however, will work even if the children are neglected. It is a choice between food and clothing for the children and their adequate supervision.

Four-fifths of the mothers who were employed in the six months preceding the interview worked away from home. Only 8 per cent were doing remunerative work in the home, but 12 per cent were in business close by or connected with the home. More than three-fifths of the mothers employed away from home had worked regularly, five and a half or six days a week. The proportion who had worked steadily would have been larger if employment had been available. For example, about one-fourth of the mothers who were textile operators had been working irregularly, owing to the general depression in the textile industry. Factory work and domestic service were the principal occupations of the mothers who worked away from home.

In nine-tenths of all the families visited the father, mother, and children were living together at the time of the inquiry. In 19 per cent of the white families in which the husband was living at home, and in 63 per cent of those in which the husband was away or dead, the mother had worked in the six months preceding the interview. The need for supplementing the husband's earnings was apparently more pressing among the negro mothers than among the white; more than half the negro mothers whose husbands were living at home had worked in the six months. Negro widows seemed to receive less benefit from relief agencies than did the white, for 88 per cent were working in the six months as compared with 55 per cent of the white widows. Eighteen per cent of the mothers employed in the six months were the only breadwinners in their families, and 9 per cent more were the chief breadwinners.

The second part of the report will present detailed information concerning the economic status of the family, home conditions, and care and supervision of the children in approximately 1,500 families of employed mothers and an equal number of families from the same neighborhoods in which the mother had not been employed since marriage. In this section of the report special attention will be given to the relation of the mothers' employment to the welfare of their children.

MINORS INJURED IN INDUSTRIAL ACCIDENTS

Injured minors under workmen's compensation laws.

The report of the study of workmen's compensation laws as affecting minors, particularly minors employed contrary to law, on which the bureau has been engaged since 1929, has been practically completed and will be published during this fiscal year. In addition to the special studies of minors injured while illegally employed in Wisconsin and Indiana, referred to in the last annual report of the bureau, this study will contain a general section dealing with the legal provisions relating to the status of injured minors under workmen's compensation laws throughout the United States and the procedure followed in applying these provisions, particularly those providing extra compensation for illegally employed minors, together with information as to accidents occurring to them.

Statistics of injured minors.

Current statistics of industrial accidents necessarily constitute the chief source of evidence as to the hazards to which young workers are exposed, and detailed information concerning their injuries is the essential groundwork upon which measures for their protection, whether in the form of legal prohibition or regulation or safety measures, must be based. But only about one-third of the States tabulate separately or compile information as to accidents to employed minors. A few States and private agencies have published special studies of injuries to minors. However, in only a few, even of the States for which some statistical data are compiled, are the facts available as to minors sufficiently complete, detailed, and comparable to be of real value in attacking the problem.

The compilation and publication by all States of adequate annual statistics of accidents was urged in the recommendations of the White House Conference on Child Health and Protection as basic to a program of continuous study of all industrial injuries to minors with a view to their protection from occupational hazards. The conference, therefore, recommended that the States compile statistics of accidents to minors on a comparable basis, and that the Children's Bureau cooperate with the States by assembling and publishing State statistics of industrial accidents to minors as it now cooperates with work-permit offices and juvenile courts in making available statistics as to employment and delinquency among children and young persons.

A comparative summary of the information now available from published reports and from unpublished sources for 17 States gives some information as to the sex and age of injured minors and the relationship between accidents to minors and to adults in extent of disability, occupations of injured workers, and causes of their injuries. These States, according to the 1920 census, employed three-fourths of the minors both under 16 and under 18 years of age who were reported at work in nonagricultural occupations in the United States. According to figures compiled for 1930 or for the nearest 12-month period available, 12 per cent of the total number of employees reported as injured were minors under 21, and nearly 2½ per cent were minors under 18. The percentages under 18 in the different States varied from 2 to 7. All but 4 of the 17 States reported some accidents to children under 14.

Accidents to minors under 18 occurred most often in manufacturing and mechanical industries, the proportion being highest in the 16 and 17 year old group. In the 9 States for which information is available 66 per cent of the accidents to boys and girls in that age group occurred in manufacturing or mechanical industries as compared with 63 per cent of accidents to persons of all ages and 53 per cent of the accidents to minors under 16. The most important single causes of injury to these young workers were machinery and vehicles, machinery particularly to the 16 and 17 year old minors and vehicles to those under 16. Included in vehicular accidents are not only those caused by collisions but the many injuries due to cranking cars or suffered in connection with delivering goods from motor vehicles. Thirty per cent of those 16 and 17 in six States for which comparable information is available, as compared with 18 per cent of those under 16 and 14 per cent of the total persons injured, were hurt in machine accidents. In

all the States for which comparable information is available the group of 16 and 17 year olds has a larger proportion of injuries resulting from machinery than either those older or those younger. The smaller proportion of machine injuries among accidents to children under 16 doubtless results from the fact that the laws of most of these States prohibit the employment of children of this age in a considerable number of occupations involving machine processes or contact with machinery. Of the accidents to minors under 16 for which cause was reported 27 per cent, as compared with 11 per cent of those to 16 and 17 year old minors and 10 per cent of those to persons of all ages, were caused by vehicles—a fact that indicates the need of protection of younger working children from the street hazards incident to such work as delivery and messenger service in which many of them are now engaged.

The higher incidence of machine accidents to the 16 and 17 year old minors as compared with younger and older workers emphasizes the need for further protection of this group of working boys and girls. An analysis of the prohibitions of hazardous employment in child labor laws shows that in most States the majority of specific machine prohibitions do not extend beyond the age of 16, and that in many States little or no legal protection from dangerous occupations of any kind is given to working minors after they have become 16. Such provisions as are found are in many instances the result of rulings of industrial boards in States in which they are given by statute the authority to classify occupations as hazardous and therefore illegal for minors of certain ages.

Separate statistics of accidents to minors injured while illegally employed are, as might be expected, compiled only in those States where the status of these minors under the workmen's compensation laws differs from that of other workers. In 22 States they are covered by the law and are compensated just as are legally employed minors. In 13 States, however, children who are illegally employed are excluded from the benefits of the law, and in 9 States they receive compensation in an amount larger than that provided for legally employed minors who are injured. Certain information regarding industrial accidents to this group of minors was obtained for 4 States providing additional compensation in case of their injuries and for 2 States excluding them from the compensation act. Where the information is available, it appears that the injuries to the illegally employed children were of greater severity than those to all injured minors of the same ages, and the average period of disability longer, resulting probably from the fact that many of them are injured while at work in occupations prohibited because shown by experience to be especially hazardous. The influence of this circumstance is seen also in the fact that accidents due to machinery occurred more often among the illegally employed group than among the entire number of minors injured, as the occupations most often prohibited by State laws are those involving work in connection with dangerous machines.

RECREATION

As in previous years, the recreation specialist of the Children's Bureau has devoted most of her time to working in cooperation with the extension divisions of the Federal and State Departments of

Agriculture, in developing recreational programs for rural groups. Requests for services have come from all parts of the country. Training courses for recreation leaders, demonstrations, and special programs for such groups as 4-H and farm women's clubs, Farm Bureau meetings, home demonstration agents, and groups in training at the State universities and normal schools have been given in 16 States, extending from Maine to Idaho and from North Carolina to North Dakota. As the time of the bureau worker is often promised a year in advance, it was necessary to refuse requests from 18 States, some of which have never had the assistance of the bureau in such activities.

In response to requests from rural leaders for materials and programs for story-telling, dramatics, song and game leading, and social gatherings, a manual of games has been prepared during the year. A small part of this material has already been made available in mimeographed form and has been reproduced and distributed by the extension service in a number of States.

Leisure-time activities of children in West Virginia.

A report of the leisure-time activities and recreation interests of 1,929 rural boys and girls of West Virginia has been completed and will be issued shortly. Seventy-five schools were visited, and interviews were held with all children between 10 and 18 years of age. Most of these children lived in the country, but only about half of the total number (903) attended the 51 rural schools, 678 attending 14 village schools and 348 attending 10 town schools. In addition to obtaining information from the children, a survey was made of all groups or agencies that had in any way contributed to their social life.

The first essential in a program of play and recreation is leisure time. Therefore, information was obtained from all the boys and girls as to the time spent on home chores and other work and the time that they could call their own. Country children generally worked longer hours than village and town children, for they had barn chores to do, such as milking and feeding stock, and field work besides. Nearly three-fourths of all the children, however, did less than two hours' work daily, and more than one-third did less than one hour's work.

The amount of free time that a child has outside of school hours depends not only on the amount of work he does but also on hours of rising and retiring, home study, distance covered in going to school, care of younger children, and even meals. Two hours of play outside of school are considered a reasonable minimum for boys and girls between the ages of 10 and 18 years. Twenty-three per cent of the boys and 36 per cent of the girls interviewed in West Virginia, however, had less than two hours of free time on school days. As might be expected, the majority of the children had much more play time on Saturday than on other week days, a half day or more being available to 64 per cent of the boys and 60 per cent of the girls.

Most of the homes had some resources for recreation. Two-thirds of the children reported family automobiles that were used for summer outings and other pleasure trips as well as for business. However, 10 per cent of all the children interviewed and 20 per cent of those attending isolated rural schools had been on no outing whatever the previous summer, not even a picnic. Phonographs were the most popular musical instrument, being found in the homes of nearly

three-fifths of the children. Pianos or organs were found in the homes of a little more than half of the children, but less than half of these children played them. Only 12 per cent said they played other wind or string instruments. Newspapers were taken in the homes of 90 per cent of the girls and boys interviewed and magazines in 87 per cent.

Sunday school or church provided opportunities for social relationships for the majority of the children. Entertainments and socials given by the churches were a source of recreation for a limited number of children. Eighty-three per cent of the children reported attendance, regular or irregular, at either Sunday school or church services, but only 46 per cent had attended any church social gatherings during the year prior to the study. The principal reason for this was that many of the smaller churches had not undertaken any general social programs.

A larger number of children reported attendance at the social activities that the public schools provided. This was due partly to the fact that more children took part in the school activities and partly to the fact that these were frequently the only form of entertainment offered the youthful members of the community during the year. Social activities in the country schools consisted largely of special-day programs; village and town schools offered greater variety by producing plays and operettas or by occasionally bringing in outside speakers and musicians.

Club groups organized by national agencies, by the churches, by the schools, or by the children themselves added to the social life of certain children during the year prior to the survey; 43 per cent of the children living in towns and villages and 34 per cent of the children living in the country had been members of some organized group. One-fourth of the 1,929 children interviewed (197 boys and 280 girls) were members of the 4-H clubs, fostered by the United States Department of Agriculture in cooperation with State extension services. Other national organizations, such as Boy Scouts, Girl Scouts, Camp Fire Girls, Girl Reserves, and Hi-Y, were found in the towns and villages, but the combined membership in these organizations among the children visited was only a little more than one-fourth of the membership in the 4-H clubs.

Commercial agencies, which occupy an important place in the recreational life of many city children, were not available or were little patronized by these rural children. Forty-one per cent of the children interviewed rarely, if ever, went to movies. Comparatively few boys visited pool rooms. Public dances were not largely patronized; only 177 children reported attendance during the year previous to the interview. Fortunately, neighborhood parties with dancing in private homes or barns were more common in the rural districts.

PREVENTION AND TREATMENT OF DELINQUENCY

The Attorney General has requested the assistance of the Department of Labor, through the Children's Bureau, in developing plans for State and Federal cooperation in dealing with juveniles who violate Federal laws. It is hoped that a substantial beginning in the solution of this problem can be made during the coming year.

Work has continued during the year on the study of the results of institutional treatment of delinquent boys. Case studies have been

made of 452 boys who had been discharged from parole for at least five years from three State training schools for delinquents and of 74 boys who had been released from supervision for a shorter period. In making these studies, records of public and private institutions and agencies as well as those of courts and penal institutions have been examined, relatives, friends, employers, and others with whom the boys have been in contact have been interviewed, and whenever it has been possible the boys themselves have been interviewed. Of the 467 boys interviewed or located to date, 16 per cent were in penal or correctional institutions. Some of the boys who could not be found were known to be in hiding.

A preliminary count of the number of boys who had been in difficulty following discharge from parole showed that a large number had a record of commitment to correctional institutions or of arrest. Of 416 boys for whom complete information was available or for whom the facts as to later delinquency had been established, 174 (42 per cent) had no delinquency record, 134 (32 per cent) had served terms in Federal or State prisons, 43 (10 per cent) had served terms in local penal institutions only, such as municipal or county jails or workhouses, and 12 (3 per cent) had been recommitted to a State school for older delinquents. In addition to those committed to institutions 53 boys (13 per cent) had court records; of these 12 were placed on probation and the complaints against the others were dismissed. A number of the boys had served terms in more than one type of correctional institution.

On completion of case studies in other States, an attempt will be made to evaluate some of the factors affecting the success or failure of the institutional care given by these State schools.

FAMILY COURTS

Completion of Part II of "The Child, the Family, and the Court," a study of family courts (or courts of domestic relations, as they are often called) was postponed in order to assist in preparation of reports for the White House Conference on Child Health and Protection and in response to other emergency demands. It will be published in the fiscal year 1932.

DEPENDENT AND NEGLECTED CHILDREN

At the request of the Illinois Child Welfare Commission and the Illinois Department of Public Welfare, a study was made of the administration of mothers' aid in several representative counties in the State. This study was of particular interest in view of the fact that after 18 years of mothers' aid, during which both administration and provision of funds were left wholly to the county authorities, the legislature in 1929 provided for State supervision and a State appropriation for reimbursement to the counties of a part of their relief disbursements.

Seven counties were visited, and the method of administering the funds in four counties was studied. Of these four counties, two were rural, one was principally urban with a concentration of population in one large city, and in the fourth the population was almost evenly distributed between a city of medium size and the rural sections.

Benefits of State participation were already apparent, and there were indications of future improvement in standards and in general helpfulness to the children. The pronounced contrasts in county resources brought to the attention of the State department of public welfare the need for distribution of State funds by a method that would in a measure equalize local resources. The bureau assisted in the development of a plan for such equalization and, at the request of the State department, its specialist in this field attended a conference of juvenile-court judges who administer mothers' aid in Illinois, and at which the proposed plan was discussed.

At intervals during the past few years fairly complete reports have been obtained from about 25 States as to the extent to which mothers' aid has been granted in the States, but no information has been available from the remaining States that have such legislation. In order to obtain complete information for the whole country, plans have been made for obtaining similar information through a State department whenever this is possible, or for sending a questionnaire to all administrative agencies in the States having no form of State reporting of mothers' aid.

A study of relief as administered in a large middle-western city was made in the autumn of 1930 at the request of both the public and private relief organizations. Included in the study were the two public-relief departments (one disbursing mothers' allowances and the other outdoor relief), two major private family-welfare agencies, and the relief activities of several organizations for ex-service men. The work of the agencies for the year 1929 was considered, the findings therefore not being complicated by present abnormal economic conditions. Two situations of special interest were disclosed. It was evident that the public departments were assuming an increasingly large proportion of the relief obligations of the city, and that higher standards of administration and greater adequacy of relief had been developed in the mothers' allowance department than in the older outdoor-relief department.

A report of child welfare in several counties in the State of Washington was in press at the close of the year.¹ In Washington, county provision for the welfare of children is of special significance to the children of the State, since the State makes no provision for care or service to children other than institutional care. In the counties the juvenile court and the county commissioners are responsible for public social services and aid for dependent, neglected, delinquent, and physically and mentally handicapped children. Especially in the smaller counties, where no private agencies are available and work for children is only one of many responsibilities of the public officials, there is evident need for a public-welfare agency equipped to provide case-work services for children and dependent families. Such an agency could serve the court and the county commissioners in their welfare activities and undertake additional services for the protection of children, which at present are not being given.

The experience of other States has shown that without a State department to assist in the development of local public resources for the care of children and in strengthening and coordinating the services given by private agencies, little progress is made in a state-wide children's program. The great variation in the activities and stand-

¹ Issued August 24, 1931.

ards of the agencies in the counties visited in Washington indicated the need for a State department or division equipped with specialists in various aspects of child care, who could assist, stimulate, and serve both the private and the public agencies caring for children. Such a State agency might also be equipped to provide services such as mental-hygiene clinics, that can not be provided by individual counties.

The study of care given to individual children and of the programs and policies of agencies caring for them showed that the State needs to give to children separated from their natural guardians more adequate legislative protection, including investigation by a State department or by the courts of all petitions for adoption, State supervision of boarding homes, legal regulations of transfer of guardianship, and protection against placement of children in family homes by persons or agencies not equipped for such work.

Any provision for safeguarding children away from their own homes vitally affects children of illegitimate birth. This group of children constituted only a small proportion of the children from the six counties under care of institutions, but more than one-third of those under care of child-placing agencies and the majority of those placed in homes by individuals and other agencies. Washington, in common with most States, has special legislation prescribing the procedure for establishment of the paternity of the children; and when paternity has been established, providing for the support of the child by his father. The extent to which unmarried mothers avail themselves of the legal provisions for the protection of their children depends upon how well the community or the State is organized to assist them in the difficult position in which they find themselves. Although 209 children of illegitimate birth were born in the six counties during the year preceding the study, records were obtained of only 16 cases in which complaint had been filed to establish paternity and secure support for the child.

An analysis of the records of 2,183 families having children in the home who had been under care of public and private agencies in King and Spokane Counties showed that more than one-third had been receiving mothers' aid. Washington is one of the many States having mothers' aid laws that specify the maximum grant payable to a mother. It is also one of the seven States having the least adequate grant. Because of the importance of mothers' aid in enabling children to remain in their own homes, the present limitation in the maximum grant that can be paid should be changed so that grants can be made in accordance with the needs of families.

Much variation existed in the standard of administration of mothers' aid in the different counties. At the present time, 16 States have authorized the use of State funds for aid to mothers. Usually the State reimburses the county for part of the expenditure, but in 2 States the entire grant is paid from State funds. State funds have been of great assistance in developing higher standards of administration.

CURRENT CHILD-WELFARE STATISTICS

Trend in child labor.

Children 14 and 15 years of age.—In 1929, for the first time since 1926, reports on the number of work permits issued to children, which the Children's Bureau has been receiving each year from an increasing number of States and cities, showed a general increase in the number

of children 14 and 15 years of age who were leaving school for work. Analysis of these figures by months showed the increase had come during the first half of the year and that a definite decline had begun in August. This decline continued during 1930. In that year the bureau received reports from 23 State departments having supervision of employment-certificate issuance giving the number of certificates issued in the States; reports were also received from 40 cities having 50,000 or more population in 1930 in 11 other States and from the District of Columbia. According to these reports 103,223 children 14 and 15 years old received first regular certificates permitting them to leave school to go to work. In the States and cities for which comparable information is available, the number of children 14 and 15 years of age receiving regular certificates was 34 per cent less in 1930 than in 1929. A decrease was noted in almost all the reporting areas; only the District of Columbia and 9 cities, in most of which very few certificates were issued, reported increases. (Table 1.) The decreases varied for the States reporting from 23 per cent in New York to 55 per cent in Vermont and Wisconsin; for the cities in other States reporting, the decrease varied from 10 per cent in Lansing, Mich., to 82 per cent in Rockford, Ill. In all except 4 States and 12 cities in other States, the decreases in 1930 followed increases in 1929 as compared with 1928. The percentage of decrease in 1930 in those places that furnish the bureau monthly reports ranged from 28 in January and March to 56 in July and 64 in August.

TABLE 1.—Number of children 14 and 15 years of age receiving regular employment certificates for the first time in 1929 and 1930 and per cent of increase or decrease, as compared with the previous year, in States and in cities of 50,000 population and more that reported ¹

State and city	1929	Per cent of increase (+) or decrease (-) as compared with 1928 ²	1930	Per cent of increase (+) or decrease (-) as compared with 1929 ²
States reporting:				
Alabama.....			466	
Birmingham.....			103	
Mobile.....			76	
Montgomery.....			24	
Connecticut.....	6,537	+16	3,401	-48
Bridgeport.....	915	+44	423	-54
Hartford.....	560	+24	308	-45
New Britain.....	253	-8	120	-53
New Haven.....	884	-8	541	-39
Waterbury.....	374	+3	181	-52
District of Columbia.....	279	+11	309	+11
Georgia.....			861	
Atlanta.....	20		16	
Indiana.....	822	+16	422	-49
Fort Wayne.....	78		31	-60
Hammond.....	41		15	
Indianapolis.....	209	+14	104	-50
South Bend.....	61	-19	34	-44
Iowa.....	862	+22	3,404	-53
Cedar Rapids.....	30		11	
Davenport.....	157	+29	86	-45
Des Moines.....	184	+9	92	-50
Sioux City.....	112	+35	47	-58
Kansas.....	170	+33	93	-45
Kansas City.....	124	+55	67	-46
Topeka.....	21		12	
Wichita.....	7		3	

Footnotes at end of table.

TABLE 1.—Number of children 14 and 15 years of age receiving regular employment certificates for the first time in 1929 and 1930 and per cent of increase or decrease, as compared with the previous year, in States and in cities of 50,000 population and more that reported¹—Continued

State and city	1929	Per cent of increase (+) or decrease (-) as compared with 1928 ²	1930	Per cent of increase (+) or decrease (-) as compared with 1929 ²
States reporting—Continued.				
Kentucky	798	+23	420	-47
Covington	47		33	
Louisville	482	+24	230	-52
Maine	4 170	+73	4 112	-34
Portland	4 29		4 26	
Maryland	5 3,815	+18	5 2,412	-37
Baltimore	5 3,553	+20	5 2,277	-36
Massachusetts			8,249	
Boston	2,847	+20	1,838	-35
Fall River	1,183		776	-34
Lawrence	441		353	-20
Lowell	467	+52	336	-28
Lynn	333	+20	161	-52
Somerville	299	+14	168	-44
Springfield	427	+7	252	-41
Minnesota	253	-6	183	-28
Minneapolis	93	-17	96	+3
St. Paul	112	-15	66	-41
New Hampshire	6 1,120	+35	6 708	-37
Manchester	6 411	+71	6 236	-43
New Jersey	3 17,385	+4	3 11,797	-32
Jersey City	3 1,371	+2	3 816	-40
Newark	3 2,264	-2	3 1,378	-39
Trenton	3 824	+5	3 508	-38
New York	54,897		42,046	-23
Albany	361		288	-20
Binghamton	268		259	-3
Buffalo	2,783	+15	2,206	-21
Mount Vernon			126	
New Rochelle			85	
New York	35,934	+5	27,319	-24
Niagara Falls	63	-76	35	-44
Rochester	1,476	-7	1,037	-30
Schenectady	470		282	-40
Syracuse	514		249	-52
Troy	200		178	-11
Utica	671		398	-41
Yonkers	413	-4	370	-10
North Carolina	6,410		3,546	-45
Oregon			218	
Portland	265		130	-51
Pennsylvania	27,758		16,175	-42
Erie	138	+9	99	-28
Harrisburg	309	+43	54	-50
Philadelphia	10,455	+8	6,442	-38
Pittsburgh	1,429	+46	797	-44
Scranton	757	+9	524	-31
Rhode Island			4 3,830	
Providence	4 1,943	+14	4 1,318	-32
Tennessee	1,536	-32	793	-48
Chattanooga	97	+64	50	-48
Knoxville	6 172	+98	77	-55
Memphis	238	-41	146	-39
Nashville	36		14	
Vermont	77	+26	35	-55
Washington	458	-7	231	-50
West Virginia	403		281	-30
Charleston	35		5	
Huntington	60		52	-13
Wheeling	57		67	+18
Wisconsin	1,656	-23	739	-55
Milwaukee	861	-33	360	-58
Cities in States not reporting:				
California:				
Long Beach	11		11	
Los Angeles	857	+22	540	-37
Oakland	69	+6	49	-29
Pasadena	19		20	
Sacramento	56		49	-13
San Diego	14		28	
San Francisco	145	+8	108	-26

Footnotes at end of table.

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TABLE 1.—Number of children 14 and 15 years of age receiving regular employment certificates for the first time in 1929 and 1930 and per cent of increase or decrease, as compared with the previous year, in States and in cities of 50,000 population and more that reported¹—Continued

State and city	1929	Per cent of increase (+) or decrease (-) as compared with 1928 ²	1930	Per cent of increase (+) or decrease (-) as compared with 1929 ³
Cities in States not reporting—Continued.				
Colorado: Denver.....	211	-10	188	-11
Delaware: Wilmington.....	320	+12	205	-36
Illinois:				
Chicago.....	3,486	+1	1,143	-67
Decatur.....	88		26	-70
East St. Louis.....	98		62	-37
Oak Park.....	15		1	
Peoria.....	72	+13	24	-67
Rockford.....	50	-24	9	-82
Springfield.....	134	-4	52	-61
Louisiana: New Orleans.....	71,100	-8	7,688	-37
Michigan:				
Detroit.....	41,033	+3	4,638	-38
Grand Rapids.....	4,193	+22	4,65	-66
Hamtramck.....	4,56	+4	4,34	-39
Highland Park.....	0		4,1	
Jackson.....			0	
Kalamazoo.....	4,24		4,11	
Lansing.....	4,62		4,56	-10
Pontiac.....			4,25	
Saginaw.....	4,8		4,33	
Missouri:				
Kansas City.....	3,338	+93	127	
St. Louis.....	3,730	-2	3,998	-42
Nebraska:				
Lincoln.....	3		3	
Omaha.....	74	+7	87	+18
Ohio:				
Akron.....	9,3		0	
Cincinnati.....	9,3		9,3	
Cleveland.....	0		0	
Columbus.....	9,7		9,1	
Dayton.....	0		9,4	
Springfield.....	9,7		9,15	
Toledo.....	9,23		9,12	
Youngstown.....	0		0	
Utah: Salt Lake City.....	92	-26	63	-35
Virginia: Richmond.....	174		113	-32

¹ Population according to 1930 census. Figures from State or local official sources.

² Per cent not shown where number of children is less than 50 nor where figures for previous year are not available or not comparable.

³ Includes children to whom regular certificates were issued for work outside school hours and during vacation.

⁴ Number of 15-year-old children to whom regular certificates were issued; law does not permit the issuance of regular certificates to children under 15. In Grand Rapids, Mich., in 1929 and in 1930 a regular certificate was issued to one child of 14 years for work on a farm; in Hamtramck, Mich., in 1929 regular certificates were issued to three children of 14 years and in 1930 to two children of 14 years, after investigation disclosed necessity for employment; in Lansing, Mich., in 1929 regular certificates were issued to one child of 14 years compelled to support himself and to three children of 14 years enrolled in the high-school industrial course and working part-time, and in 1930 a regular certificate was issued to one child of 14 years who had completed the eighth grade and, according to the county authorities, could not be kept in school; in Pontiac, Mich., in 1930, regular certificates were issued to three girls of 14 years after investigation disclosed necessity for employment and to two boys of 14 years compelled to support themselves.

⁵ Exclusive of 213 children in 1929 and 132 children in 1930 to whom "vocational" certificates were issued.

⁶ Includes children to whom regular certificates were issued for "after school" work.

⁷ Includes children to whom regular certificates were issued for work during vacation.

⁸ May include a few children to whom certificates were reissued.

⁹ Children under 16 adjudged incapable of profiting substantially by further instruction.

In the smaller group of States and cities for which comparable figures are available for 1928 as well as 1929 and 1930 the number of children to whom regular certificates were issued decreased 34 per cent in 1930 from 1929, whereas in 1929, as pointed out above, there had been an increase as compared with 1928. This increase amounted to 6 per cent, making the decrease in 1930 over 1928, 30 per cent.

Of these 103,223 certificates issued to 14 and 15 year old children in 1930, 88,628 were reported as granted to children released from full-time school attendance for employment. The remaining 14,595 were issued to children in States and cities in which regular certificates are issued for work during vacation and outside school hours. As no separate record is kept of this part-time work in these cities and States, some of these 14,595 children doubtless worked only after school hours or during school vacation.

On the basis of the 1920 census, the only available source of general child-labor statistics pending tabulation of the 1930 census figures, it is estimated that the number of 14 and 15 year old children receiving certificates in the States and cities from which reports are now being received represents approximately 80 per cent of the 14 and 15 year old children in the United States going to work in occupations for which certificates are usually required under the State child labor laws. It should be remembered, however, that these statistics are incomplete even for the localities reporting because large numbers of children are employed in occupations—housework and farming, for example—for which employment certificates are usually not required. Moreover, these reports do not include children going to work illegally without certificates.

The only figures available for the first half of 1931 (for two cities and one State) show that 1,711 first regular certificates had been issued to 14 and 15 year old children. This represented a decrease of 21 per cent from the corresponding months of 1930 and a decrease of 55 per cent from those months in 1929.

Minors 16 and 17 years of age.—Though nearly all States require 14 and 15 year old children leaving school for industrial or commercial employment to obtain employment certificates, a much smaller number have this requirement for 16 and 17 year old minors. From 6 States, 31 cities in 7 other States, and the District of Columbia where the law sets up this standard, reports were received of employment certificates issued to 66,837 such minors in 1930. The number of certificates issued to minors of this age group decreased 27 per cent in 1930 as compared with 1929, following an increase in 1929 as compared with 1928. For the States and cities for which comparable information is available for the 3-year period, 1928 to 1930, the decrease in 1930 as compared with 1929 amounted to 31 per cent, whereas in 1929 there was an increase of 22 per cent over the previous year.

TABLE 2.—Number of children 16 and 17 years of age receiving regular employment certificates for the first time in 1929 and 1930 and per cent of increase or decrease, as compared with the previous year, in States and in cities of 50,000 population and more that reported¹

State and city	1929	Per cent of increase (+) or decrease (-) as compared with 1928 ²	1930	Per cent of increase (+) or decrease (-) as compared with 1929 ²
States reporting:				
Alabama.....			3 1,034	
Birmingham.....			3 176	
Mobile.....			3 80	
Montgomery.....			3 25	
District of Columbia.....	1,848		1,898	+3
Georgia.....			537	
Atlanta.....	15		1	
New York.....	3 29,602		3 22,878	-23
Albany.....	3 309		3 222	-28
Binghamton.....	3 269		3 205	-24
Buffalo.....	3 1,877	+14	3 1,407	-20
Mount Vernon.....			3 149	
New Rochelle.....			3 79	
New York.....	3 18,841	+47	3 15,014	-20
Niagara Falls.....	3 217	-59	3 151	-30
Rochester.....	3 1,220	+28	3 854	-30
Schenectady.....	3 429		3 265	-38
Syracuse.....	3 361		3 160	-56
Troy.....	3 174		3 116	-33
Utica.....	3 277		3 135	-51
Yonkers.....	3 292	-6	3 296	+1
Oregon.....			895	
Portland.....	1,307		610	
Washington.....	2,169	-11	1,103	-49
Wisconsin.....	3 5,740	+15	3 2,737	-52
Milwaukee.....	3 2,672	+21	3 1,324	-50
Cities in States not reporting:				
California:				
Los Angeles.....	5,311		3,909	-26
Oakland.....	1,528	+66	1,017	-33
Sacramento.....	318	-6	226	-29
San Diego.....	320		397	+24
San Francisco.....	2,037	-3	1,415	-31
Louisiana: New Orleans.....	4 364	+11	4 239	-34
Massachusetts:				
Boston.....	5,173	+31	3,240	-37
Fall River.....	630	+28	540	-14
Lowell.....			1,297	
Lynn.....	(3) 975		300	
Somerville.....			583	
Michigan:				
Detroit.....			5,110	
Grand Rapids.....	985	+11	494	-50
Hamtramck.....	578	-17	394	-32
Highland Park.....	361		184	-49
Jackson.....			89	
Kalamazoo.....	228	+25	103	-55
Lansing.....			278	
Pontiac.....			199	
Saginaw.....	675	+40	251	-63
Ohio:				
Akron.....	1,036		370	-64
Cincinnati.....	3,114		2,190	-30
Cleveland.....	8,748		8,572	-2
Columbus.....	1,200	+11	767	-36
Dayton.....	807	+11	467	-42
Springfield.....	431	+6	260	-40
Toledo.....	1,889	+38	1,111	-41
Youngstown.....	1,026	+27	966	-6
Tennessee:				
Knoxville.....			91	
Nashville.....			172	
Utah: Salt Lake City.....	488	+16	524	+7

¹ Population according to 1930 census. Figures from State or local official sources.

² Per cent not shown where number of children is less than 50, nor where figures for previous year are not available or not comparable.

³ Number of 16-year-old children to whom regular certificates were issued; law does not require certificates for children over 16 years.

⁴ Number of girls to whom regular certificates were issued; law does not require certificates for boys of these ages.

⁵ Information received in 1931 indicates 1929 figure included reissues.

Effect of unemployment on juvenile labor.—In an effort to ascertain as far as possible the effect of the unemployment situation on the employment of minors, questionnaires were sent to the State and local officials cooperating with the bureau in supplying these reports, and replies were received from 18 States and 50 cities in 15 other States in which certificates had been issued to 84 per cent of the boys and girls between 14 and 18 years of age reported to the bureau as going to work for the first time in 1930 (80 per cent of the 14 and 15 year old children and 91 per cent of the 16 and 17 year old children). In almost all these localities it was reported that there were fewer jobs open to minors and consequently fewer children leaving school for work during 1930. Another influence of the industrial depression is seen in the fact that in spite of the smaller number of jobs open, among the children who did leave school the unemployment of the normal family wage earner was reported in a number of places to have been an important cause for their either going to work or being given permits to stay at home with the younger children so that the mothers could go out to work.

Sex of juvenile workers.—The number of boys on the whole exceeded the number of girls in both the 14 and 15 and the 16 and 17 year old group as reported by 23 States, 36 cities in 11 other States, and the District of Columbia, giving separately the certificates issued to boys and girls. A review of the relative proportions of boys and girls receiving certificates during the past four years shows practically the same distribution of girls and boys 14 and 15 years of age in each year (46 per cent girls and 54 per cent boys in 1930 as compared with 44 per cent girls and 56 per cent boys in 1927). In the group of minors of 16 and 17 years, however, the reports for the same period of years show a slight increase in the percentage of girl workers over boys (48 per cent in 1930 as compared with 43 per cent in 1927).

Age at going to work of 14 and 15 year old children.—All the States represented in Table 1 require a child to be at least 14 years of age before a regular employment certificate may be issued allowing him to leave school for work in factories. Most of them also have this requirement for work in stores and many other establishments. Three States fix the minimum age at 15, and in Ohio a child of normal intelligence must be at least 16 before he may receive his first regular certificate. The reports for 1930 show that 32 per cent of the 82,361 children for whom this information is available started to work when they were 14 years of age, as compared with 33 per cent in 1929 and 36 per cent in 1928. In 3 of the 18 States and in 5 of the 51 cities in 16 other States furnishing data regarding age, more than half (from 52 to 75 per cent) of the certificates for first regular employment were issued to 14-year-old children.

A factor influential in determining whether children go to work at 14 or at 15 years of age is the grade requirement for employment certificates. In none of the States or cities where more than half the children went to work at 14 did the child labor law require the completion of higher than the sixth grade before a regular employment certificate could be obtained, and in two of these States no grade requirement was fixed by law. In the whole group of States requiring less than completion of the eighth grade for 14-year-old children, 54 per cent of the certificates were issued to children at 14. On the other hand, in States having a law requiring completion of the eighth

grade without provision for exemptions before a 14-year-old child can obtain a certificate, the percentage of children going to work as young as 14 was only 21, and in those States having an eighth-grade requirement, but permitting exemptions, 27 per cent were 14 years of age.

Education of 14 and 15 year old working children.—In 14 States, the District of Columbia, and 56 cities in 19 other States which furnished the bureau with information as to the educational attainment of the 14 and 15 year old children who left school for work, the usual requirement for a certificate is the completion of a specified grade, ranging from the fifth to the eighth. Many children, however, have advanced beyond the minimum legal requirement when they go to work. Among the localities giving information as to grade completed and reporting as many as 50 children of these ages receiving first regular certificates, there were 5 States and 30 cities outside these States where less than 60 per cent had as much as an eighth-grade education, and 4 States and 11 cities where from 30 to 71 per cent had completed no grade higher than the sixth. On the other hand, in 3 States, 4 cities outside these States, and the District of Columbia practically 100 per cent of the children had completed the eighth or a higher grade, and in 6 States and 16 cities in 9 other States more than half the children had completed at least the eighth grade, the percentage varying from 52 to 91. In the entire group of States and cities 57 per cent (62 per cent of the girls and 57 per cent of the boys for whom sex was reported) had completed the eighth or a higher grade, whereas 24 per cent had completed no grade above the sixth. A comparison of the figures covering the past five years for all the localities reporting shows on the whole practically the same proportions of children 14 and 15 years of age who had completed the eighth or a higher grade before entering employment in each of these years—57 per cent in 1930 as compared with 55, 59, 58, and 56 per cent, respectively, in the 4 preceding years. The variations from year to year in the States and cities for which comparable information is available for each year of 5, 4, 3, and 2 year periods indicate only a very slight, if any, increase from year to year in the percentage of children completing at least the eighth grade. The percentages for the comparable groups varied from 60 in 1926 to 62 in 1930; from 59 in 1927 to 63 in 1930; and from 59 in 1928 to 62 in 1930. The 1929 and 1930 percentages were the same (57).

In the following table the States are grouped according to the grade that the State statute requires to be completed by a child of 14 or 15 years before a work permit can be legally issued; that is, eighth-grade standard, eighth-grade standard with exemptions, eighth-grade standard for child of 14 but not for child of 15, and less than eighth-grade standard. For these groups, the percentage² of those receiving permits from 1926 to 1930 who had, in fact, completed the eighth grade is shown.

² Percentages for States and cities are omitted where the number of children receiving certificates in each of the five years was less than 50.

TABLE 3.—Percentage of children 14 and 15 years of age receiving first regular employment certificates reported as completing the eighth or higher grade in States and in cities of 50,000 population and over, classified according to minimum legal standard for school grade completed, required for issuance of certificates during each specified year, 1926-1930

Minimum legal standard; State and city	Percentage of children 14 and 15 years of age receiving first regular employment certificates reported as completing eighth or higher grade in—				
	1926	1927	1928	1929	1930
EIGHTH GRADE FOR CHILDREN OF 14 AND 15					
Illinois:					
Chicago.....	1 62	1 66	1 70	1 84	100
Decatur.....	(2)	(2)	57	49	(2)
East St. Louis.....	(2)	56	54	79	1 100
Peoria.....	(2)	59	69	83	(2)
Rockford.....	(2)	(2)	(2)	68	(2)
Springfield.....	(2)	65	71	75	1 100
Indiana.....	100	100	100	100	100
Fort Wayne.....	97	(3)	(3)	100	(2)
Indianapolis.....	100	100	100	100	100
South Bend.....	100	100	100	100	(2)
Kansas.....	(2)	92	88	96	91
Kansas City.....	(2)	86	86	96	94
Minnesota.....	100	100	100	100	99
Minneapolis.....	100	100	100	100	100
St. Paul.....	100	100	100	100	100
Oregon: Portland.....	(2)	(2)	(2)	100	100
Vermont ^{3a}	18	(4)	34	26	(4)
EIGHTH GRADE, WITH EXEMPTIONS, FOR CHILDREN OF 14 AND 15					
Delaware: Wilmington.....	77	77	67	68	59
District of Columbia.....	94	97	94	95	98
Maine ⁴	(2)	70	100	100	98
Nebraska: Omaha.....	(2)	(2)	(2)	(2)	56
Rhode Island: Providence ⁵	(2)	(2)	44	46	44
Utah: Salt Lake City.....	(2)	(2)	(2)	(2)	76
Wisconsin.....	(2)	82	85	100	91
Milwaukee.....	(2)	83	87	100	92
EIGHTH GRADE FOR CHILDREN OF 14 ONLY					
California:					
Los Angeles.....	72	69	66	90	90
Oakland.....	(2)	95	92	(2)	(2)
Sacramento.....	(2)	(4)	(4)	73	(4)
San Francisco.....	96	99	83	66	75
New York:					
Albany.....	(2)	(2)	(2)	65	63
Binghamton.....	(2)	(2)	(2)	60	52
Buffalo.....	59	62	60	61	59
Mount Vernon.....	(2)	(2)	(2)	(2)	68
New Rochelle.....	(2)	(2)	(2)	(2)	51
New York.....	67	67	69	72	70
Niagara Falls.....	57	59	57	38	(4)
Rochester.....	58	62	61	59	66
Schenectady.....	(2)	(2)	(2)	65	55
Syracuse.....	55	57	(2)	58	44
Troy.....	(2)	(2)	(2)	39	40
Utica.....	(2)	(2)	(2)	53	45
Yonkers.....	61	64	65	65	63

¹ No eighth-grade requirement before 1930.

² Not reported.

³ Per cent not shown because number of children is less than 50; all children receiving certificates, however, had completed the eighth or a higher grade.

^{3a} The Vermont child labor law requires completion of the eighth grade before a child may be legally employed, but the school attendance law permits a child who has completed the rural school course (6 grades) to be exempted from school attendance if his services are needed for family support or for other sufficient reason. As these figures indicate, regular employment certificates are, in fact, issued in some cases to children so exempted.

⁴ Per cent not shown because number of children is less than 50; some of the children receiving certificates had not completed the eighth grade.

⁵ Percentages are for the number of 15-year-old children to whom regular certificates were issued; law does not permit the issuance of regular certificates to children under 15.

⁶ No eighth-grade requirement before 1928.

TABLE 3.—Percentage of children 14 and 15 years of age receiving first regular employment certificates reported as completing the eighth or higher grade in States and in cities of 50,000 population and over, classified according to minimum legal standard for school grade completed, required for issuance of certificates during each specified year, 1926-1930—Continued

Minimum legal standard; State and city	Percentage of children 14 and 15 years of age receiving first regular employment certificates reported as completing eighth or higher grade in—				
	1926	1927	1928	1929	1930
LESS THAN EIGHTH GRADE FOR CHILDREN OF 14 AND 15					
Alabama.....	25	27	32	(?)	32
Birmingham.....	42	40	43	(?)	49
Mobile.....	13	16	22	(?)	36
Colorado: Denver.....	(?)	58	47	41	56
Connecticut.....	58	57	57	56	52
Bridgeport.....	83	88	91	82	65
Hartford.....	64	61	60	58	62
New Britain.....	43	36	38	46	36
New Haven.....	56	55	52	51	56
Waterbury.....	48	49	41	43	44
Iowa.....	(?)	68	72	75	74
Davenport.....	(?)	68	66	48	69
Des Moines.....	(?)	75	72	82	84
Sioux City.....	(?)	63	77	82	(?)
Kentucky.....	(?)	36	(?)	37	32
Louisville.....	(?)	39	(?)	36	40
Louisiana: New Orleans.....	32	32	36	39	41
Maryland: Baltimore.....	30	35	35	32	34
Massachusetts:					
Boston.....	(?)	(?)	58	56	61
Fall River.....	(?)	(?)	(?)	28	33
Lowell.....	(?)	47	41	40	38
Lynn.....	(?)	(?)	(?)	63	58
Somerville.....	(?)	41	43	49	56
Springfield.....	(?)	(?)	(?)	(?)	58
Michigan: ?					
Detroit.....	60	58	53	60	80
Grand Rapids.....	(?)	(?)	(?)	64	60
Hamtramck.....	(?)	(?)	46	73	(?)
Lansing.....	(?)	(?)	(?)	75	80
Missouri:					
Kansas City.....	(?)	75	79	87	80
St. Louis.....	(?)	49	51	(?)	65
New Hampshire:					
Manchester.....	(?)	(?)	82	84	87
Manchester.....	(?)	(?)	93	93	94
New Jersey:					
Jersey City.....	(?)	(?)	70	70	68
Newark.....	(?)	(?)	23	48	45
Trenton.....	39	33	38	40	41
North Carolina:					
.....	(?)	(?)	(?)	15	13
Pennsylvania:					
Erie.....	(?)	46	49	42	39
Harrisburg.....	31	28	29	40	43
Philadelphia.....	31	31	34	37	38
Pittsburgh.....	40	40	43	43	43
Scranton.....	33	33	33	38	34
Tennessee:					
Chattanooga.....	(?)	21	25	(?)	28
Knoxville.....	(?)	(?)	14	8	12
Memphis.....	(?)	(?)	(?)	(?)	42
Virginia: Richmond.....	(?)	(?)	(?)	27	26
West Virginia:					
Huntington.....	(?)	(?)	(?)	32	36
Wheeling.....	(?)	(?)	(?)	37	27
Wheeling.....	(?)	(?)	(?)	40	55

? Not reported.

* Per cent not shown because number of children is less than 50; some of the children receiving certificates had not completed the eighth grade.

† Law does not permit the issuance of regular certificates to children under 15 years of age. In a few instances in cities other than Detroit certificates were issued to children of 14 years in 1928, 1929, and 1930.

Education of 16 and 17 year old minors.—As might be expected, larger proportions who have completed the eighth grade are found among the minors going to work at 16 and 17 years of age than at 14

and 15, although, among the places reporting, Ohio (with a seventh-grade requirement) is the only State in which the child labor law fixes an educational requirement for minors of this age group. Reports on this point, received from 3 States, 29 cities in 9 other States, and the District of Columbia, showed that 73 per cent of these minors had completed the eighth or a higher grade before they received certificates for regular employment, the percentage ranging from 21 in Knoxville, Tenn., to 100 in Portland, Oreg. In 1 State and 8 cities in other States less than 60 per cent had attained this degree of school advancement. As in the case of the younger workers, the proportion of the girls who had completed the eighth or a higher grade was somewhat higher than that of the boys (83 per cent of the girls and 79 per cent of the boys).

Occupations of 14 and 15 year old children.—Information concerning the kinds of work for which children 14 and 15 years of age were first given certificates for regular employment in 1930 was received for 30,154 children in 14 States, 52 cities in 19 other States, and the District of Columbia. Forty-two per cent entered manufacturing and mechanical industries, 24 per cent mercantile occupations, 14 per cent domestic and personal service, 13 per cent public messenger and delivery service, 4 per cent were employed in offices, and 4 per cent entered miscellaneous occupations. The percentage entering manufacturing and mechanical occupations and mercantile and office work did not differ materially from that in 1928 and 1929, but a slightly larger percentage entered domestic and personal service in 1930 than in 1929 (14 as compared with 10).

The proportions entering different occupations varied with community opportunities and with the child labor law requirements for different types of work. The largest proportion of young workers entered the manufacturing and mechanical industries in 9 States and 9 cities outside these States, in which 14,730 children in all received certificates; mercantile occupations claimed the largest proportion in 2 States and 14 cities; public messenger and delivery service in 1 State, 10 cities, and the District of Columbia; and domestic and personal service in 1 State and 15 cities.

Relatively more girls than boys 14 and 15 years of age (48 as compared with 35 per cent) went into manufacturing and mechanical occupations in the localities reporting on this point, and a larger proportion of the boys than of the girls (29 as compared with 19 per cent) entered trade. Nearly one-fourth of the boys but very few girls were employed in public messenger and delivery work, and slightly more than one-fourth of the girls found jobs in domestic and personal service, which was entered by only 4 per cent of the boys. The small proportion of girls entering occupations in the domestic and personal service group is doubtless influenced by the fact that in few States is a certificate required for domestic work in private homes.

Occupations of 16 and 17 year old minors.—Reports from 3 States, 28 cities in 9 other States, and the District of Columbia showed that 34 per cent of the 24,887 minors 16 and 17 years of age had received their first employment certificates for work in manufacturing and mechanical industries, 24 per cent in mercantile establishments, 22 per cent in domestic and personal service, and the remainder in offices, public

messenger and delivery service, and other miscellaneous jobs. The proportion of the minors of this upper age group that entered either manufacturing and mechanical occupations or office work in 1930 was much smaller, whereas the proportion entering domestic and personal service was considerably larger than the corresponding proportion in 1929.

As in the case of the 14 and 15 year old workers, variations in the proportion of the 16 and 17 year old group entering different industries were found. Manufacturing and mechanical industries furnished work for the largest number of the latter entering employment in 3 States and 13 cities; mercantile occupations comprised the largest group of these workers in 6 cities and the District of Columbia; and in 7 other cities the majority of certificates were issued for domestic and personal service.

A larger proportion of the boys than of the girls found employment in manufacturing and mechanical industries; the same percentage of boys as of girls received certificates for mercantile occupations; and a slightly larger percentage of girls went into offices. The domestic and personal service group was the largest for girls of the 16 and 17 year old group and the second largest for the 14 and 15 year old girls. Although the public-messenger and delivery service contained the third largest group of boys 16 and 17 years of age, the proportion for this age group was much smaller than the corresponding percentage for the group of younger boys.

Colored children to whom certificates were issued.—Reports of the number of colored children 14 and 15 years of age to whom regular certificates were issued in 1930, received from 13 States, 47 cities in 16 other States, and the District of Columbia, showed that the colored children constituted 2 per cent of the whole group for which race was reported, though the percentage of colored children 14 and 15 years old in the United States is 12 per cent.³ However, this gives no indication of the actual proportion of white and colored children going to work in 1930, since the type of work available for colored children in the States with large negro populations is often largely limited to employment on the farm or in domestic and personal service for which the child labor laws in those States usually require no certificates. Even where, as in some communities, a certificate is required for domestic service, the check upon children working as home servants is less thorough than on children in manufacturing and commercial establishments, so that many children, both colored and white, no doubt go into domestic service without obtaining certificates. Reports for the 16 and 17 year age group from 4 States, 27 cities in 8 other States, and the District of Columbia, showed approximately the same relative proportions of white and colored minors receiving employment certificates as among the children of 14 and 15. In both age groups more than twice as many colored boys as colored girls received certificates, owing doubtless to the fact that a larger proportion of the jobs open to the boys are those requiring certificates than in the case of colored girls.

Evidence of age.—The reliability of the evidence accepted as proof of age for certificates is vital to effective enforcement of the child labor law. The type of evidence required was reported for 64,777

³ Fourteenth Census of the United States, 1920, vol. 2, Population, p. 162. Washington, 1922.

children in 12 States, 61 cities in 19 other States, and the District of Columbia. Birth certificates, usually placed first, and baptismal records, usually placed second, in order of preference in the best certificate laws, were the evidence on which 82 per cent of these children received certificates for employment. This evidence was accepted for 90 per cent or more of the total number issued in 4 States and 22 cities in 9 other States; from 75 to 90 per cent in 2 States, 10 cities in 7 other States, and the District of Columbia; and less than 75 per cent in the remaining places furnishing this information. On the other hand, in 3 States and in 15 cities in 6 other States, where 5,170 certificates were issued to 14 and 15 year old children, less than 10 per cent of the certificates were reported to have been issued on the evidence of a birth certificate or a baptismal record. The school record of age was the predominating type of evidence accepted in 4 States and 13 cities outside these States, and in 1 State and 1 city parent's affidavits were presented as proof of age in all cases of children receiving employment certificates. Whether the school record is reliable depends on whether a birth certificate is required on enrollment. A parent's affidavit issued at the time work is sought for the child has been found generally unreliable.

Special employment certificates.—The reports of special certificates issued to children 14 and 15 years of age for work during school vacations or for work outside of school hours, received from the District of Columbia, 16 States, and 43 cities in 11 other States, indicate a decrease in 1930 of 25 per cent for the group of States and cities where comparative figures are available for 1929 and 1930. In all, 40,801 first vacation and out-of-school certificates were reported as issued to 14 and 15 year old children in 1930.

Reports of half-time or cooperative certificates, issued in some places to boys and girls for part-time work under school supervision in connection with trade classes or as part of a vocational course, were received from 2 States and 11 cities in 6 other States. The total number of such certificates issued to children 14 and 15 years of age in these places was 349.

Two States and 16 cities in 7 other States reported a total of 9,010 home permits issued to 14 and 15 year old children, allowing them to remain out of school to help with work at home. A large proportion of these were reported by one State, Pennsylvania, which showed an increase of 11 per cent over the number of home permits issued in 1929.

Juvenile-court statistics.

During the year, progress has been made in the program for obtaining through a State department authorized to obtain reports of the work of juvenile courts, complete statistics for all the courts in the States, and five courts serving populations of 100,000 or more have been added to those reporting directly to the bureau.⁴

The bureau of child welfare of the Connecticut Department of Public Welfare has adopted and is at present using the simplified reporting forms prepared by the Children's Bureau. The division of probation in the department of correction of New York has modified the forms used by probation officers and court clerks in reporting

⁴ Ninety-two courts reported in 1930 as compared with 96 in 1929. Twenty-five courts which reported in 1929 did not report in 1930; 1 of these was a court serving a population of 100,000 or more and 24 were courts serving populations of less than 100,000. In 1930, 21 courts were added, 5 serving populations of 100,000 or more and 16 serving populations of less than 100,000.

juvenile-court statistics to the State bureau so that it will be possible to give to the Children's Bureau a report of the work of the juvenile courts of the State that will be on the same basis as the other courts reporting to the bureau. Adoption of this uniform plan for State reporting is under consideration by a few other States. Reports of all cases dealt with by the juvenile courts of Utah have been received for several years. From this State individual records of cases rather than the summary reports that will be obtained under the new State reporting plan are sent to the Children's Bureau.

For the calendar year 1930, 92 courts reported. Eight of these courts served a city only. The reporting courts included 37 of approximately 165 courts in the United States having jurisdiction over counties or cities with populations of 100,000 or more. Although the latter group of courts reporting represent less than one-fourth of the total number, they are serving about 40 per cent of the total population within the areas served by the entire number of large courts.

During the calendar year 1930 the 92 courts reported 53,757 cases of delinquency, 20,711 cases of dependency and neglect, and 933 other types of cases over which the courts had jurisdiction. In addition, reports were received of 7,562 cases of children discharged from the supervision of the court. Table 4 shows the number of cases of each type reported by cooperating courts. An analysis of these reports will be published later in the year. Only a brief summary of the especially significant findings can be included in this report.

TABLE 4.—Number of boys' and girls' delinquency, dependency and neglect, and special proceedings cases disposed of and number of cases of children discharged from supervision by 92 specified courts during 1930

Court	Delinquency cases			Dependency and neglect cases			Special proceedings cases	Cases of children discharged from supervision
	Total	Boys	Girls	Total	Boys	Girls		
Total.....	53,757	45,374	8,383	20,711	10,673	10,038	933	17,562
Alabama:								
Baldwin County.....	9	6	3	47	23	24	-----	24
Bibb County.....	2	1	1	71	32	39	1	22
Bullock County.....	-----	-----	-----	6	4	2	-----	-----
Chambers County.....	11	9	2	6	2	4	-----	-----
Clarke County.....	1	1	-----	35	19	16	1	-----
Cleburne County.....	2	2	-----	3	2	1	-----	-----
Colbert County.....	27	15	12	93	35	58	-----	15
Conecuh County.....	-----	-----	-----	9	5	4	-----	-----
Coosa County.....	1	1	-----	19	10	9	-----	-----
Crenshaw County.....	10	6	4	25	14	11	-----	19
Dallas County.....	2	2	-----	37	22	15	-----	-----
Elmore County.....	2	2	-----	3	3	-----	-----	-----
Escambia County.....	5	5	-----	4	2	2	-----	7
Etowah County.....	43	42	1	6	3	3	1	13
Fayette County.....	2	1	1	67	40	27	-----	8
Greene County.....	2	1	1	12	5	7	-----	1
Henry County.....	3	2	1	19	7	12	-----	12
Jackson County.....	8	5	3	4	-----	-----	-----	-----
Lauderdale County.....	27	21	6	260	128	132	-----	55
Lee County.....	-----	-----	-----	5	4	1	-----	2
Macon County.....	3	3	-----	25	12	13	-----	1
Marion County.....	5	3	2	25	13	12	-----	14
Mobile County.....	177	152	25	4	1	3	-----	25
Perry County.....	5	3	2	66	33	33	-----	14
Pike County.....	10	10	-----	107	56	51	-----	-----
Sumter County.....	4	3	1	21	12	9	1	1
Washington County.....	-----	-----	-----	28	15	13	-----	4
California: San Diego County.....	1,640	1,449	191	395	192	203	32	207
Connecticut: Bridgeport.....	470	402	68	51	24	27	-----	123
District of Columbia.....	1,893	1,642	251	315	163	152	-----	-----
Georgia: Fulton County.....	1,338	1,110	228	440	219	221	12	130
Illinois: Rock Island County.....	35	24	11	154	78	76	-----	48

TABLE 4.—Number of boys' and girls' delinquency, dependency and neglect, and special proceedings cases disposed of and number of cases of children discharged from supervision by 92 specified courts during 1930—Continued

Court	Delinquency cases			Dependency and neglect cases			Special proceedings cases	Cases of children discharged from supervision
	Total	Boys	Girls	Total	Boys	Girls		
Indiana:								
Lake County.....	477	262	215	326	160	166	7	177
Marion County.....	818	517	301	282	144	138		214
Stauben County.....	2	1	1	2	1	1		2
Vanderburg County.....	84	72	12					
Wayne County.....	61	44	17					
Iowa:								
Johnson County.....	92	73	19	43	18	25		12
Polk County.....	610	463	147	559	282	277	58	73
Louisiana:								
Caddo Parish.....	291	251	40	53	29	24	3	7
Ouachita Parish.....	232	198	34	93	34	59	1	
Maryland: Baltimore.								
	2,540	2,278	262	466	236	230		127
Michigan:								
Kent County.....	520	450	70	338	178	160		
Wayne County.....	3,235	2,862	373	927	482	445	1	426
Minnesota:								
Hennepin County.....	1,053	853	200	349	190	159		822
Ramsey County.....	517	437	80	115	61	54		400
Winona County.....	51	45	6	18	9	9		30
New Jersey:								
Hudson County.....	1,974	1,736	238					219
Mercer County.....	449	425	24					398
New York:								
Buffalo.....	1,094	1,005	89	78	40	38		161
Chemung County.....	112	72	40	107	46	61	1	
Clinton County.....	87	82	5	14	6	8		5
Columbia County.....	79	65	14	158	74	84	2	37
Erie County (exclusive of Buffalo).....	212	191	21	70	44	26		146
Monroe County.....	170	138	32	228	109	119		220
New York City.....	7,867	6,857	1,010	3,890	2,026	1,864	84	(1)
Ontario County.....	68	51	17	86	45	41	2	6
Rensselaer County.....	414	329	85	161	83	78	4	
Westchester County.....	597	493	104	394	204	190	66	183
North Carolina: Buncombe County								
	134	112	22	65	42	23	20	
North Dakota:								
Third judicial district.....	12	3	9	30	18	12		3
Fourth judicial district.....	11	7	4					
Ohio:								
Allen County.....	25	18	7	60	30	30	4	
Anglaize County.....	81	65	16	10	2	8	1	
Clark County.....	303	254	49	60	35	25		51
Franklin County.....	1,206	921	285	721	348	373	27	
Hamilton County.....	2,072	1,486	586	442	230	212	54	236
Lake County.....	85	72	13	33	14	19	1	3
Mahoning County.....	2,151	1,802	349	214	102	112	6	
Montgomery County.....	598	368	230	321	158	163	12	133
Sandusky County.....	73	55	18	42	25	17		10
Oregon: Multnomah County								
	1,172	1,024	148	475	232	243	3	259
Pennsylvania:								
Allegheny County.....	1,128	955	173	970	522	448		
Lycoming County.....	26	15	10	59	30	29		2
Montgomery County.....	96	85	11	10	8	2		
Philadelphia.....	7,517	6,629	888	4,060	2,166	1,894	478	1,446
South Carolina: Greenville County								
	106	85	21	74	27	47	7	38
Utah:								
First district.....	290	251	39	13	7	6		15
Second district.....	506	430	76	11	6	5		51
Third district.....	972	732	240	175	84	91	9	69
Fourth district.....	443	394	49					10
Fifth district.....	476	440	36	11	6	5		75
Sixth district.....	122	119	3	1	1			
Seventh district.....	127	123	4					21
Other counties.....	25	23	2					
Virginia:								
Danville.....	339	283	56	55	28	27		30
Lynchburg.....	178	152	26	4	4			23
Norfolk.....	774	644	130	152	69	83	2	297
Rockbridge County.....	29	23	6	7	3	4		5
Washington:								
Pierce County.....	165	135	30	49	29	20	4	
Spokane County.....	653	561	92	164	82	82	21	
Wisconsin: Milwaukee County								
	2,419	1,934	485	1,304	686	618	7	375

¹ Records were not received from Kings County, New York City, court.

Eighteen courts serving areas having populations of more than 100,000 in 1930 have reported comparable figures to the bureau for four years. Juvenile-court delinquency rates based on the number of cases reported per 1,000 estimated population of juvenile-court age of the same sex in the area under jurisdiction of the court have been prepared for these courts and are shown in Table 5.

TABLE 5.—Total population according to the 1930 census and delinquency rate for boys and girls per 1,000 estimated population of juvenile-court age¹ of the same sex and color for 1930 and the period 1927-1929 for specified courts reporting each year of the period 1927-1930

Court and color of child ²	Total population according to 1930 census	Delinquency rate for boys and girls per 1,000 estimated population of juvenile-court age of the same sex and color			
		Boys		Girls	
		1930	1927-1929	1930	1927-1929
Connecticut: Bridgeport.....	146,716	28	27	5	
District of Columbia.....	486,869	41	43	6	5
White.....		23	26	2	8
Colored.....		86	87	16	3
Indiana:					17
Lake County.....	261,310	10	11	7	5
Marion County.....	422,666	15	17	8	8
White.....		11	14	7	7
Colored.....		42	48	16	21
Minnesota:					
Hennepin County.....	517,785	16	17	4	4
Ramsey County.....	286,721	14	10	3	3
New Jersey:					
Hudson County.....	690,730	23	21	4	4
White.....		23	21	4	3
Colored.....		62	65	10	10
Mercer County.....	187,143	21	16	1	1
New York:					
Buffalo (city).....	573,076	18	16	2	1
Erie County (exclusive of Buffalo).....	189,332	10	10	1	1
New York City.....	6,930,445	12	11	2	2
White.....		11	10	2	2
Colored.....		38	29	9	7
Westchester County.....	520,947	10	17	2	3
White.....		9	16	2	3
Colored.....		27	44	9	15
Ohio:					
Hamilton County.....	589,356	25	22	11	(3)
White.....		20	18	7	(3)
Colored.....		68	66	38	(3)
Mahoning County.....	236,142	49	47	11	11
White.....		46	44	10	9
Colored.....		101	101	32	30
Pennsylvania:					
Montgomery County.....	265,804	4	2	(4)	(9)
White.....		3	2	(4)	(3)
Colored.....		19	7	3	
Philadelphia (city).....	1,950,961	34	30	5	4
White.....		29	(4)	4	(9)
Colored.....		78	(3)	16	(3)
Virginia: Norfolk (city).....	129,710	47	47	10	11
White.....		33	34	7	7
Colored.....		75	72	14	17
Washington: Pierce County.....	163,842	8	6	2	2

¹ The ages of jurisdiction over delinquent children in the States in which the 18 courts are located are as follows: Under 16 years in Connecticut, New Jersey, New York, and Pennsylvania; under 17 years in the District of Columbia; under 18 years in Minnesota, Ohio, Virginia, and Washington; and under 16 for boys and under 13 for girls in Indiana.

² Includes courts serving cities or counties having 100,000 or more population in 1930 reporting each year of the period 1927-1930. Color is shown for courts serving cities or counties of this size having at least 10,000 or 10 per cent colored population.

³ Girls not reported in 1927 and 1928.

⁴ Less than 1 per thousand.

⁵ Color not reported in 1927 and 1928.

In comparing juvenile-court delinquency rates, it should be borne in mind that the amount of delinquency which comes to the attention of the juvenile court is only a small part of the total amount in the community and may or may not be a reliable index of the actual volume of delinquency. A number of factors affect both the number of cases referred to the juvenile court and the number reported by the court and so influence the rates in given localities. The age jurisdiction of the court has a definite bearing on rates. As cases of 16 and 17 year old children constitute more than one-third of the boys' cases and two-fifths of the girls' cases in courts having jurisdiction under 18 years, it would be expected that a distinct difference would be shown in courts having jurisdiction under 16 years as compared with those having jurisdiction under 18 years. That other community factors are also significant is shown by the wide variations in rates of courts having the same age jurisdiction.

The position that the court occupies in the community's plan for dealing with conduct problems of children, its relationship to other agencies, and the extent to which these agencies refer cases to it, as well as variation in the amount of delinquency, affect the delinquency rates. In some communities the court is the only agency dealing with delinquency problems; in others a number of agencies doing case work with problem children and their families are available. The extent to which the police deal with children also varies greatly in the different localities. In some places all children coming to the attention of the police are referred to the juvenile court; in other places the police themselves handle many cases involving minor offenses. Occasionally special police are appointed to deal only with juvenile offenders. School departments may be sufficiently well staffed and well equipped to handle nearly all truancy cases and many behavior problems other than truancy, or because of lack of personnel and other facilities they may refer most of these problems to the juvenile court.

The policy with regard to the acceptance of complaints, the handling of cases unofficially, and the reporting of unofficial work also materially affects the delinquency rates. Some courts give careful consideration to the acceptance of complaints, refusing to accept trivial cases and immediately referring elsewhere cases that should be dealt with by other agencies. Several courts ignore certain types of complaints made by anonymous letter or by telephone and those involving neighborhood quarrels. Although all courts were asked to report both official and unofficial cases, some courts reported only official cases, even though they dealt with a few cases unofficially. The high rate in Mahoning County, Ohio, which deals unofficially with a large proportion of its cases, is to a great extent due to the reporting of all complaints. The marked difference between the rates for New York City and Philadelphia may be partly due to the large number of unofficial cases handled by the Philadelphia court.

Separate rates for white and colored are shown in Table 5 for courts serving an area in which 10 per cent or more than 10,000 of the population were colored. In each court the rates for colored children are higher than for white children. The highest rate for colored boys is in Mahoning County, Ohio, and the highest rate for colored girls in Hamilton County, Ohio. The lowest rates for both colored boys and colored girls are in Montgomery County, Pa.

In Table 5 the juvenile-court delinquency rate for 1930 of each of the 18 courts reporting comparable figures for four years is compared with the rate of that court for the 3-year period 1927-1929.⁵ The rate for the 3-year period is used rather than rates for each of the three years because a 3-year period affords a better basis of comparison than a single year and because the methods of reporting were not sufficiently stabilized in some of the courts during the earlier years.

In studying delinquency rates in different years, it is difficult to determine how much an increase or decrease in rate may be attributed to an actual increase or decrease in delinquency and how much to other causes. Comparison of the delinquency rate of 1930 for boys with the corresponding rate for the period 1927-1929 shows a significant increase in 9 of the 18 courts, a significant decrease in 2, and a stationary rate or change insufficient to be of any importance in 7 courts. In at least 2 of the courts in which the 1930 rate differs considerably from the rate for the earlier period, a change is known to have occurred in organization, personnel, or procedure, which probably accounts for some of the variation in rates. Changes in personnel and procedure are doubtless responsible for the rather marked increase in the rate for Mercer County, N. J., and changes in organization and personnel for the decrease in rate for Westchester County, N. Y. It should be noted, however, that other things being equal an increase in delinquency is to be expected during a year of industrial depression like 1930. An interpretation of these changes in rate must give recognition to the fact that in courts having a low rate a slight increase in rate may mean a material increase in the work of the court. In general the rates in girls' cases showed very slight changes. Twelve courts showed no increase in rate or a change so small as to be of little importance. Three courts showed a significant increase and two courts a significant decrease in the 1930 rate as compared with the rate for the period 1927-1929.

Increases and decreases in the 1930 rates for colored children showed the same general tendencies as those for white children.

Social statistics in metropolitan areas.

On July 1, 1930, the bureau took over the cooperative plan for assembling social statistics, which was initiated by the local community research committee of the University of Chicago and the National Association of Community Chests and Councils in 1926. The primary interest of the bureau in this project is to determine the extent and kinds of treatment provided for children as part of the social program of a community. The plan involves monthly reports collected by the local community chests or councils, showing numbers of individuals and families given various types of service, amounts of relief given, staff, annual financial reports, and certain other items, from agencies dealing with dependency, delinquency, and health. Statistics are now collected from 38 cities, and 3 others are trying out the plan for a probationary period of one year. Monthly statements are issued by the Children's Bureau to the agencies reporting, and annual reports are to be published.

⁵ Franklin County, Ohio, reported for all 4 years but for the period 1927-1929 it reported official cases only, whereas in 1930 it reported both official and unofficial cases, and the figures are hence not comparable. It has been excluded from the group under consideration.

Although a great deal of progress has been made during the years that the plan has been in operation, in definitions, classifications, and development of forms for reports, many difficult problems are still to be solved before the figures in all fields can be regarded as accurate and comparable. In solving these problems the bureau has the assistance of an advisory committee consisting of representatives of the National Association of Community Chests and councils, local community chests, the University of Chicago, and interested State and Federal departments. A very valuable part of the plan which had been developed before the Children's Bureau took it over and which has been continued in cooperation with various national associations, through joint committees, is the development of statistical handbooks in various fields. A tentative draft of a handbook of medical social-service statistics is now available in mimeographed form, and a handbook of public health nursing statistics is nearly completed.

Statistics are of value only as they lead to greater understanding and appreciation of the problems involved and the services rendered, and through such understanding become guides to social action. During the past year the figures of greatest immediate national interest, because of the unemployment situation, have been those showing relief given to families and to homeless and transient persons, to which reference has been made earlier in this report.

The more detailed information on family welfare and relief, available for the 38 cities, representing 19 States and the District of Columbia, in the registration area, has been summarized for the annual report on the registration of social statistics in urban areas which is now in preparation. Of the 345 agencies requested to submit monthly reports, 319 (92 per cent) furnished monthly or annual reports. Three types of service in the general field of family welfare are given by these agencies: General family welfare and relief given by private agencies and public outdoor relief departments; mothers' aid from public funds, usually given to enable widowed mothers and their children to remain together in their homes; and aid to veterans and their families, exclusive of all Federal provision.

The cities participating in the registration for 1930 are Akron, Berkeley, Bridgeport, Buffalo, Canton, Chicago, Cincinnati, Cleveland, Columbus, Dayton, Denver, Des Moines, Detroit, Duluth, Grand Rapids, Harrisburg, Hartford, Indianapolis, Kansas City (Mo.), Lancaster, Louisville, Minneapolis, Newark, New Haven, New Orleans, Omaha, Orange, Richmond, Sharon, Sioux City, Springfield (Ill.), Springfield (Mass.), Springfield (Ohio), St. Louis, St. Paul, Washington (D. C.), Wichita, and Wilkes-Barre.

In 33 cities submitting satisfactory reports in all three sections of the family-welfare field, relief expenditures totaled \$26,573,684 in 1930. Of this amount, 77 per cent was expended for general family relief, 19 per cent was expended for mothers' aid, and 4 per cent was expended for veterans' aid. In some cities relief is given to blind persons from special funds, and in one city included in the area a State old age pension system is in operation. These have been classified under general family relief, but in the future separate tabulations will be made.

Incomplete returns from the five additional participating cities bring the total relief expenditures to \$27,566,341. Allowing for 25 agencies that failed to report, it is estimated that the entire relief

bill in 1930 for the area (comprising almost 16,000,000 persons) was about \$28,000,000.

The per capita cost of family relief in 1930, exclusive of expenditures for administration, was estimated on a "metropolitan area" basis; that is, an area, usually more extensive than the city limits, covering as nearly as possible the field of operations of the majority of social agencies. It ranged from 13 cents in New Orleans, where there was no public outdoor relief, to \$3.25 in Springfield, Mass. (with expenditures for one agency not reported), and \$5.97 for Detroit. In 19 of the 31 cities the per capita relief expenditure was between \$1 and \$2.

Including mothers' aid, about three-fourths of the funds given for relief in 31 areas came from the public treasury. This finding holds true for the two previous years of the registration as well as for 1930, though calculations for 1930 were for an expanding area. In only 9 of the 31 cities were less than one-half of the expenditures made by public departments. Of all public relief expenditures in 31 cities, including Detroit, two-thirds of the public relief expenditures were for general family relief, about one-fourth for mothers' aid, and the remainder for blind pensions and veterans' relief. In 30 cities, excluding Detroit, expenditures for general family relief comprised 44 per cent and for mothers' aid 37 per cent of the total.

In the field of general family welfare and relief, exclusive of mothers' aid and veterans' relief, 245 agencies in the 38 registration cities were requested to report their activities. Reports that could be tabulated were received from 218 agencies in 32 cities having fairly comparable figures on relief expenditures for 1929 and 1930 available. In all but two cities the relief bill for 1930 was in excess of that for 1929. Fifteen cities increased relief by more than 50 per cent, the advances ranging from 54 per cent in Chicago to 376 per cent in Detroit.

Sixty-eight per cent of the financial aid given in 1930, exclusive of blind benefits as well as of mothers' aid and veterans' relief, came from public funds. In 14 of 34 cities, including those with heaviest relief expenditures, more than 50 per cent came from public funds, in 4 cities, from 40 to 50 per cent, in 10 under 40 per cent, and in 6 cities none.

Public departments of the registration area increased their relief 176 per cent in 1930 as compared with 1929; private agencies increased their grants 51 per cent. With Detroit eliminated, public agencies increased their grants 61 per cent and private agencies 50 per cent.

For 26 cities the average number of families receiving relief monthly in 1930 was 59,079, or a rate of 59 per month per 10,000 population. Detroit and Newark aided the most families and St. Louis and New Orleans the fewest in proportion to population. Half of the cities aided more than 50 families each month per 10,000 population. The average amount of relief monthly per case under care for 30 cities was \$23.83, and ranged from \$7.91 in Omaha to \$37.94 in Springfield, Mass. Families under care received more than an average of \$20 per month in only 8 cities. The average amount of relief monthly per case under care was higher for public than for private agencies—\$26.77 for the former and \$20.24 for the latter in 27 cities. Eliminating Detroit, however, the reverse is true, private agencies giving on an average of \$20.07 per family under care and public agencies, \$17.42 per family. There was no outstanding evidence, however, that money

as a general rule was more liberally expended by private than by public agencies, or vice versa. In 8 of the 18 cities where relief from both sources was given, the average monthly grant given by private agencies exceeded the public grant and in 10 cities the reverse was true.

Expenditures for mothers' aid in 35 metropolitan areas from which reports were received totaled more than \$5,000,000 in 1930. In 15 of the 25 areas for which reports for 1930 and 1929 were available, increased expenditures in 1930 were reported; in 5, decreased expenditures, and in 5, practically equal expenditures. The per capita expenditure for mothers' aid, exclusive of costs of administration, in 35 cities in 1930 ranged from 4 cents in Indianapolis to 99 cents in Duluth. The average amount of grant per family in December, 1930, ranged from \$16.64 in Wichita, Kans., to \$72.28 in Springfield, Mass. The total number of mothers' aid families under care monthly per 10,000 population in 1930 ranged from 1 in St. Louis to 25 in Duluth. Differences in the terms of the law, appropriations available, and administrative policies affect all these figures. Analysis of the figures shows that in some areas a thin spread of relief reached a relatively large number of families and in others a higher standard reached relatively few families.

In addition to reports of family welfare and relief, annual reports will be prepared and published for the following fields: Legal aid; travelers' aid; case work for dependent or neglected children and a census of dependent or neglected children under care outside their own homes; protective case work for young people; care of children in day institutions; adult probation; temporary shelter for homeless or transient persons; institutional care for the aged, indigent, or chronically ill; maternity homes; hospital in-patient service; city or county noninstitutional medical care of the sick poor; medical social service; psychiatric social service; public-health nursing; and school health service.

LEGISLATION RELATING TO CHILDREN

Regular legislative sessions were held in 44 States in 1931, and a few special sessions have been called. Only the legislatures of Kentucky, Louisiana, Mississippi, and Virginia have not been in session during the past year. Owing probably to the stimulus of the White House Conference on Child Health and Protection and the State conferences which followed the number of child-welfare measures proposed was much greater than in recent years, but in some States this impetus was checked by an economic and financial policy that resulted in the tabling of all matters entailing increased expenditures or appropriations for new items.

Public home relief.

Emergency legislation.—The increasing need for public relief to families in their homes during the industrial depression has resulted in two forms of emergency legislation enacted as yet by only a few States. These are (1) authorizing local units to increase tax levies or borrow money for poor relief; and (2) State aid to local authorities.

Several States, including Illinois, Indiana, Kansas, Minnesota, New Jersey, Ohio, Pennsylvania, and West Virginia, have given additional

powers to local units to enable them to raise increased funds for the aid of persons or families in distress. The Illinois legislation, however, applies only to Cook County, and the Kansas, Minnesota, and Pennsylvania laws only to certain counties or cities. Philadelphia was authorized by one of the Pennsylvania emergency relief measures to borrow \$3,000,000 for unemployment relief. The most notable law of this character was the Pringle-Roberts Act of Ohio, which authorizes local authorities throughout the State to borrow money for increased poor relief made necessary because of the abnormal unemployment conditions and crop failures.

State aid for unemployment relief has been provided in four States—Maryland, New Hampshire, Oklahoma, and West Virginia. In Pennsylvania the increased appropriation of \$1,366,000 for mothers' aid and of \$1,228,700 for hospitals will have the effect of releasing some of the general poor-relief funds, formerly expended for the care of widows and their children, for grants to families in which the father is unemployed. Maryland appropriated \$24,000 for the fiscal year 1932 for emergency unemployment relief. The New Hampshire legislation took the form of extension of the mothers' aid law, and is described in the following section. Oklahoma appropriated \$300,000 for the purpose of providing food, clothing, fuel, and shelter for the destitute and suffering citizens of the State, to be used exclusively for relief of distress resulting from "crop failures, low prices, and unemployment" in several counties. An unsalaried board, termed the "Emergency Relief Board," was created to distribute the relief to the counties, and to prescribe regulations for the administration of the funds by the county commissioners and the county judge who are made jointly responsible for local administration. Another appropriation of \$300,000 was made for field and garden seed for needy farmers and private gardeners. An additional gasoline tax is levied to pay for these appropriations. West Virginia authorized the State road commission to carry on work without certain formalities and to give preference in the employment of labor to citizens of the State in needy, necessitous, or destitute circumstances, and to men with families.

Arkansas and Missouri authorized State aid to those in need because of the drought of 1930.

State appropriations for aid to needy school children in the form of shoes, clothing, and other necessities were made in Ohio (\$50,000) and in West Virginia (for indigent children, \$30,000).

Studies of unemployment to be made by the industrial commission were authorized in Wisconsin, following a precedent in a Massachusetts law of 1929 which authorized the industrial commission to investigate the conditions affecting the textile industry and the best methods of "alleviating distress caused by extended periods of unemployment in that and other industries," and to consider unemployment insurance. Legislation providing for extension of public works, passed in a number of States, is not included in this summary.

Mothers' aid.—Laws relating to public aid to dependent children in their own homes were enacted in 12 States.

New Mexico, one of the four States which heretofore has had no mother's aid law, passed an act this year authorizing counties that accept the provisions of the act to levy a tax and grant aid for the

benefit of dependent children under 16 years of age. Provision is made for investigations and joint supervision by the bureau of child welfare of the State department of public welfare and by county commissioners. The bureau is also authorized to reimburse the counties, from money appropriated by the legislature for such purpose, in an amount equal to one-half the sum paid out by the counties.

Alabama also passed its first act authorizing aid from county funds for dependent children in their own homes or in boarding homes.

New Hampshire as an emergency measure extended its mothers' aid legislation in January to provide assistance for mothers and children affected by unemployment. The act, which stipulated that the aid might supplement but should not replace local aid measures, made \$75,000 available until April 30 of this year for two purposes: (1) To augment the current appropriation for mothers' aid, in order that waiting applicants might be cared for; and (2) to permit "the extension of such aid to mothers and their children rendered temporarily dependent because of the present unemployment emergency, whether the unemployment be that of the mother herself or that of the person upon whose employment she usually depends." The general appropriation acts for 1932 and 1933 reappropriate any of this amount that remains unexpended at the beginning of these fiscal years.

Illinois changed the method of apportioning the State appropriation for mothers' aid by providing for a division of the amount into two funds, one to be distributed to the counties on the basis of population and the other, an equalization fund, to be distributed on the basis of financial need. It is stipulated that the appropriation, which is administered by the State department of public welfare, shall not exceed 50 per cent of the total expenditures of the counties and that all counties sharing in the benefits must meet the standard of administration set by the department.

Boards of supervisors in Iowa counties of 60,000 or more (formerly 80,000 or more) were authorized to levy an annual tax of not exceeding 1 mill for the purpose of the mothers' aid fund. Maryland raised the age of children for whom mothers' aid may be granted to include those 14 to 16 years of age if regularly in school, increased the amount of tax authorized to 1 cent on each \$100, included within its benefits children of permanently incapacitated fathers, and omitted the provision excluding from the benefits of the law mothers possessed of certain real or personal property. The Massachusetts law, applicable to children under 14 or between 14 and 16 if required to attend public day school, was extended to cover all children under 16 years of age. Minnesota made specific and in some cases increased the salaries in counties of different sizes of official investigators of applicants for mothers' allowances.

Missouri reenacted with amendments the law authorizing aid to mothers with dependent children in counties of 350,000 to 700,000 (Kansas City). Among the changes are provisions to include deserted and divorced mothers and those whose husbands are incapacitated for earning a living, to set a maximum allowance of \$40 a month but not exceeding the sum that would be required for institution care, and to permit aid from three weeks before to three weeks following childbirth to expectant mothers meeting residence requirements. Such an expectant mother may receive an amount adequate

to save her and her child from neglect, but not exceeding \$10 per week. New Hampshire extended the law authorizing aid to children of a dependent mother to apply to children whose mother is dead or physically or mentally incapacitated, or has abandoned them. The present law applicable to mothers only authorizes \$15 a month for the first child and \$8 for each additional child. Fathers under the new provision can receive only \$8 a month for each child. Pennsylvania increased its biennial appropriation for the mothers' assistance fund from \$2,750,000 for the period ending June 30, 1931, to \$4,115,938 for the period ending June 30, 1933.

South Dakota included within the provisions of the mothers' aid act a mother deserted for one year or more and female relatives caring for children under conditions specified for mothers. Texas amendments greatly increased the scope of the law by including mothers abandoned more than two years or those whose husbands are in a State penitentiary or State hospital for the insane. The amount of aid was increased to a maximum of \$15 for one child and \$6 for each additional child (formerly \$12 for 1 child, \$18 for two, and \$4 for each additional child). The State residence period of five years was abolished. Wisconsin authorized not exceeding \$100 for funeral expenses in the case of death of a minor child to be paid as an additional item under the mothers' aid law.

An addition to a Michigan law, relating to commitments of dependent or neglected children under 17, provides that when children are kept in their own homes and funds are given the mother she and her children shall not be considered as receiving public relief and support.

Other bills to increase the extent of the laws granting aid for dependent children in their own homes were introduced but not passed in the above States, and a great many met the same fate in other States.

Child labor and compulsory school attendance.

During the past legislative year the proposed child-labor amendment to the Federal Constitution was considered by the legislatures of eight States. According to the most recent reports it was ratified by both houses of the legislature of Colorado; in Wyoming the house ratified it but the senate rejected it; in two States (Oregon and West Virginia) it was rejected by one house; and in four (Ohio, Pennsylvania, New York, and Washington) bills for ratification were introduced but did not come to a vote. In addition, a bill memorializing Congress to submit a new child-labor amendment was introduced but not voted on in Nevada.

A considerable number of proposals to raise State child-labor standards were introduced in the legislatures. Notable among those that were enacted are amendments to workmen's compensation laws affecting compensation for children injured while illegally employed. In Alabama double instead of normal compensation is now required if at the time of the injury the minor was employed contrary to the child labor law; in Pennsylvania illegally employed minors are placed under the workmen's compensation law (formerly they were excluded) and double compensation must be paid to a minor under 18 injured while so employed; and the new Texas law extends the workmen's compensation act to minors engaged in prohibited hazardous occupations, who were formerly excluded from its provisions.

Alabama and New Jersey raised the educational requirement to be met by a child going to work—in Alabama to completion of the eighth grade in two steps (seventh grade in 1932 and eighth grade in 1934) and in New Jersey to completion of the eighth grade for a child 14 (sixth grade or an approved educational program in lieu thereof, as formerly, for child 15). In Maine the educational requirement for leaving school and obtaining a work permit is changed from completion of the eighth grade to completion of the "grades of the elementary school," thus requiring all minors to be eligible for high school before obtaining permits even in districts that divide the elementary course into nine grades.

Three bills relating to the work and schooling of nonresident children brought into the State for the purpose of seasonal employment were passed in Pennsylvania. The employment of a nonresident minor under 16 is prohibited in any factory or cannery, or in berry, fruit, or vegetable raising or harvesting, during the time he is required by the laws of his own State to attend school, unless he is 14 years of age and would be permitted to work by the laws of his own State. In such cases the employer must obtain a school certificate issued by the principal or superintendent of the school attended by such child in his own State, or by an officer who issues regular employment certificates in that State, certifying to the child's age and the period during which he is required to attend school. Provision is also made for the issuance of reciprocal school certificates to Pennsylvania children desiring employment in another State. Employers are given a period of 15 days after the beginning of the child's school to terminate the child's employment. School attendance of children temporarily domiciled in the district for the purpose of seasonal employment and of children accompanying their parents so domiciled is required, and school directors are authorized to provide for attendance of such children at school. These laws embody the recommendations of several conferences of representatives of Pennsylvania, New Jersey, Maryland, and Delaware, looking toward the solution of the child-labor and school-attendance problems incident to migratory labor in these neighboring States. Bills of this type have been introduced in several successive legislatures in Pennsylvania and New Jersey, but these are the first to become law. In New Jersey the migratory survey commission appointed last year to study the problems of migratory child labor was continued.

North Carolina extended the 8-hour day and 48-hour week for minors under 16 (which had applied only to those who had not completed the fourth grade) to all children between 14 and 16 in the regulated occupations, except that in the discretion of the local child-welfare agent the 8-hour limitation shall not apply to a boy between 14 and 16 who is the sole support of himself or a widowed mother and for whom no 8-hour-day job can be found. The employment of minors under 16 in running elevators, around exposed electric wires, in the manufacture or use of poisonous substances or gas or explosives, or in oiling or cleaning hazardous machinery in motion is also prohibited, and the State agency enforcing the child labor law is given power to determine and designate what shall constitute hazardous machinery, no machinery except that specifically mentioned in the act being deemed hazardous until such determination has been made. Another advance in North Carolina is seen in the prohibition of the

work of girls between 16 and 18 in factories, mills, canneries, or manufacturing establishments between 9 p. m. and 6 a. m.

The provision of the Wisconsin workmen's compensation law making the basis upon which a minor's compensation for permanent disability is to be computed his probable earnings after attaining 21 years of age, was amended to make the basis his probable earnings after attaining the age of 27 years.

The only advance in the physical standards required for children entering employment is seen in a Vermont law empowering the commissioner of industries who issues permits to children to enter employment to refuse such a permit to a child if in his judgment the child's physical condition makes it unwise for him to do the work he has applied for.

The Illinois Legislature authorized the committee on child-welfare legislation to continue its work for another year, but none of the child labor bills recommended by the committee was enacted.

Delaware raised the minimum age for employment in canneries from 12 to 14 years. Maine added to its list of occupations or places in which minors under 16 are prohibited to work, employment in or about motion-picture projection booths. Maryland raised the standards of the compulsory school attendance law applicable to the counties in the State (that is, outside Baltimore City) by requiring attendance of children under 16, with certain exemptions, during the entire term, except those 14 or over lawfully employed. Formerly employed children 13 and over might attend as little as 100 days under certain conditions, but attendance was required up to 17 instead of 16 years of age. The school attendance law applying to Baltimore City was amended to require children 14 and 15 years of age to attend school unless they have completed the elementary grades and are employed (grade requirement new), but for the counties this grade requirement (formerly applying to a child 15 or 16) was omitted.

Legislation lessening the amount of overtime allowed under the 48-hour law in mercantile establishments for girls 16 and over and women, and making the law more effective and enforceable, was passed in New York.

Oregon passed an act requiring contracts of apprenticeship of minors 16 and over to be filed with and approved by the State apprenticeship commission, consisting of the superintendent of public instruction, the labor commissioner, and one member of the industrial accident commission, and requiring such minors to attend training classes for four hours per week. South Dakota amended the law that fixed a minimum wage of \$12 weekly for women and girls over 14 in specified occupations, to require that this wage be paid in cash or by check.

A number of laws were passed relating to State agencies charged with the enforcement of child labor laws. In New Mexico a State department of labor was created under a commissioner who is given the duty of enforcing all labor laws not specifically and exclusively vested in any other board or commission and of collecting statistics relating to the labor of women and children. He is also given the power of inspection and authorized to report violations of the labor laws to the proper district attorney for prosecution, except that violations of the child labor law discovered in the course of inspec-

tions are to be reported to the bureau of child welfare, which retains its authority to inspect premises where children are employed. In North Carolina a new department of labor was created containing a division of standards and inspections, which succeeds to the duties formerly vested in the child-welfare commission and which in the future is to enforce the laws relating to the employment of women and children. Oregon created a State child-welfare commission which succeeds to the powers and duties of the industrial welfare commission and the board of inspectors of child labor, which formerly enforced the child labor and minimum wage laws. A department of labor under the direction of a commissioner of labor was created in Porto Rico, which succeeds to the powers of enforcement of labor laws belonging to the former department of agriculture and labor. A bureau of women and children in industry, established as one of the divisions of the department, is empowered to investigate all matters connected with women and children at work and report to the commissioner of labor. In South Dakota the secretary of agriculture is authorized to require the division of inspections in the department of agriculture to enforce the laws relating to the employment of women and children and to prosecute violations.

In a few States laws were passed which represent to some extent an advance but which also lowered standards in certain respects. Connecticut increased the occupations for employment in which work certificates are required but limited the certificate requirement to employment during school hours instead of making it apply to employment at any time as formerly. In North Carolina the 60-hour-week law applying to women and minors over 16 was amended to limit the hours of work permitted for women over 16 in manufacturing establishments to 11 a day and 55 a week, but the application of the new law is limited to women, so that there is now no hour restriction on the work of minor boys of 16 and over or of boys under 16 not subject to the 8-hour law. Seasonal industries and agricultural work are specifically exempted. In the same State boys between 14 and 16 may now distribute papers and periodicals over fixed routes between 5 a. m. and 8 p. m. (one hour earlier and one hour later than permitted formerly) but not more than 4 hours a day or 24 hours a week (the combined hours at work and school not to exceed 8 daily) is allowed, a much more strict limitation on hours than formerly.

In Vermont an exemption to the law prohibiting employment of children under 16 in certain hazardous occupations, which will require careful administration to prevent it from lessening the protection afforded young persons, permits pupils in vocational schools or courses approved by the State board of education to be legally employed in any of the prohibited occupations that are a necessary part of their training, provided that the plant, work places, machinery, and other equipment used for such instruction have been inspected and approved by the commissioner of industries.

In a few instances standards were definitely lowered. In Maine the restrictions placed on work of minors under 16 in laundries of 8 hours daily was removed and such work permitted for 54 hours a week, and in Nebraska the night work law for women and girls 16 or over was amended to allow them to work until 12.30 a. m. instead of

10 p. m. The law relating to resident children under 16 engaged in theatrical performances in Rhode Island was weakened by an amendment which permits their appearance on days when school is not in session (except Sunday) upon obtaining the permit prescribed for nonresident children. (Formerly the appearance of resident children in theatrical exhibitions at any time was prohibited.)

From a number of States have come reports of attempts to raise standards, which failed, but information as to these efforts is necessarily incomplete, as the bills often can not be obtained. In Illinois, New York, Pennsylvania, and Massachusetts bills to raise the age for leaving school for work from 14 to 15 or to 16, raising by corresponding steps the ages at which employment certificates and attendance at continuation school are required, and in some of these States raising administrative standards; in Texas a bill to raise the minimum age for employment of children from 15 to 16 and improving standards in other respects; and in Nevada a general revision of the child labor law, were unsuccessful. In Illinois a bill for State supervision of school attendance and of vocational guidance; in Massachusetts a bill strengthening the requirements for physical examinations for work permits; and in North Carolina a bill raising the compulsory school-attendance standards, failed to become law. The following also failed: In Pennsylvania and New Hampshire, bills to reduce the hours of labor of minors; in California, Illinois, and Tennessee, bills to regulate the employment of minors in street trades; in Minnesota, a bill requiring attendance at continuation school of employed minors under 18; in Illinois, New Jersey, Pennsylvania, and Texas, attempts to increase protection from dangerous occupations for minors; in Massachusetts, a proposal to regulate employment of children in industrialized agriculture; and in Wisconsin a bill raising the standards governing the employment of children in theatrical performances.

Bills that would have shortened the hours of labor or prohibited night work for women and thus affected the working hours of minor girls, failed to pass in Alabama, Connecticut, Florida, Illinois, Indiana, Maine, Massachusetts, Minnesota, Missouri, Nebraska, New Hampshire, New Jersey, New Mexico, Pennsylvania, Tennessee, Texas, West Virginia, Wisconsin, and Wyoming.

Bills to create systems of workmen's compensation failed to pass in Arkansas, Florida, and South Carolina. Illinois made an unsuccessful attempt to increase from 50 to 100 per cent the amount of compensation payable to minors injured while illegally employed and to raise from 16 to 18 the age up to which the additional compensation is required.

Among attempts to break down standards, which failed, are the following: California, New York, and Wisconsin bills lowering standards for continuation-school attendance of employed children; a Connecticut bill weakening the night work law for minors; Kansas and Pennsylvania bills exempting children in theatrical performances from the provisions of the child labor law; an Indiana bill eliminating the requirement for appointive attendance officers in counties; a Kansas bill to lengthen the hours of work at night of minors under 16; a North Carolina bill, introduced on the last day of the session, to repeal the amended child labor law; and a Pennsylvania bill exempting golf caddies from the child labor law.

Reorganization of State and local governments.

Among the outstanding measures enacted was the State administrative reorganization code of Maine, which combined many State boards and commissions, amended the provisions relating to certain existing departments, and created a department of health and welfare consisting of 3 bureaus (health, social welfare, and institutional service) to administer the health and welfare work of the State formerly carried on by 18 separate agencies. This act has been suspended by referendum petitions and is to be voted on at a special election in November. West Virginia created a State department of public welfare to take over the powers and duties formerly vested in the crippled children's council, the board of children's guardians, and the veterans' service officer. Texas created a division of child welfare in the State board of control with comprehensive duties, including promotion of the enforcement of all laws respecting defective, illegitimate, dependent, neglected, and delinquent children; cooperation with juvenile courts; and taking the initiative in all matters involving the interest of children for which adequate provision has not already been made. The membership of the Illinois Board of Public Welfare Commissioners was increased from five to nine, the four additional members to be chosen with special reference to their qualifications in the field of child welfare. The duties of this board were enlarged also with reference to advising and assisting the department of public welfare in the care and protection of dependent, neglected, and delinquent children. South Dakota greatly increased the powers and duties of the child-welfare commission and provided for the services of a paid executive secretary.

Alabama authorized the governor to make a study of the State government, appropriating \$30,000 for this purpose. North Dakota created a State governmental survey commission of five members, appointed by the governor, to make a comprehensive survey of the State government, including executive departments, all municipalities, and political subdivisions, but excluding the judicial and legislative branches, with a view to consolidation, greater efficiency, and reduction in administrative expenses. Michigan created a State commission to study and recommend changes in county, township, and school-district government. Oregon requested the State board of control to conduct a survey of the State custodial institutions, including requirements of these for a minimum period of the next 10 years. The board is to report to the next assembly with recommendations as to changes in existing practices and suggestions as to a plan of financing any program that it recommends. Oregon also appropriated \$1,000 for the State's share of the cost of a joint survey of the social-service agencies of Portland and of Oregon to be made by the State, the county of Multnomah, the city of Portland, and the Portland community chest.

Nebraska authorized the creation of county boards of public welfare, their duties to include the development of adequate social-service programs, particularly measures for prevention of delinquency, dependency, and defectiveness. The boards are to assist and cooperate with existing public and private county agencies and the State department of public welfare. New Jersey provided for the establishment of county welfare boards to administer poor relief in counties accepting the provision of the act at the next general election.

Connecticut created a public-welfare commission in the city of Hartford and transferred to it the powers and duties relating to defective and dependent classes formerly vested in the board of charity commissioners and the selectmen.

Among the measures proposed but not enacted were bills relating to State departments of public welfare or bureaus of child welfare in California, Delaware, Kansas, and Nebraska; bills relating to the reorganization of all or part of the departments of the State or for study of State departments in Arkansas, Colorado, Massachusetts, Missouri, and West Virginia; and bills relating to county boards of public welfare in Illinois, Michigan, and Ohio. A Congressional bill that died in committee would have created a Federal department of home and child.

Probation.

Legislation authorizing suspended sentence and probation was passed in Colorado for persons convicted of any crime or offense except murder, if not previously convicted of felony. In Oregon such legislation was passed, effective in all courts with jurisdiction of criminal and quasi criminal actions, including violations of municipal ordinances. Tennessee authorized suspension of sentence or parole of persons convicted of misdemeanors or felonies punishable by not more than five years in the penitentiary, and South Dakota authorized suspension of sentence of first offenders. Maryland authorized the Supreme Bench of Baltimore City to create a probation department for the use of the local courts and empowered the criminal courts of the city to suspend sentence. The use of probation in cases of minors other than juvenile delinquents was extended in Wisconsin. New York authorized continuous probation for persons convicted of abandonment, during minority of the youngest child. Michigan authorized persons held in contempt of court for nonpayment of money ordered for the support of minor children in divorce or separate maintenance proceedings to be placed on probation, and New Jersey authorized probation for disorderly persons, defined to include persons found guilty of nonsupport or desertion.

Laws authorizing increases in the numbers or salaries of probation officers, including in some cases change of manner of appointment or duties, were enacted in California, Minnesota, Missouri, Pennsylvania, and Wisconsin.

Laws relating to State supervision of probation were passed in Oregon and Michigan. Oregon created a State probation commission with general supervision over the administration of probation in all courts of the State, and Michigan made it the duty of the director of the State welfare department to examine and study the whole question of probation in Michigan and elsewhere, to provide for such organization and cooperation of probation officers in the various courts as may seem advisable, and to appoint a probation council to serve in an advisory capacity.

Among the probation measures that failed to pass was a Pennsylvania bill to establish a State probation and parole bureau.

Juvenile courts.

Congress (S. 1812) authorized the Director of the Census to compile and publish annually statistics relating to crime and to the defective, dependent, and delinquent classes.

Maryland and Utah revised their State juvenile court acts and Maine enacted a law making special provision for dealing with juvenile delinquents. The Maryland law created independent juvenile courts in each county and in Baltimore City, presided over by a specially appointed justice of the peace with exclusive jurisdiction of minors under 16 and concurrent jurisdiction of cases of contributing to the condition of a child without proper care and guardianship. Provisions of the act authorizing the creation of county juvenile-court committees, the appointment of probation officers with a minimum of one year's experience in social work, private informal hearings of children's cases, and examination of children upon order of the court by a physician, psychiatrist, or psychologist are made applicable throughout the State except in Baltimore City and three counties, for all of which special laws are already in force. Another Maryland act, applicable to the Baltimore City juvenile court, provides among other items for an additional justice of the peace to sit in juvenile causes, and authorizes the juvenile judge to appoint a physician and a psychiatrist. The Utah law gives juvenile courts exclusive original jurisdiction of children under 18 except for offenses punishable by life imprisonment or death, and authorizes them to bind over to the district court children over 14 who have committed a felony.

Alaska extended the jurisdiction of the commissioners and ex officio justices of the peace, formerly applying to dependent, neglected, and incorrigible children, to include children convicted of misdemeanors, required investigation of the history and environment of children brought before such officers, and authorized commitment not only to the boards of children's guardians, established in each judicial district, but to a reform school, orphan asylum, or other suitable public or private institution.

New York abolished the Buffalo City and Erie County juvenile courts and transferred their jurisdiction to a new Erie County children's court created by the act. A special judge who must be a counselor at law is to be elected in 1931 to take office January 1, 1932, at an annual salary of \$10,000. North Carolina amended the domestic-relations court law of 1929 so as to permit the establishment of such a court in Forsyth County. Ohio created an independent juvenile court in Cuyahoga County, effective January 1, 1935; the insolvency court to be abolished December 31, 1934, has juvenile jurisdiction. Laws changing the classification of counties by population, affecting the type of juvenile-court organization, were modified in Indiana and Minnesota.

In New Mexico the office of juvenile-court attorney, with a salary of \$1,200 annually, was created in each judicial district to represent the State in matters involving delinquent, dependent, and neglected children, truants, and persons contributing to such conditions and in other matters arising in juvenile courts. These attorneys are also to represent the State health department and the State child-welfare bureau in local litigation. Oklahoma created the position of juvenile officer of Seminole County, the officer to work under the direction of the county judge. Texas provided for a juvenile officer in counties of

more than 350,000 inhabitants, to be appointed by the county juvenile board at a salary not exceeding \$5,000 a year; assistants are to be appointed by the juvenile officer.

New York transferred jurisdiction of bastardy cases from the county court to the children's court. Laws clarifying juvenile-court jurisdiction were passed in Ohio. They provide that a juvenile-court judge may transfer a child charged with a felony to a criminal court for trial, but that before a child under 16 may be transferred the judge must cause a mental and physical examination to be made by the bureau of juvenile research or some other qualified public or private agency.

Massachusetts provided for additional privacy of juvenile-court hearings by prohibiting the presence of the general public except persons having a direct interest in the case. Formerly this exclusion was optional with the judge.

In Massachusetts it was provided that thorough physical and mental examinations under rules and regulations prescribed by the commissioner of mental diseases should be made prior to final commitment of a child adjudged delinquent to a public institution or to the State department of public welfare. Copies of reports of the examination and of investigations by the probation officers are to be sent to the superintendent of the institution to which the child is committed. New York extended the law that authorized commitment to a house of refuge, instead of a State prison, of any boy between 16 and 18 years of age adjudged a juvenile delinquent or found guilty of any crime not punishable by death or life imprisonment, by permitting such commitments of any boy between these ages found to be a disorderly person or a wayward minor, vagrant, or guilty of any other criminal offense not punishable by death or life imprisonment.

Other changes in State juvenile-court acts were made in Colorado, Connecticut, Massachusetts, Michigan, Minnesota, New Jersey, New York, North Dakota, Oklahoma, and Wisconsin.

Among the important measures affecting juvenile courts and delinquent, dependent, or neglected children that were introduced but not enacted were an Illinois bill raising the age limit of boys within the jurisdiction of the juvenile court to 18 years, providing for State aid for payment of salaries and expense of probation officers and State approval of appointments, and making many other changes, and New Hampshire, New York, Pennsylvania, and Texas bills to raise the age of juvenile-court jurisdiction.

Institutions for delinquent and dependent children.

Maryland established a State training school for colored girls with provision for payment of \$180 annually for the support of each inmate by the county (or city of Baltimore) from which committed. New Mexico designated the girls' welfare home at Albuquerque as a State institution for the correction and reform of girls committed by the courts. Pennsylvania extended to counties of the third class the act providing for the establishment of homes for indigent orphans and certain incorrigible, indigent, dependent, and neglected children. Texas provided for payment for the support, maintenance, and treatment of children in State institutions from the estate of the child or by the person legally responsible for his support.

Other changes in laws relating to State institutions were made in California, Connecticut, Delaware, Illinois, Indiana, Maine, Michigan, Oregon, and Texas.

A Missouri bill to create a State reformatory for negro boys passed the house but was not acted upon in the senate. New York bills to provide for a new State institution for defective delinquents failed to become law, as did a Pennsylvania bill to establish a children's home and psychopathic hospital for abandoned and neglected or improperly cared for children and children of low mentality.

Child-placing and child-caring institutions and agencies.

Laws relating to the supervision of boarding homes were passed in Alabama, Maine, and Michigan, and laws relating to the supervision of maternity hospitals, in Maine, Massachusetts, and New York. The Maine law also applies to children's homes. The Governor of Washington vetoed a bill for the regulation, inspection, and annual licensing of maternity homes. Massachusetts and Texas enacted legislation that regulates bringing children into the State for placement and Alabama amended its law on this subject. North Carolina regulated both importation and exportation of children. California authorized counties to contract with child-caring or child-placing associations, societies, or corporations to which juvenile-court wards have been committed for the supervision, investigation, and rehabilitation of such wards, and to pay not exceeding \$3 per month per person for such service.

In Baltimore City the supervisor of city charities, under new legislation, may contract with child-placing agencies, as well as with institutions, for the care of children. Public institutions were brought under the supervision of the State child-welfare department in Alabama. The New York State Department of Social Welfare was authorized to establish standards for and to inspect institutions and agencies whether or not in receipt of State funds, including those caring for, placing out, or boarding children or maintaining maternity homes. The approval of the State board is made requisite for the incorporation of child-placing agencies. Another New York act, applicable to Oneida County only, gave the county commissioners exclusive power to commit children to charitable institutions and to place out those supported wholly or in part by the county. Counties instead of towns are made responsible for the expense of providing home relief and medical care of defective and physically handicapped children and children born out of wedlock. Texas provided for investigation as a prerequisite to issuance of a charter by the State board of control, of persons, associations, or corporations desiring to engage in child-placing or child-caring activities.

Oregon authorized an institution to place a child needing special care outside the institution in a home or hospital approved by the child-welfare commission.

Utah clarified the law of 1923 requiring licensing of child-placing agencies by the State board of health. A Wisconsin law gave the State board of control the right to adopt and enforce rules for the conduct of all foster homes to which it issues permits directly, and limited all permits to operate foster homes to one year.

Adoption, guardianship, and custody.

A comprehensive adoption law was enacted in Texas, where heretofore adoptions were effected merely by filing papers as for a deed. The requirements now include petition in the district court, investigation on court order, and a 6-month trial period in the adoptive home. Massachusetts provided that notice of petitions for the adoption of minors under 14 be given the department of public welfare, which is to make a complete investigation and report to the court. Such reports are to be confidential. A 6-month-trial period is also required unless waived by the court. This Massachusetts law specifies that it shall not apply to adoption petitions presented, sponsored, or recommended by a charitable corporation organized under the laws of the State for the purpose of engaging in the care of children and principally so engaged. Massachusetts also prohibited newspaper advertising of children offered or wanted for adoption without the written consent of the department of public welfare to the advertisement. The fact of such approval must appear in the published notice. California, Connecticut, and Montana amended their laws with respect to the parental consent required; Connecticut and Michigan with respect to persons who may adopt; Illinois, Massachusetts, and Wisconsin with respect to registration of adoption and corrections and amendments of birth records.

A comprehensive Illinois bill providing for investigation, 6-month-trial period, annulment within five years, and other changes in the present law passed the senate but was tabled in the house. Other bills amending State laws with respect to adoptions were introduced but not enacted in several States. The Governor of Washington vetoed a bill requiring court authorization for the assumption of permanent care, custody, or control of children under 14, except by parents or relatives within the second degree, and for the transfer of the permanent care and custody of such children, except to a society or corporation incorporated for the care and placement of such children. A Connecticut bill relating to appeals from court decrees depriving parents of custody of children was rejected, and a New York bill for a joint parental guardianship measure died in committee.

Children born out of wedlock.

Massachusetts made defendants in illegitimacy proceedings liable for the expenses of pregnancy as well as for confinement expenses, for which they were liable formerly, and stipulated that this should apply whether the child is born dead or alive. The courts are authorized to order defendants to pay funeral expenses of such children whether requested or not, if the child has died or subsequently dies. Other new Massachusetts laws make it compulsory for courts to exclude the general public from the court room in trials for certain sex offenses or for nonsupport of children of illegitimate birth, and changed the word "bastardy" in several sections of existing law to "illegitimacy." Michigan substituted the term "born out of wedlock" in its laws for the word "illegitimate." South Dakota clarified its illegitimacy law.

Arizona provided for the establishment of paternity by the superior court of any person desiring to establish his identity or to fix his birthright and parentage. A person 16 or over and the guardian

or next friend of a minor under 16 may file an application to the court setting forth the reasons for his application and the court may enter judgment. Before hearing, the court may give notice to the parties interested by publication or personal service.

Illinois and Missouri bills based on the provisions of the uniform illegitimacy act failed of enactment, as did a Texas bill providing for establishment of paternity and for support of children and an Ohio bill relating to illegitimacy proceedings. In Texas paternity can be established only by intermarriage of the parents and recognition of the child by the father. A Wisconsin bill to permit children to inherit from a father when paternity has been acknowledged by him, or has been established by court, was withdrawn, and another bill to increase the financial liability of the father of a child born out of wedlock passed the assembly but failed in the senate.

Marriage and divorce.

The prevention of hasty marriages by requiring the lapse of several days between the application or notice of intention of marriage and the issuance of the license was the object of bills introduced in more than one-third of the States having legislative sessions this year. A 5-day period was made compulsory, subject in some cases to the discretion of a judge, in Colorado, Idaho, Iowa, Minnesota, Ohio, and Wyoming. The Governor of Washington vetoed a bill for such a 3-day period. A North Carolina bill to repeal an act, which was passed in 1929, that requires a 5-day period between notice of intention and marriage license was killed in the house in which it originated. Massachusetts authorized parents to withdraw their consent, which is required for the marriage of girls under 18 or boys under 21, and prohibited the issuance of a marriage certificate after filing of such withdrawal.

South Carolina continued until its next session a bill to require a physician's certificate showing freedom from venereal disease of the male applicant for a marriage license. A New Jersey bill that failed to pass would have prohibited the marriage of males under 18 or females under 16 and would have made all such attempted marriages void. Missouri failed to pass the bill to raise the marriage age for women, under which parents' consent is required, from 18 to 21 years. The age for men is 21 at present. In some other States bills introduced but not enacted related to 5-day period, medical certificates, and age requirements for licenses. Common-law marriages would have been made void by Nebraska bills, which were not enacted.

California authorized the court in divorce proceedings to decide the custody of children according to the child's best interests and his preference, if he is of sufficient age. The act further provided that neither parent shall be entitled of right to custody of children; but that, all things being equal, a child of tender years should be given to the mother and one of age to require education and preparation for labor or business, to the father. A Maryland act states that deeds and agreements respecting property rights made between husband and wife shall not constitute a bar to divorce but when such a deed or agreement affects the care, custody, education, or maintenance of infant children of the parties, the court may modify it in accordance with the best interests of the children. Michigan

amended the law requiring bills of complaint in divorce suits to contain certain information as to children of the parties by raising the age of children to whom applicable from 16 to 17 years. Massachusetts gave the superior courts continuing jurisdiction over minor children of parents divorced in another jurisdiction by amending the law that authorized such courts to make decrees relating to the care, custody, education, and maintenance of children so as to permit such courts to revise and alter such decrees. The amendment also gives concurrent jurisdiction in all such cases to the probate courts. Awarding of custody of children to third parties in the course of divorce proceedings was authorized in this State.

Texas bills to provide for support of children under 16, in divorce suits of their parents, were not enacted.

Nonsupport and desertion.

Maryland increased the penalty for desertion and nonsupport of wife or minor children from 1 to 3 years' imprisonment and otherwise amended the law. Texas reenacted its desertion and nonsupport act, which had been declared unconstitutional.

Wyoming made desertion and nonsupport a felony. Minnesota made its desertion and nonsupport law applicable to the duly adjudged father of a child of illegitimate birth and to a father judicially deprived of the actual custody of his child in an action for divorce or separate maintenance. In North Carolina willful abandonment by a woman of her children under 16 years of age, of legitimate or illegitimate birth, was declared a misdemeanor. Desertion and nonsupport laws were also amended or otherwise modified in California, Idaho, and Massachusetts. In a number of States bills on this subject were introduced but did not pass.

Physically handicapped children.

Many States considered the problem of the care, education, and treatment of crippled or otherwise physically handicapped children. Kansas created a permanent crippled children's commission whose duties are to organize and conduct diagnostic clinics for the benefit of children under 21; to approve hospitals, convalescent homes, and boarding houses for crippled children; and to approve supplies, appliances, and blanks used in the administration and enforcement of the act. The probate judge is to conduct hearings in the manner provided in the juvenile court law relating to dependent or neglected children, and may order crippled children sent to an institution for treatment and care. Thereafter the court is to authorize special surgical or other treatment or appliances found necessary. The commission is also to coordinate the efforts of persons and agencies interested in the care of crippled children and to present proposals for legislation. Expenses of clinics are to be paid by the county crippled-children's fund for which a tax levy is authorized by the act. New Jersey made permanent the temporary commission for the care and treatment of crippled children, created in 1926 and continued from year to year.

Several bills introduced in Congress but not enacted would have provided for Federal and State cooperation in the treatment, care, education, and rehabilitation of crippled and otherwise physically handicapped children.

The Governor of Missouri vetoed a bill creating a State commission for crippled and physically handicapped persons under 21, which included provisions for the annual enumeration of such persons and for clinics, hospital care, and other treatment. A comprehensive Illinois bill to create a permanent commission for physically handicapped children under 21 and a Texas bill to create a temporary commission to inquire into and report upon crippled children and physically disabled adults failed to become law.

Michigan lengthened the period of school attendance of crippled children for whom State aid is given by reducing the minimum age from 6 to 5 years and by authorizing continuation through the ninth instead of the eighth grade. It also amended the law providing for an annual school census by requiring separate lists to be made of all crippled and physically handicapped children from birth to 21 years. Minnesota authorized the State board of education to grant not exceeding \$150 annually to school districts and county boards of education for unorganized territories to assist in providing transportation or board for each crippled child of school age. New York amended and broadened the definition of physically handicapped children and authorized the education of such persons under 21 years of age. Another New York law authorized the establishment of a county commission for special education in Westchester County, with power to conduct a survey of the special educational needs of the district, to establish schools or classes for the physically handicapped, and provide transportation, home teaching, and other services. Wisconsin changed the method of fixing the amount of State reimbursement to school districts for the transportation of crippled school children, authorizing a fixed amount for each child a day, according to distance to be traveled, instead of the flat rate of \$150 a year for each such child. The law also provides for supervision of academic instruction in certain convalescent hospitals.

Alabama made compulsory the enrollment and attendance at the State institution for the deaf and blind of all deaf and blind children between 7 and 16 years of age except those physically or mentally unable to profit by such schooling or those attending an accredited public or private school. California repealed the 1927 act providing for compulsory registration of totally deaf children and enacted a new law providing for the compulsory education of deaf children over 5 and under 20 years of age. A board of education for the deaf is created in each county; physicians are required to report to the State school for the deaf all children under 20 found totally deaf or with impaired hearing; and local health and school officers are also charged with submitting certain reports and information. California also amended the law relating to the support of nonresident pupils admitted to the State school for the blind, and a law relating to support of pupils of the South Dakota State school for the blind was enacted. Illinois included deaf and dumb pupils within the provisions of the law relating to aid to blind students in obtaining higher education, changed the name of the State board of education for the blind to the board of education for the blind, deaf, and dumb, and included in its membership the managing officer of the State school for the deaf. Minnesota reduced the compulsory minimum school age of deaf children from 8 to 6 years. West Virginia memo-

rialized Congress to pass a pending bill to provide Federal aid and cooperation with the States in the treatment, care, and education of crippled children.

Mental defectives.

Laws for the further protection and care of feeble-minded and otherwise mentally defective persons were enacted by 12 States. Connecticut authorized the comptroller to pay towns \$50 annually for each mentally subnormal child attending for the full year special classes provided by such towns. The size of the classes is limited by the law. Provision is also made for State payment to county commissioners for special classes established in county temporary homes. Illinois made the act creating the State colony for epileptics apply also to persons suffering from postencephalitis or other mental disease. Indiana provided for an annual school census by school authorities or township trustees of problem children and children three or more years retarded in mental development attending public schools or of school age. Beginning with the school year 1932, school authorities in localities having 25 or more such children may establish special classes or courses. The State school for feeble-minded youth is to make its resources available for the assistance and training of special-class teachers. Another Indiana act changed the name of the Indiana School for Feeble-minded Youth to the Fort Wayne State School and the name of the Indiana Farm Colony for Feeble-minded to the Muscatatuck Colony. Maryland included mentally handicapped children under the law requiring a biennial school census of normal and physically handicapped children, and made it the duty of the State board of education to set up standards, rules, and regulations for the examination, classification, and education of such children. Massachusetts directed the commissioner of education and the commissioner of mental diseases jointly to investigate the expediency and feasibility of establishing, in connection with city and town public-school systems, facilities for supervision outside school hours of mentally defective and retarded children, and the advisability of establishing facilities for social supervision of all children under 21 who formerly attended the special classes. The commissioners are to report to the 1932 legislature with recommendations and drafts of necessary legislation. Massachusetts also amended the law providing examination and special classes for children three or more years mentally retarded, by authorizing the examination of children appearing to be retarded in less degree upon request of the town superintendent of schools.

In Minnesota the State board of control was given certain powers and duties relating to admittance, care, and treatment of feeble-minded persons, and counties were authorized to recover from the person legally responsible the cost of support of such persons. North Carolina exempted from the provisions of the compulsory school attendance law mentally incapacitated children, after report to the State board of charities and public welfare, and examination of the child upon order of the board. Maine, Missouri, and Oregon passed laws relating to the support of mental defectives in State institutions. Pennsylvania provided for the acceptance of a site for the Western State Psychiatric Hospital under the management of the department of welfare. South Dakota increased the powers of the State commis-

sion for the control of the feeble-minded and provided for a continuing census of the feeble-minded, requiring school authorities, doctors, nurses, county-welfare boards, and institutions to submit information. The county boards of insanity were constituted subcommissions responsible, under the supervision of the State commission, for the supervision, commitment, and control of the feeble-minded. Provisions for filing lists of the feeble-minded with marriage license-issuing agencies and prohibiting the issuance of licenses to such persons were included.

The Governor of New York vetoed a bill for a temporary State commission for the acquisition of a site for a new institution for mental defectives, authorizing creation of a State debt, and making an appropriation.

Maine and Vermont provided for sterilization of certain mental defectives, Oklahoma authorized such action on mentally defective inmates of State institutions, and Indiana, which passed a sterilization law in 1927 for inmates of institutions, enacted an additional measure authorizing courts, when found advisable in cases of commitment of feeble-minded persons, to order sterilization as part of the decree of commitment.

Child hygiene and public health.

Many measures relating to betterment of public-health conditions were considered by the States, and a number became law. Oklahoma memorialized Congress to pass a pending measure (see p. 6) providing for Federal aid to the States in the protection of maternal and infant welfare, stating that there was a great demand in Oklahoma for financial aid for this purpose, and Utah passed a resolution also requesting this action. The Arizona appropriation to the State board of health of \$30,000 for child hygiene for the next biennium is contingent on the expenditure within the State of a like amount by some cooperating agency. Another Arizona law authorizes the expenses of this board to be paid from legislative appropriations and receipts from whatever source placed to the credit of the fund. The State treasurer is authorized to receive and disburse money given by any person, town, city, benevolent institution, or other agency to enable the board to engage in health-demonstration work.

Florida and Oregon authorized the establishment of county boards of health, and Michigan clarified the law relating to the duties of county health departments, granting jurisdiction in indigent and nonindigent cases and authorizing such departments, with the approval of the county board of supervisors, to employ full-time or part-time physicians and nurses. New York required health officers in cities of more than 50,000 population to devote their entire time to such duties, and in another act required approval and consent of the district board of health to the appointment of local public-health nurses. Illinois and Vermont authorized the employment of public-health or traveling nurses by local units. The Illinois act prescribed the qualifications for such nurses, and provided that the department of registration and education is to establish minimum standards. Maine authorized cities and towns to employ dental hygienists and to appropriate money to be spent under the direction of the State department of health for dental-hygiene service. Individuals and private organizations in cities and towns are authorized to raise money for such

purposes. Porto Rico provided for the creation of a board of medical examiners to examine and license persons desiring to practice various branches of medicine, including midwifery, in the island.

New York provided for the establishment of three new district State tuberculosis sanitariums. California created a convalescent-colony board and authorized the department of finance to accept gifts and contributions for land suitable for a State convalescent colony for persons convalescing from tuberculosis, children convalescing from hospital care, and persons recovering from heart disease or injuries received in industry. An amendment to the Connecticut law established in the State department of health new bureaus of venereal diseases, mental hygiene, and occupational diseases.

Idaho, Iowa, and Wisconsin provided additional care for the indigent sick. Idaho authorized the department of public welfare to contract with hospitals for the care and treatment of persons suffering from early active pulmonary tuberculosis. The county of residence is responsible for one-half the cost of care and treatment and the entire cost of transportation to and from the hospital. Iowa included pregnant women within the law providing for the care and treatment of certain indigent persons in the hospital at the State university. A Wisconsin amendment permits indigent persons afflicted with deformity or ailment which can probably be remedied or advantageously treated, to be treated at the State orthopedic hospital for children in Madison, at home, or in a local hospital if treatment at such a place will be at the same or less expense to the county than the treatment at the State general hospital provided for under the old law.

Seven States and Porto Rico enacted laws affecting directly the health of school children. Delaware authorized the board of health to appoint a corps of oral hygienists to work in connection with the public-school system, and New York amended the law which provided for the employment of nurses, dentists, and nutritionists, by authorizing the board of education of city and union free-school districts and the trustees of common-school districts to employ optometrists or oculists to make eye tests of school children.

Idaho authorized the department of public welfare to furnish free to county physicians vaccines and antitoxins for immunization of preschool and school children. In Kansas the board of education in first-class cities of more than 120,000 population was given the right to provide free physical inspection of school children and make necessary rules and regulations for such inspection. Minnesota amended its school law by making physical and health education courses compulsory, but excepted high-school students in the junior and senior years, unless required by the local school authorities. An amendment to the Missouri law that permitted lunches to be served and sold to school children stated that in cities of 500,000 or more any surplus fund derived from the sale of such lunches may be used to furnish lunches at less than cost to public-school children of compulsory school age who would otherwise be unable to attend because of insufficient nutrition.

Montana gave school boards the authority to appoint registered nurses instead of physicians to inspect school conditions and general health conditions of pupils.

Porto Rico created a commission for the prevention of tuberculosis in children of school age, and levied a special tax for the prevention and treatment of tuberculosis in children of preschool and school age.

Among the health measures that did not become laws were a congressional bill providing for physical examination of school children of the District of Columbia by the District health officer and for the furnishing of food to such of the children as are underfed and undernourished; Florida and Iowa bills for the establishment of full-time county health units; Florida and Illinois bills for the regulation of the practice of midwifery; an Illinois bill, vetoed by the governor, making it compulsory upon physicians, nurses, midwives, or parents attending a birth to take certain measures for the prevention of ophthalmia neonatorum; a Texas bill for the establishment of a State tuberculosis sanatorium for negroes; and a Washington bill, vetoed by the governor, providing for dental clinics in school districts of 25,000 inhabitants or more.

Recreation.

Public-dance regulation was the subject of laws enacted in several States. Nebraska required licenses from the county board for the operation of road houses, dance halls, and other places of amusement outside the limits of incorporated cities or villages. North Dakota increased the life of permits for the operation of public dances from six months to one year, required reasons for refusal to grant licenses to be stated in writing, and authorized appeals from such refusals to be taken to the district court of the county. Maine authorized town and village authorities to make reasonable regulations for the licensing and operation of public dance halls and to provide suitable penalties for violation. Nebraska amended the law providing penalties for certain acts, including public dancing on Sundays, applying to persons 14 years or under. The new provisions, however, specifically except cities and villages in which public dancing is supervised and regulated by the municipal authorities and rural territory in which the dances are supervised and regulated by special deputy sheriffs. Bills to regulate public dances by restriction on licenses, hours of operation, age of attendance, or otherwise, were introduced in a number of other States but were not enacted.

Kansas included subtitles, spoken dialogue, songs, and other words or sounds in motion-picture productions within the jurisdiction of the board of motion-picture censors. California and New York passed laws excluding actors (also musicians, stage hands, and spectators in New York) from provisions of their penal codes specifying penalties for taking part in immoral plays, songs, and other performances.

Bills to create State boards of motion-picture censors were introduced but not enacted in Connecticut, Delaware, Illinois, Indiana (to include also supervision over theatrical and vaudeville performances), Nebraska, Texas, and West Virginia. One New York bill would have abolished the motion-picture division of the State education department; another would have created a theatrical and stage division in the education department with duties with respect to plays, reviews, and dramatic or musical productions comparable to the motion-picture division. Other bills relating to motion pictures and the attendance of children were introduced but not passed in a number of States. A Texas bill that did not pass would have prohibited the

exhibition of vulgar or indecent pictures, vaudevilles, and shows, declared places where such performances were held to be nuisances, and provided for the abatement thereof.

Supervision of swimming pools by State departments of health was provided for in Illinois, Oregon, Pennsylvania, and Rhode Island. The authority of the California State Board of Health to supervise swimming pools was limited this year to public pools. California authorized the establishment of recreation districts for the acquisition of sites, construction, management, and operation of swimming pools.

Illinois amended the law authorizing school districts to acquire real estate for playgrounds and recreation fields. Under the new law, applicable to school districts having not more than 500,000 population, the cost of acquiring land and equipment is to be paid from the building fund, and the cost of maintaining and operating the playground or athletic field is to be paid from the educational fund. A new provision also authorizes the board of education of such school districts to employ play leaders and directors and to provide for the protection, sanitation, and management of such grounds.

Arkansas passed a measure prohibiting the sale of obscene literature.

A number of bills were introduced regulating the holding of or taking part in amusements or sports on Sunday, but most of these were not enacted.

State child-welfare commissions.

State commissions for the study and revision of child-welfare or social-welfare legislation have been active during the past year in California, Georgia, Illinois, Maryland, Massachusetts, New Jersey, Oklahoma, and Wyoming. New child-welfare commissions have been created by act of the legislature in Alaska, Connecticut, and Oregon; Kansas created a commission to study the charitable, correctional, and penal problems of the State; and California extended the life of the commission for the study of problem children created in 1927.

The California commission submitted a second report in January, 1931, dealing particularly with the programs of public recreation, care and treatment of emotionally unstable children, training of the feeble-minded, clinical study and guidance of children by local agencies and State traveling-clinic service, and coordination of community social and educational agencies. Conferences and hearings were held, and educational work in the nature and prevention of juvenile delinquency was carried on.

The Georgia Children's Code Commission held a number of conferences and open meetings at which certain of the State child welfare laws were discussed. Three bills were drawn up and have been presented to the governor for submission to the legislature that is now in session. The bills relate to mothers' aid, desertion and nonsupport of children, and support of children of illegitimate birth.

The Illinois Committee on Child-Welfare Legislation carried on extensive studies, in some of which the United States Children's Bureau cooperated. A comprehensive report was published, and 30 bills were presented to the legislature. Although only 4 of these passed, the work of the commission resulted in widespread consideration of child-welfare problems and methods of dealing with them. The commission was continued for another two years.

In Massachusetts, also, careful studies were made, and a comprehensive report with drafts of 60 bills was submitted. Of these, 32 became law. Although some of these bills make relatively minor changes in existing law, the legislation passed represents substantial gains in the protection afforded children in Massachusetts.

The Maryland Social Welfare Survey Commission published a report which included as its major recommendation broadening of the functions of the board of State aid and charities so as to provide the State with a "fact-finding, educational social-welfare center." Provision was made for the employment of an assistant in this department to develop an educational program, and a law making county juvenile courts with advisory boards mandatory was passed.

The New Jersey Pension Survey Commission, established in 1930 to study the problems of municipal, county, and State pensions and of public agencies for the relief of dependency, was instrumental in obtaining the passage of a mandatory old-age relief act under a county plan of administration. It has considered various aspects of the problem of child dependency and plans to undertake a study of present administrative practices in this field. The commission was continued for another year.

COOPERATION WITH STATE AND COUNTY AGENCIES

Progress was made in the bureau's study of the child-welfare work of State departments. The information that has been acquired in the course of the study was made available to the White House Conference and to the American Association of Public Welfare Officials. The organization and plan of work for the association, tentatively outlined during the meeting of the National Conference of Social Work in 1930, was completed during the 1931 conference. It is believed that this association will be of great assistance in improving the standards of work now being done and also in developing State and local services for children.

Requests for assistance in studying child-welfare problems and needs have been received from a number of State agencies and local groups. During the year the bureau specialists have assisted in Illinois, Iowa, and West Virginia.

A study of State and county administration in Illinois so far as it affects the welfare of children, was undertaken at the request of the State commission on child-welfare legislation. Reports of findings submitted to the commission were used in its formulation of a child-welfare program for the State. Illinois was one of the earliest States to recognize State responsibility in the public-welfare field. The need for some form of county welfare organization, linked with the State department, was one of the outstanding findings of the study.

Field work has been completed on a study of the plan and activities of the bureau of child welfare of the Iowa State Board of Control, with the object of assisting the State bureau in the development of its program for children.

Another survey at present in progress in West Virginia was undertaken at the request of the community chest of Charleston, cooperating with the State board of children's guardians and the juvenile court of Kanawha County. The need for a county plan for the care

of children had been realized by these agencies, and the bureau was asked to assist in formulating and initiating such a plan. On completion of the field work, a series of conferences will be held with all the agencies concerned with child welfare in the county.

WHITE HOUSE CONFERENCE ON CHILD HEALTH AND PROTECTION

The White House Conference on Child Health and Protection met in general session November 19 to 22, 1930, Section I, on medical service, holding a final session February 19 to 21, 1931.

As reported last year, a great deal of time was devoted by many members of the staff of the Children's Bureau to assembling, reviewing, and checking material at the request of committee chairmen, serving on committees, and meeting requests to speak at follow-up conferences. As final reports were not completed at the time of the conference much assistance has been requested of the bureau throughout the year. Members of the bureau staff have also attended several of the State follow-up conferences.

As overwhelming opposition was manifested by the conference membership to the suggestion made by Committee I of Section II, of which the Surgeon General of the Public Health Service was chairman, that the child health and maternity and infancy work of the Children's Bureau should be transferred to the Public Health Service, this suggestion was withdrawn from consideration by the conference. Recommendations for expansion of existing services and inauguration of new work by the Children's Bureau were made by many of the committees.

CHILD WELFARE IN PORTO RICO

At the request of Governor Theodore Roosevelt, the bureau sent a specialist in child care to Porto Rico in January to study existing official agencies for dealing with dependency and neglect of children in the island and to advise with him on the organization of such additional or special services as seem necessary to meet the needs of Porto Rico. At present dependent and neglected children are cared for in two public "asilos," one for boys and the other for girls, with capacities of 400 and 300 children, respectively. A small number of privately operated and supported institutions have provision for approximately 500 additional children. No other type of care under either public or private auspices has been developed for dependent or neglected children.

The economic and social conditions contributing to the undernourishment, neglect, and dependency of children are, in the main, well known. Governor Roosevelt has frequently called the attention of the public to these conditions since he took office. The bureau's assistance was requested in working out plans for more adequate administrative organizations for service to children. As an aid in working out plans, an advisory committee was organized at the suggestion of the bureau's representative. The committee consisted of the commissioners of health and education, the attorney general, and the members of the board of child welfare. The governor was of the greatest assistance to the committee. A preliminary study of the two public asilos was made by the bureau specialist, and plans were developed for the reorganization of the work of the board of child welfare

and for the administration of the asilo for boys. The governor has requested the continuation of the consultation and advisory service by the bureau for the coming year.

Porto Rico is conspicuously in need of public aid to children in their own homes. The need for care of certain children in foster-family homes, both boarding homes and free homes, exists here as in every community. The people of Porto Rico have shown great courage and capacity in their efforts to attack some of the problems of poverty in the island. Within the past two years they have initiated measures to reorganize their rural education and their health service. Some public relief, particularly in providing school lunches and in distributing milk, is given through the departments of education and health. Private assistance has been given from the States to finance these projects. More will be needed for these undertakings as well as for the development of programs to attack and cure the fundamental social and economic conditions which are creating these problems.

ADVISORY SERVICE IN CONNECTION WITH SPECIAL INQUIRY ON TRAFFIC IN WOMEN AND CHILDREN OF THE LEAGUE OF NATIONS

The Chief of the Children's Bureau was sent by the Department of State to attend, in an unofficial and consultative capacity, a meeting of a committee of the League of Nations on the extension of the inquiry on traffic in women and children in the East. The committee met in Geneva from August 21 to August 25, 1930, and formulated plans for the inquiry. Representatives of 12 Governments were present. The study is being made by a traveling commission of three investigators appointed by the council of the league.

SIXTH PAN AMERICAN CHILD CONGRESS

The assistant chief of the bureau served as chairman of the United States delegation to the Sixth Pan American Child Congress, which met in Lima, Peru, July 4 to July 11, 1930. For the first time, Government funds were appropriated for the participation of the United States in this congress, and a delegation of 12 persons was designated by the Department of State, with the approval of the President. Reports of the United States delegation have been published in both English and Spanish.

Nineteen of the twenty-one American Republics were represented in the congress, which was organized in three principal sections: (1) Medicine and surgery; (2) legislation, hygiene, and social welfare; and (3) education. A broad platform for the development of child welfare in the Western Hemisphere was adopted in the form of comprehensive resolutions covering all phases of the deliberations of the congress. The seventh congress will be held in Mexico.

Growing out of the interest of delegates who have attended these Pan American congresses, the first steps have been taken in the organization of an unofficial United States committee on cooperation in Pan American child-welfare work. The objectives of this organization are to promote child-welfare fellowships for study in the United States; to arrange for visits of specialists in child-welfare work,

bringing Latin American specialists to the United States and sending specialists from the United States to Latin America; to cooperate with the International American Institute for the Protection of Childhood; to promote United States participation in Pan American Child Congresses; to cooperate, preferably in collaboration with the institute, in developing demonstrations of methods of developing family-welfare, child-health, and child-welfare work; and to promote the translation and adaptation of popular and technical child-welfare publications for use in Latin America.

EXHIBITS

Requests for graphic material as well as for assistance in planning exhibits have been received in the bureau from all parts of the United States and from the Philippine Islands as well as from many foreign countries, including Brazil, Costa Rica, England, Greece, India, Mexico, Palestine, Poland, Rumania, Russia, South Africa, and Turkey.

Special exhibits were sent to: The first Child Congress in Costa Rica; the Public Library of Boston, to be used in the 19 branch libraries of the system; and the University of North Carolina and Rollins College (Winter Park, Fla.), for use in social-science classes. Several large commercial firms used the bureau's material extensively in May Day Child Health programs. Two of the bureau's models have been placed on permanent display at the National Museum in Washington, D. C.

During the year, 645 shipments of exhibit material, including 2,114 panels, 225 reels of film, 150 slides, 5 film strips, and 20 models, were sent to National, State, and local organizations.

FOREIGN RESEARCH

The reading of foreign reports and periodicals relating to children and child welfare was continued. Abstracts of especially pertinent material are made by the reader for the use of the bureau staff, for the Child-Welfare News Summary, and for other purposes. A number of translations were made for other Government departments at the request of the Office of the Chief Coordinator.

During the past year, in response to requests for information, summaries were made of the child-welfare work that is being done in a number of foreign countries in the following fields: Mothers' aid and maternity benefits; maternity and infant welfare work; national children's bureaus and departments of health; child-welfare organizations; status of children of illegitimate birth; child welfare in South America; European legislation for the protection of working mothers; psychological tests of infants in Berlin and Vienna; retarded school children from broken homes in Germany; child-welfare work in Austria; the old and new penal codes of Italy.

REPORTS ISSUED, IN PRESS, AND IN PREPARATION

During the fiscal year ended June 30, 1931, 19 new and revised publications were issued. Four were in press at the close of the fiscal year, and 26 were in preparation.

Reports issued:

- Eighteenth Annual Report of the Chief, Children's Bureau, 1930.
 Prenatal Care (revised July, 1930). Publication No. 4.
 The Promotion of the Welfare and Hygiene of Maternity and Infancy—The Administration of the Act of Congress of November 23, 1921, for the Fiscal Year Ended June 30, 1929. Publication No. 203.
 Are You Training Your Child To Be Happy? by Blanche C. Weill, Ed. D. Publication No. 202.
 Posture and Physical Fitness, by Armin Klein, M. D., and Leah C. Thomas. Publication No. 205.
 Child Labor in New Jersey—Part 3, The Working Children of Newark and Paterson, by Nettie P. McGill. Publication No. 199.
 Children of Working Mothers in Philadelphia—Part 1, The Working Mothers, by Clara Mortenson Beyer. Publication No. 204.

Dodgers, folders, and reprints of articles issued:

- The Federal Government in Relation to Maternity and Infancy, by Grace Abbott. (Reprinted from The Annals of the American Academy of Political and Social Science, Philadelphia, September, 1930.)
 Is Your Child's Birth Recorded? January 2, 1931. Dodger No. 3.
 Infant Mortality in the Counties of the United States Birth-registration States for the Period 1924-1928 (map).
 Keeping the Well Baby Well (revised July, 1930). Folder No. 9.
 Present Status of Maternity and Infancy Legislation, by Grace Abbott. (Reprinted from Journal of the American Association of University Women, January, 1931.)
 The Seven Years of the Maternity and Infancy Act. Separate from Publication No. 203.
 Child Labor Recommendations of the White House Conference. (Reprinted from Monthly Labor Review, June, 1931, of the Bureau of Labor Statistics, United States Department of Labor.)
 First Regular Employment Certificates Issued to Working Children in 1929. (Separate from Eighteenth Annual Report of the Chief, Children's Bureau, 1930.)
 From School to Work (revised). Folder No. 6.
 Collection of Social Statistics by United States Children's Bureau, by Glenn Steele. (Reprinted from Monthly Labor Review, October, 1930, of the Bureau of Labor Statistics, United States Department of Labor.)
 Cost of Family Relief in 100 cities, 1929 and 1930, by Glenn Steele. (Reprinted from the Monthly Labor Review, April, 1931, of the Bureau of Labor Statistics, United States Department of Labor.)
 List of Publications, January 2, 1931.

Reports in press:

- The Child from One to Six; his care and training (revised). Publication No. 30.⁶
 Sunlight for Babies (revised). Folder No. 5.
 Child Welfare in Selected Counties of Washington. Publication No. 206.⁷
 Juvenile-Court Statistics, 1929, based on information supplied by 96 courts. Publication No. 207.

Reports in preparation:

- Nineteenth Annual Report of the Chief, Children's Bureau, 1931.
 Causes of Maternal Mortality.
 Physical Condition of Young Children in Washington, D. C., with Special Reference to the Incidence of Rickets and Its Relation to Economic and Social Factors.
 A series of reports on the study of rickets in children in New Haven.
 Some Aspects of Child Health in Porto Rico with Special Reference to the Incidence of Rickets.
 Children of Working Mothers in Philadelphia, Part 2.
 Employment of Minors in Hazardous Occupations.
 First Regular Employment Certificates Issued to Working Children in 1930.
 State Laws Regulating the Employment of Minors in Public Performances (legal chart).

⁶ Issued July 27, 1931.⁷ Issued Aug. 24, 1931.

Reports in preparation—Continued.

Work Histories of Young Persons of Subnormal Mentality.
 Workmen's Compensation Laws in Relation to Injured Minors.
 The Child, the Family, and the Court; a study of the administration of justice in the field of domestic relations—Part 2, Organization and Administration of Family Courts.
 Current Statistics in Child Welfare and Related Fields (annual report for calendar year 1930).
 Handbook for Recreation Leaders.
 Juvenile-Court Statistics, 1930.
 Leisure-Time Activities of Rural Children in Selected Areas of West Virginia.
 Minnesota Children's Bureau—Evaluation of 10 Years of Work.
 Mothers' Aid Manual.
 The Welfare of Children in Families of Maintenance-of-Way Employees.

Popular bulletins in preparation:

Child Management (revised). Publication No. 143.
 Community Resources for Prevention and Treatment of Child Dependency.
 Community Resources for Prevention and Treatment of Juvenile Delinquency.
 Vocational Opportunities for Minors.

Folders in preparation:

Books and Pamphlets on Child Care.
 Posture for Preschool Children.
 What Builds Babies? (Revised.) Folder No. 4.

DISTRIBUTION OF PUBLICATIONS

Information as to the number of publications distributed during the past fiscal year is not complete, owing to the fact that the records were partly destroyed by fire. The incomplete figures show 1,187,409 publications distributed, as compared with 1,562,463 during the preceding year. The distribution of the popular bulletins on the care of children was as follows:

Prenatal Care.....	160,711
Infant Care.....	508,657
Child Management.....	68,712
Are You Training Your Child To Be Happy?.....	55,411

Child Care, of which the distribution has been about 150,000 copies a year, was not available during the past year because a new edition was in preparation.⁸ The new edition of Prenatal Care became available in November, 1930, and the above figure thus represents an 8-month distribution. Several of the popular folders, too, were out of print a large part of the year, thus cutting the distribution of the folders in half. Are You Training Your Child To Be Happy, a series of very simple lessons in child management, was issued in September and has taken its place with the most popular of the bulletins previously issued.

Information as to the sale of popular bulletins in 1931 is not available. The sales for 1929 and 1930 follow:

	1929	1930
Total.....	372,233	285,741
Prenatal Care.....	78,944	53,271
Infant Care.....	168,569	131,811
Child Care.....	66,804	37,782
Child Management.....	57,916	62,877

⁸ Issued in July, 1931, under the title "The Child from One to Six; his care and training."

The fact that these bulletins were not available for purchase during part of 1930 affected sales.

In the last two years three of the bureau's popular bulletins—Infant Care, Prenatal Care, and Child Care (the last named under the title "The Child from One to Six; his care and training") have been completely rewritten. In the effort to make the bulletins as helpful as possible to parents, the new editions have been enlarged to include topics on which information was frequently requested of the bureau and also to deal with the mental and emotional, as well as the physical, development of the child. Judging from the response, this policy has met with approval from the bureau's public. The greater size and cost of the bulletins have combined with the greater demand to offset some increase in the amount of the bureau's printing allotment for popular bulletins. It is hoped that the larger allotment available for printing in 1932 will permit the bureau to give more generous consideration to requests for popular bulletins.

The Child-Welfare News Summary was issued 28 times and sent to a mailing list of approximately 1,000 persons actively engaged in child-welfare work and child-welfare agencies and publications.

The series of weekly radio talks by the Chief of the Children's Bureau has been continued.

HOUSING OF THE BUREAU STAFF

Since 1919 the Children's Bureau has been housed in a temporary war building. Last year the building which had been its headquarters since 1920 was destroyed by fire, and the bureau was moved into the upper floor of Temporary Building No. 5, which had been used for general storage purposes. These buildings are very hot during the summer months and are damp and uncomfortable during much of the remainder of the year. They affect adversely the health and working efficiency of the employees. Moreover, the present building is so distant from the department library, with which the Children's Bureau library was consolidated some years ago, that much time is wasted in going to and from the library. It is hoped that better space can be provided during the present fiscal year.

In closing this account of the work of the year ended June 30, 1931, some reference must be made to the resources of the bureau in relation to the services that are being requested of it. Demands on the bureau have greatly increased during recent years, especially the past year, owing to the cumulative effect of the bureau's nearly 20 years of service, the depression, and the White House Conference on Child Health and Protection. A partial measure of this increase is afforded by the increase in bureau correspondence. In 1926 the number of letters received by the bureau was 108,000; last year the number was approximately 169,000. Many of these letters were requests for assistance which local public and private agencies have a right to expect the Children's Bureau to perform but which it must refuse because of an inadequate staff available for local consultation and assistance in planning or reorganizing local child-welfare services.

During the last two years small increases have been made in the bureau's appropriation for social statistics and special studies in

juvenile delinquency. Every effort has been made during the past year to meet demands made on the bureau for statistical and other service growing out of the economic depression. The present emergency has made urgent the development of adequate local and State resources for the relief of distress and the prevention of dependency and delinquency. Children suffer the most serious permanent losses in periods of depression, and should be the first to be considered in planning remedial measures. If experience is to be pooled so as to afford a basis for sound social planning in various parts of the country, a nation-wide service of information and consultation is necessary. Several nation-wide private agencies, notably the National Association of Community Chests and Councils, the Family Welfare Society, and the newly organized Association of Public Welfare Officials, are expanding their services at the request of the President's Emergency Committee for Employment. The Children's Bureau has been cooperating with all these agencies. But its resources for continuing cooperation and for local consultation should be greatly expanded to meet the present opportunity for assisting in improving services which are being reorganized or created at the present time.

Respectfully submitted.

GRACE ABBOTT,
Chief.

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