

U. S. DEPARTMENT OF LABOR
CHILDREN'S BUREAU

JULIA C. LATHROP, Chief

ADMINISTRATION OF CHILD
LABOR LAWS

PART 3
EMPLOYMENT-CERTIFICATE SYSTEM
MARYLAND

By

FRANCIS HENRY BIRD and ELLA ARVILLA MERRITT



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LETTER OF TRANSMITTAL.

U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, December 2, 1918.

SIR: I transmit herewith a study of the administration of the Maryland child-labor law with special reference to the employment-certificate system. This is the third in the series of comparative studies of the administration of child-labor laws designed to bring out a standard method.

The Maryland system here described is founded upon a law which is in part the uniform law recommended by the American Bar Association, the Commission on Uniform State Laws, and the National Child Labor Committee. The system differs, therefore, from that in force in the other two States, Connecticut and New York, upon which reports have already been submitted. It should be observed, however, that in Maryland the system varies in different parts of the State, primarily because the compulsory education law in force in Baltimore City differs from that in force in the rest of the State.

The methods in use in Maryland, therefore, illustrate only in part how the uniform law works out in actual practice, and to what extent it protects the rights of the child.

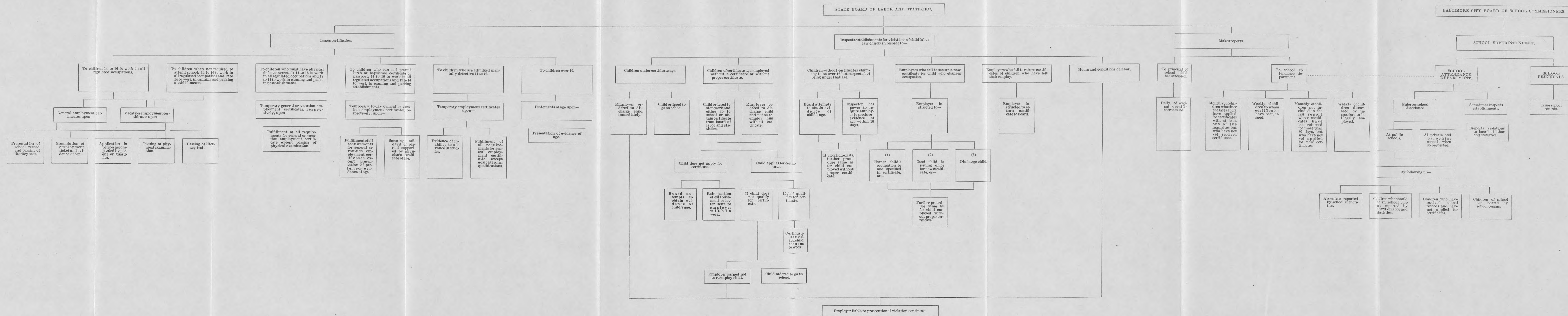
The series of studies is under the direction of Mrs. Helen Sumner Woodbury, formerly the assistant chief of the bureau, who has been assisted in this report by Mr. Francis Henry Bird and Miss Ella Arvilla Merritt. Acknowledgment should also be made of the work of Miss Ethel E. Hanks and of Mr. Arthur V. Parsons, who made preliminary reports on the employment-certificate system, the former in Baltimore and the latter in certain other cities of Maryland.

Respectfully submitted.

JULIA C. LATHROP, *Chief.*

Hon. W. B. WILSON,
Secretary of Labor.

CHIEF ADMINISTRATIVE AGENCIES AND THEIR FUNCTIONS, BALTIMORE, MD.



CHIEF ADMINISTRATIVE OFFICER'S AND THEIR FUNCTIONS, BALTIMORE, MD.

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INTRODUCTION.

The administration of the employment-certificate system of Maryland differs from that of New York¹ primarily in that to a certain extent it is centralized in one State agency, instead of being chiefly in the hands of local authorities, and from that of Connecticut¹ in that this central agency is a labor and factory-inspection department instead of a board of education.

In Maryland in 1915 approximately 27,000 boys and girls between the ages of 10 and 16 years, or nearly 18 per cent of the total number of such children in the State, are said to have been at work.² About 12,000 or nearly 45 per cent of these children were engaged in occupations not subject to any legal regulation, such as farm work, domestic service, and other occupations not specifically enumerated in the child-labor law.² Some 13,000³ or approximately 48 per cent of the number at work were engaged in occupations for employment in which they were required by law to obtain some form of certificate from the State.

In Maryland children between 14 and 16 years of age are granted general or vacation employment certificates permitting their employment in, about, or in connection with any of the establishments or occupations mentioned in the following list:

- Mills.
- Factories.
- Workshops.
- Mechanical establishments.
- Tenement-house manufactories or workshops.⁴
- Office buildings.
- Restaurants.
- Bakeries.
- Barber shops.

¹ The administration of the employment-certificate systems of New York and Connecticut has been presented in two preceding bulletins of this series, Industrial Series No. 2, Administration of Child-Labor Laws, Parts 1 and 2, Bureau Publications Nos. 12 and 17.

² Twenty-fourth Annual Report of the Bureau of Statistics and Information of Maryland, 1915, Summarizing Table No. 1, p. 12. These are the latest data available. The proportion of children employed has increased rather than decreased since that date.

³ This number does not include 2,301 newsboys and 45 other street traders between the ages of 10 and 16 years who held street trades permits and badges in Baltimore and Cumberland City. Twenty-fourth Annual Report of the Bureau of Statistics and Information of Maryland, 1915, pp. 126, 155. The administration of street trades laws is not included in this study. [The minimum age for newsboys was raised to 12 years by chapter 222 of the Acts of 1916.]

⁴ Worded in the law as follows: "Tenement house, manufactory or workshop."

Hotels.
 Apartment houses.
 Bootblack stands or establishments.
 Public stables.
 Garages.
 Laundries.
 Brick or lumber yards.
 Construction or repair of buildings.
 Driver.
 Messenger for a telegraph, telephone, or messenger company.
 Mercantile establishments.
 Stores.
 Offices.
 Boarding houses.
 Places of amusement.¹
 Clubs.
 The distribution, transmission, or sale of merchandise.
 Canning or packing establishments.

Children between 12 and 14 years of age are granted vacation employment certificates to work in canning and packing establishments only. Children under 16 are not permitted to work in any of these occupations or establishments without certificates, and children under 14 must not be employed in any occupation at all during school hours unless they have previously fulfilled the requirements of the compulsory education law.²

General certificates permit employment at any time of the year; vacation certificates permit employment only at such times as the compulsory education law does not require the child's attendance at school.³ The principal difference between the requirements for obtaining general certificates and those for obtaining vacation certificates is that for a vacation certificate the only educational requirement is ability to read and write simple English sentences,⁴ whereas to obtain a general certificate a child must present a school record showing that he has completed the fifth grade⁵ in the principal branches of study. For either certificate a child must present satisfactory evidence of age, a promise of employment in a legal occupation, and a certificate from an authorized physician stating that he is physically able to do the work for which the certificate is issued.

¹ But children under 16 are prohibited from appearing upon the stage in connection with professional theatrical performances. [A. C. 1911, vol. 3 (1914), art. 100, sec. 8, as amended by Acts of 1916, ch. 222.]

² Annotated Code 1911, vol. 3 (1914), art. 100, secs. 4, 5, and 9, all as amended by Acts of 1916, ch. 222, sec. 6. For the text of these sections, see pp. 99, 100.

³ A. C. 1911, vol. 3 (1914), art. 100, sec. 12, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 100.

⁴ A. C. 1911, vol. 3 (1914), art. 100, sec. 14, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 101.

⁵ A. C. 1911, vol. 3 (1914), art. 100, sec. 17. For the text of this section, see p. 102. The education law in effect in the counties (see p. 44) raises the actual requirement for obtaining a general certificate to completion of the seventh grade.

These certificates must be kept on file by all employers subject to the provisions of the law and must be accessible "to any attendance officer, inspector of factories, or other authorized inspector or officer charged with the enforcement" of the child-labor law.¹

In Maryland, as in Connecticut, employment certificates are good only in the hands of the employer to whom they are made out and must be renewed whenever the child changes employers. In Maryland the law specifies in addition that they shall be renewed also whenever the child's occupation is changed, even though he continues to work for the same employer.² Every time the child changes his occupation or his employer, instead of only when he first goes to work, as in New York, he must secure a certificate of physical fitness from an authorized physician.³

Maryland has two compulsory education laws, one applying to Baltimore City, which is not a part of any county of the State, and the other applying to the counties—that is, to the entire State outside of Baltimore City. In Baltimore City all children between 8 and 14 years of age, and in the counties all those between 7 and 13 years of age, must attend school throughout the entire session. In Baltimore children over 14, no matter what their grade in school, are exempted from attendance under the education law if they are "regularly and lawfully employed to labor at home or elsewhere," but unless so employed they must continue to go to school until they become 16. In the counties, on the other hand, the compulsory school-attendance law applies to children up to 17 years of age—children of 13 and 14 years being required to attend school for at least 100 days and for the entire session unless regularly and lawfully employed, and those of 15 and 16 years being subject to the same requirements unless they have completed the seventh grade. Children throughout the State who are receiving equivalent instruction elsewhere and those who are mentally or physically unfit to attend school are exempted from these provisions.⁴ Attendance officers in both Baltimore City and the counties enforce the provisions of the education law.⁵ Schools for white children are in session from 9 to 10 months of the year; those for colored children, from 6½ to 10 months.

¹ A. C. 1911, vol. 3 (1914), art. 100, sec. 9, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 100.

² A. C. 1911, vol. 3 (1914), art. 100, sec. 16, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 101.

³ A. C. 1911, vol. 3 (1914), art. 100, sec. 11, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 100.

⁴ A. C. 1911, vol. 3 (1914), art. 77, secs. 153 and 162, the latter as amended by Acts of 1916, ch. 506. For the text of these sections, see pp. 96, 97.

⁵ A. C. 1911, vol. 3 (1914), art. 77, sec. 156, as amended by Acts of 1916, ch. 506, and sec. 157. For the text of these sections, see p. 96.

Other laws regulating the work of children in Maryland are those prohibiting their employment in certain dangerous, injurious, or immoral occupations and those restricting their hours of labor.¹ Children of certificate age, i. e., under 16, are forbidden employment in over a hundred different occupations, including operating machinery driven by power other than foot or hand power, employment in mines and coal breakers, and work in many processes involving the use of poisons and on many kinds of dangerous machines. Employment under 16 in theatrical exhibitions is also prohibited.² Certain other employments are prohibited for all children under 18 years of age. These include the operation of elevators, work in distilleries, breweries, or other establishments where malt or alcoholic liquors are manufactured or bottled, oiling or cleaning machinery in motion, and many other dangerous and injurious occupations.³ No minor may be employed in any saloon or bar-room where intoxicating liquors are sold,⁴ or be sent by a telegraph, telephone, or messenger company "to any house of ill repute or questionable character."⁵

The child-labor law fixes a maximum of 8 hours per day and 48 per week and prohibits night work between 7 p. m. and 7 a. m. for children under 16 in all the occupations and establishments for which employment certificates are required, except in canning and packing establishments, where there is no restriction on the hours of labor.⁶ In addition, the employment of messenger boys under 18 in cities of 20,000 or over⁷ between 10 p. m. and 6 a. m. is made illegal.⁸

Employment certificates must be issued in Baltimore City by the State board of labor and statistics and in the counties either by this board or by the county superintendents of schools or persons designated by them in writing.⁹ The board has the power to draft certificate forms¹⁰ and should receive from all county certificate-issuing officials duplicates of all certificates granted and a record of all refused.¹¹

¹ The employment of children is indirectly affected by the provision of the workmen's compensation act which excludes from its application children employed under the legal working age. A. C. 1911, vol. 3 (1914), art. 101, sec. 33.

² A. C. 1911, vol. 3 (1914), art. 100, secs. 7 and 8, both as amended by Acts of 1916, ch. 222. Employment under 16 is also prohibited in rope walking, singing, dancing, and other mendicant or wandering businesses. A. C. 1911, vol. 3 (1914), art. 27, sec. 476.

³ A. C. 1911, vol. 3 (1914), art. 100, sec. 21.

⁴ A. C. 1911, vol. 2 (1911), art. 56, sec. 98; vol. 3 (1914), art. 100, sec. 22.

⁵ A. C. 1911, vol. 1 (1911), art. 23, secs 376, 377.

⁶ A. C. 1911, vol. 3 (1914), art. 100, sec. 22A, as added by Acts of 1916, ch. 222; secs. 25 and 41, both as amended by Acts of 1916, ch. 222.

⁷ Baltimore and Cumberland.

⁸ A. C. 1911, vol. 3 (1914), art. 100, sec. 24.

⁹ A. C. 1911, vol. 3 (1914), art. 100, sec. 12, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 100.

¹⁰ A. C. 1911, vol. 3 (1914), art. 100, sec. 18. For the text of this section, see p. 102.

¹¹ A. C. 1911, vol. 3 (1914), art. 100, sec. 16, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 102.

The officials of the board of labor and statistics, under the direction of the chairman, are held responsible for the enforcement of the child-labor laws throughout the State,¹ and inspectors are appointed for this purpose. The mine inspector for Allegany and Garrett Counties, the only mining counties in the State, cooperates with the child-labor inspector for that district by reporting to her cases of illegal employment. School-attendance officers may enter industrial establishments to inspect employment-certificate files, and are required to report all children found illegally employed both to the certificate-issuing officer and to the school authorities.²

This study describes the laws relating to employment certificates in effect on December 1, 1917, and the system of administration existing at that time. Information for the cities of Baltimore, Cambridge, Cumberland, Frederick, and Hagerstown, and for the counties of Allegany, Anne Arundel, Baltimore, Frederick, Garrett, and Washington has been obtained by field investigation. Data for the other Maryland counties were secured through interviews with the officials of the State board of labor and statistics and by field studies in six of the eastern counties. Seven physicians, who issued over 1,000 certificates in 1917, were interviewed. Information was also obtained from the published reports of the board.

At the time the study was made the United States child-labor law³ had been in force for only three months and had not materially affected the methods of administration of the State law.

Since the completion of this study certain changes have been made in the Maryland laws relating to employment certificates.⁴ The child-labor law has been amended in the following particulars:

1. The minimum age for employment in canning and packing establishments is raised from 12 to 14.

2. Vacation employment certificates may be issued only to children between the ages of 14 and 16 instead of to children between 12 and 16.

3. The State board of labor and statistics is given the power to issue temporary employment certificates to boys between 14 and 16 years of age who are mentally retarded and are unable to make further advancement in school, upon the written recommendation of the superintendent of schools of Baltimore or of any county.

¹ A. C. 1911, vol. 3 (1914), art. 27, sec. 273; art. 100, sec. 48, as amended by Acts of 1916, ch. 222. For the text of these sections, see pp. 95, 104.

² A. C. 1911, vol. 3 (1914), art. 77, sec. 166; art. 100, sec. 34. For the text of these sections, see pp. 98, 103.

³ This law has since been declared unconstitutional (June 3, 1918).

⁴ Acts of 1918, ch. 495, sec. 1, amending A. C. 1911, vol. 3 (1914), art. 100, secs. 5, 13, and 15; Acts of 1918, ch. 495, sec. 2, adding sec. 36A to A. C. 1911, vol. 3 (1914), art. 100.

4. Specified documentary evidence of age¹ is made acceptable evidence for the issuance of an employment certificate, provided a birth or baptismal certificate or a passport can not be obtained.

GENERAL ADMINISTRATION.

In Maryland the administration of the laws relating to employment of children under 16 is principally in the hands of two agencies, the State board of labor and statistics and the local school authorities or their deputies. The State board issues certificates in Baltimore and by agreement with the county school superintendents in certain other places, appoints the examining physicians in Baltimore, and enforces the child-labor law by means of its inspectors throughout the State; the county school superintendents have the power either to issue certificates or to depute some person to issue them outside of Baltimore City and to appoint the examining physicians in the counties;² the local school principals everywhere issue school records;³ and both the school superintendents and the school principals, together with the attendance officers, enforce the compulsory school-attendance law.⁴ In addition the Baltimore police commissioners have charge of the annual school census taken in that city,⁵ while in the counties, beginning in 1918, the county school superintendents under the direction of the State board of education will direct the taking of a biennial county school census.⁶ The whole employment-certificate system is dominated, however, by the State board of labor and statistics, which, by reason of its power to draft the blank certificate forms to be used,⁷ as well as because of its general responsibility for the enforcement of the entire child-labor law,⁸ exercises supervision over the work of the school superintendents and the persons designated by them to issue certificates.

In practice, employment certificates are issued (1) by the Baltimore office of the board of labor and statistics to applicants, not

¹ The evidence specified is as follows: "A bona fide contemporary record of the date and place of the child's birth kept in the Bible in which the records of the births in the family of the child are preserved, a passport showing the age of the child, a certificate of arrival in the United States issued by the United States immigration officers and showing the age of the child, or a life insurance policy; provided that such other [sic] satisfactory documentary evidence has been in existence at least one year prior to the time it is offered in evidence; and provided further that a school record or a parent's, guardian's, or custodian's affidavit, certificate, or other written statement of age shall not be accepted except as specified in paragraph (d) [requiring physician's certificate of age]."

² A. C. 1911, vol. 3 (1914), art. 27, sec. 273; art. 100, secs. 12, 13, and 48, all as amended by Acts of 1916, ch. 222 (sec. 13 amended also by Acts of 1916, ch. 701). For the text of these sections, see pp. 95, 100, 104.

³ A. C. 1911, vol. 3 (1914), art. 100, sec. 17. For the text of this section, see p. 102.

⁴ A. C. 1911, vol. 3 (1914), art. 77, secs. 157, 160. For the text of these sections, see pp. 96, 97.

⁵ A. C. 1911, vol. 3 (1914), art. 77, sec. 159. For the text of this section, see p. 97.

⁶ A. C. 1911, vol. 3 (1914), art. 77, secs. 12F, 21B, and 25M, all as added by Acts of 1916, ch. 506. For the text of these sections, see p. 95.

⁷ A. C. 1911, vol. 3 (1914), art. 100, sec. 18. For the text of this section, see p. 102.

⁸ A. C. 1911, vol. 3 (1914), art. 27, sec. 273; art. 100, sec. 48, as amended by Acts of 1916, ch. 222. For the text of these sections, see pp. 95, 104.

only from Baltimore City but from adjacent counties;¹ (2) by the agent in charge of the board's branch office at Cumberland to applicants in the four western Maryland counties, Allegany, Frederick, Washington, and Garrett;² (3) by the agent in charge of the board's branch office at Cambridge to applicants from a part of Dorchester County; and (4) by physicians appointed for the purpose by the county school superintendents to applicants from the rest of Dorchester County and from the other Maryland counties.

The certificate forms used³ are drafted by the board of labor and statistics and furnished by that board to the issuing officers as the law requires. The preliminary papers required by law need not be those formulated by the board provided they state fully the facts called for,⁴ but in practice those used are in nearly all cases the forms drafted and supplied by the board. These papers are a promise of employment,⁵ a school record,⁶ a physician's certificate of physical fitness,⁷ and, if no preferred evidence of age can be produced, an affidavit of the parent together with a physician's certificate of age.⁸ County issuing officials must keep a record of all applications for certificates upon blanks furnished by the board.⁹

The number and kind of employment certificates issued in Maryland during 1916 is shown in the table below.¹⁰

NUMBER AND KIND OF EMPLOYMENT CERTIFICATES ISSUED IN MARYLAND DURING 1916.

Locality.	All certificates.	General employment certificates. ^a			Vacation employment certificates. ^a		
		Total.	Original.	Subsequent.	Total.	Original.	Subsequent.
Entire State.....	15,217	8,612	4,051	4,561	6,605	5,147	1,458
Baltimore office.....	11,541	8,256	3,695	4,561	3,285	1,939	1,346
Western counties.....	709	246	246	(b)	463	370	93
Eastern counties.....	2,967	110	110	(b)	2,857	2,838	19

^a Temporary certificates are not included. Information as to the number of such certificates issued in 1916 is not available.

^b The reports from the western and eastern counties show no subsequent general certificates issued in 1916.

¹ Any child may secure a certificate at the Baltimore office, and children who live within the 5-cent carfare zone must do so. Practically all applicants from Baltimore and Anne Arundel Counties come to the Baltimore office.

² No certificates were issued in Garrett County in 1916.

³ Forms 1, 2, 3, 4; pp. 107-110.

⁴ A. C. 1911, vol. 3 (1914), art. 100, sec. 18. For the text of this section, see p. 102. This section specifies that the "certificates and other papers" required in the issuance of employment certificates are to be formulated by the board, but partially nullifies this provision by adding a proviso that the preliminary papers shall be sufficient if they state fully the facts called for by the law, even though they are not on forms furnished by the board.

⁵ Form 5, p. 110.

⁶ Form 6, p. 111.

⁷ Form 7 (reverse) contains the physician's certification. (See p. 112.)

⁸ Form 8, p. 112.

⁹ A. C. 1911, vol. 3 (1914), art. 100, sec. 16, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 101.

¹⁰ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 101, 133, 134, 139, 145, 154, 157.

Baltimore office.—The staff of the board of labor and statistics, which under the general direction of the chairman attends to the issuance of employment certificates in Baltimore City, consists of eight persons: The assistant to the board, who supervises the work of the staff; a receiving and filing clerk; a certificate-issuing officer; an assistant certificate-issuing officer; two examining physicians; and two stenographers, who are also file clerks. In addition, as the board does not have a clerical or statistical staff, it has been necessary for from two to four days each month to secure the assistance of five of the seven inspectors attached to the board in the filing of records, the performance of clerical work, and the tabulation of statistics of the month's work. There are no civil-service requirements for these positions, and the board, subject to the approval of the governor, appoints its own staff, including the examining physicians.¹

Applicants for certificates who live in Baltimore City, as well as those from adjacent counties, are received at the main office of the board of labor and statistics, which is located in a large office building in the center of the city near the business district. The office is open from 8.30 a. m. to 4.30 p. m. The physical examinations are made usually between 10 a. m. and 1 p. m., when at least one of the examining physicians is on duty.

During 1916 the Baltimore office dealt with 16,557² applicants for certificates or permits of different kinds, issued 11,541 employment certificates, and refused 2,268 applications for such certificates.³

*Western Maryland counties.*⁴—The staff of the board of labor and statistics, which under the general direction of the chairman issues all employment certificates in Allegany, Frederick,⁵ Garrett, and Washington Counties, consists of a child-labor inspector and a clerk, with headquarters in Cumberland. Both the inspector and the clerk issue certificates in Cumberland. The inspector issues certificates also in Lonaconing, Frostburg, and Mt. Savage in Allegany County, in Hagerstown and Williamsport⁶ in Washington County, in Frederick in Frederick County, and wherever needed in Garrett County. The inspector visits Hagerstown at least three times a month and the

¹ A. C. 1911, vol. 2 (1911), art. 89, sec. 1, as amended by Acts of 1916, ch. 406; vol. 3 (1914), art. 100, sec. 48, as amended by Acts of 1916, ch. 222. For the text of these sections, see pp. 98, 104.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 101. The 16,557 applications include those of newsboys, other street traders, and children desiring "over-16" statements. Although the issuance of street trades permits is not included in this study, the total number of applications of all kinds is given here to show the work done by the certificate-issuing officials.

³ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 101.

⁴ This term is used throughout the report to indicate the four counties of Allegany, Frederick, Garrett, and Washington.

⁵ The physician appointed for Brunswick has power to issue certificates, but has never exercised that power.

⁶ Applicants from Williamsport usually apply at Hagerstown for certificates, but in the summer of 1916 the inspector issued vacation certificates for employment in a cannery in Williamsport at the cannery office.

other places at irregular intervals. Twelve physicians have been appointed by the county school superintendents to give the physical examinations to applicants for certificates in these counties, but in actual practice the examinations are usually given by the physicians appointed for the six towns named above, since nearly all the certificates are issued in those places.

At irregular intervals the examining physicians send to the county superintendents of schools lists of the children examined¹ in order to collect the fee of 50 cents to which they are entitled for each physical examination given.² Before these lists are sent to the superintendents—a formality required by the law—they are submitted to the issuing officer, who compares them with her record of certificates issued. They are forwarded by the superintendents to the Baltimore office of the board of labor and statistics where statements³ of amounts due to the physicians are prepared and payment is made.

The Cumberland office is in a suite of rooms occupied by the county school commissioners, one of which they have set aside for the use of the board. In Hagerstown the inspector has an office in the same building as the examining physician, while in the other places visited she uses the offices of the examining physicians. The office of the physician in Cumberland is located about three blocks from that of the issuing office.

During 1916, 709 employment certificates were issued to children in these counties, and 497 applications were refused.⁴

*Eastern Maryland counties.*⁵—In August, 1916, the board of labor and statistics established a branch office in Dorchester County, with headquarters at Cambridge. The staff, which consists of a child-labor inspector and a clerk, is responsible, under the general direction of the chairman of the board, for the issuing of all employment certificates in the city of Cambridge and in Dorchester County south of Cambridge.⁶ The office is open from 9 a. m. to 12 m. and from 1 to 4.30 p. m., daily except on Saturday, when it closes at noon. Certificates are issued only in Cambridge and during the summer in some cases on cannery premises. All the work of issuing is done by the clerk. The physical examinations are given by a physician appointed by the county school superintendent.

¹ Form 9, p. 113.

² A. C. 1911, vol. 3 (1914), art. 100, sec. 47. For the text of this section, see p. 104.

³ Form 10, p. 113.

⁴ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 133-135, 145. In addition, this office issued 139 street trades permits to children in Cumberland. *Ibid.*, p. 134.

⁵ This term is used throughout the report to indicate all the Maryland counties except Alleghany, Frederick, Garrett, and Washington (called the western Maryland counties) and those parts of Baltimore and Anne Arundel Counties which are under the jurisdiction of the Baltimore office.

⁶ The issuing of certificates in the extreme southern part of this county (Hoopers Island) is not under the jurisdiction of this office.

Elsewhere in the eastern counties the physicians appointed as medical examiners by the county school superintendents issue employment certificates; each physician is assigned a specified district. These issuing officers are under the general direction of the chairman of the board.¹ They receive applicants during their regular office hours; but frequently, by special arrangement with employers, they examine on the premises children who are to go to work in canneries.

These issuing physicians send to the State board of labor and statistics, usually once or twice a year, lists of the children to whom they have issued certificates, in order to obtain the 50-cent fee for each physical examination. The same form² is used and the same procedure is followed in transmitting the lists as in the western counties. At the same time they send also the duplicates of certificates issued which the law requires them to forward to the State board.³ The law also specifies that whenever a certificate is refused a record of the refusal shall be sent to the board, and the physicians are instructed to use a special form⁴ for this purpose. Some of the physicians, however, do not send in these reports of refusals at all, and those who do comply with this provision send them not at the time of the refusal but once or twice a year along with the lists of certificates issued. Sometimes the prescribed forms are used; at other times the names are merely listed. All these duplicate certificates and reports are examined carefully in the office of the board of labor and statistics. If a certificate is not properly filled out, if the data it contains do not agree with the report of certificates issued, or if it appears to have been issued illegally, a board official through correspondence with the issuing officer either secures the missing data or corrects the errors. If after investigation a certificate is shown to have been issued contrary to law, it is revoked by the board. In these cases the issuing officer must recall the original certificate, send it to the office of the board, and see that the child is dismissed. After this examination a statement⁵ of the amount due the physician is filled out, and payment is made as in the western counties.

During 1916, 53 of the 82 physicians appointed for these counties reported a total of 2,967 employment certificates issued, 18 reported that they had issued none, 5 made partial reports, and 6 made no reports. The number of certificates includes also those issued by the representative of the board of labor and statistics at Cambridge after August 1, 1916. Between January and August the examining

¹ For instructions in regard to methods of issuing certificates, sent by the State board of labor and statistics to the issuing officials in the eastern counties, see p. 125.

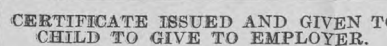
² Form 9, p. 113.

³ A. C. 1911, vol. 3 (1914), art. 100, sec. 16, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 102.

⁴ Form 11, p. 113.

⁵ Form 10, p. 113.

CHILD APPLIES IN PERSON.



physicians granted all the certificates issued. Of these certificates 2,857, or over 96 per cent, were vacation, and only 110 were general employment certificates.¹ This is explained by the fact that in these counties children are employed, for the most part, between June and November in the canning of vegetables and sea food, both seasonal industries. According to these reports, 83 applications for certificates were refused.²

METHODS OF SECURING CERTIFICATES.

Four principal kinds of employment certificates are issued in Maryland: (1) Original general certificates; (2) subsequent general certificates; (3) original vacation certificates; and (4) subsequent vacation certificates.³ In addition to these, the board of labor and statistics grants temporary certificates in certain cases. Upon presentation of satisfactory evidence of age, this board also issues "over-16 statements" to employers on request for children who claim to be over 16 years of age but for whom an inspector might demand evidence of age.

ORIGINAL GENERAL CERTIFICATES.

In order to obtain an original general certificate, a child must (1) come to the office of the certificate-issuing official; (2) be accompanied by one of his parents, his guardian, or legal custodian, or, lacking any of these, by his next friend; (3) bring an "employment ticket," a prescribed form of promise of employment, signed by an employer; (4) submit satisfactory evidence of age; (5) present a school record showing that he has complied with the educational requirements of the certificate law; (6) pass a literacy test; and (7) pass a physical examination.⁴

Where representatives of the board of labor and statistics issue certificates, school-record forms are distributed to the principals of all public, private, and parochial schools. In other places the issuing officers give these forms to the children upon application. Employment-ticket forms have been widely distributed by the board in manufacturing establishments, settlement houses, schools, and other places where they will be accessible to children.

¹ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 153, 154.

² *Ibid.*, p. 160.

³ The law provides for two main classes of employment certificates, general and vacation, and specifies certain conditions under which new certificates shall be issued. The classification here given is that used by the board of labor and statistics for administrative purposes. A. C. 1911, vol. 3 (1914), art. 100, sec. 12, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 100.

⁴ A. C. 1911, vol. 3 (1914), art. 100, sec. 13, as amended by Acts of 1916, chs. 222, 701; sec. 14, as amended by Acts of 1916, ch. 222. For the text of these sections, see pp. 100, 101.

Instructions¹ giving clearly and concisely the essential directions to be followed by both parents and children in securing employment certificates have been prepared and distributed with the employment tickets in Baltimore City, but in spite of these instructions many children do not bring the requisites necessary for obtaining a certificate on their first visit to the issuing office. Similar sets of instructions,² for use in the eastern counties have been sent to the examining physicians to be given to parents and children, but they have not been generally distributed. In the western counties there are no printed instructions for distribution, but information regarding the law and the requirements for a certificate is circulated widely by the representative of the board and by the attendance officers.

According to law all Maryland children must comply with the same requirements in order to obtain certificates. The procedure followed, however, differs according to whether application is made to the officials of the board of labor and statistics in Baltimore City, in the western Maryland counties, or in Cambridge and vicinity in Dorchester County, or is made to the physicians authorized by the county school superintendents to issue certificates in other places in the eastern counties. Children to whom certificates are granted by county issuing officials must make application in the county where they reside.³

Baltimore office.—If a child who wishes to apply for a certificate follows the procedure outlined in the instructions, he first obtains a blank employment ticket⁴ from the principal of the school which he has last attended. After his prospective employer has filled out this ticket, the child returns to the principal and obtains his school record.⁵ Next he secures either a transcript of his birth certificate from a public official or a transcript of his baptismal certificate from the church where he was christened,⁶ usually the latter.⁷ When he has his employment ticket, his school record, and his evidence of age, the child in company with his parent⁸ visits the office of the board.

He is met in the outer office by the receiving clerk, who examines his documents and searches the files to ascertain whether this is his

¹ Form 12, p. 113.

² Form 13, p. 114.

³ A. C. 1911, vol. 3 (1914), art. 100, sec. 12, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 100.

⁴ Form 5, p. 110.

⁵ Form 6, p. 111.

⁶ Form 14, p. 114.

⁷ To comply literally with the law he should first try to secure a transcript of his birth certificate, but, except in the case of a child born in Maryland outside of Baltimore, the issuing officer accepts a baptismal certificate as evidence of age and attempts later himself to obtain a birth certificate as corroborating evidence. See section on evidence of age, p. 35.

⁸ The word "parent," both here and throughout the following discussion, is used to cover also any person who stands in parental relation to the child.

first visit to the board. She then places the documents, together with any record of the child found in the files, on the desk of the issuing officer in an adjoining room. When their turn comes, the parent and child are interviewed by the issuing officer, who notes on an information slip¹ the name, address, age, birthplace, and physical description of the applicant, the kind of evidence of age submitted, his school history and his reasons for leaving school, his prospective occupation, the name and address of the employer, and the kind of certificate requested. The birthplace, nationality, and occupation of the child's father and of his mother are also recorded. Next, as a means of identification, the parent and the child attach their signatures to an information card,² to which all the data on the information slip are later transferred by a typist. The parent also signs the information slip. In addition, every child is required to write the following sentence at the bottom of his information card: "If I change work, I must get a new permit." If his employment ticket, evidence of age, and school record are satisfactory to the issuing officer, he awaits in an adjoining room his turn for the physical examination, and when called, goes into the physician's office to be examined.

If the child meets the physical requirements of the law, the examining physician records the results of the examination on the information slip, which he has obtained from the issuing officer, and signs his initials. The child now takes this slip to a typist in another room who examines it carefully to see whether it indicates that he has fulfilled all the requirements. If it does, she fills out in duplicate on a billing machine a general employment certificate form³ upon which the signature of the chairman of the board is printed and the signature of the issuing officer is stamped.

After the child signs the original certificate it is given to him to take to his employer, while the duplicate is kept on file. Later the data on the information slip are transferred to the information card, and both are filed as permanent office records.

The certificate states that the child has met the requirements of the law and that he may work for the employer specified in the occupation and industry designated. It also gives the age, date of birth, and a brief physical description of the child, together with his signature, and contains instructions to the employer as to the returning of the certificate, legal hours of labor for children under 16 years of age, and occupations in which the employment of such children is prohibited.

¹ Form 7, p. 111. A blue slip is filled out for a girl and a yellow one for a boy.

² Form 7, p. 111. The form of the information card is exactly like that of the slip. The card, which is of heavier material, is a more useful permanent record than the slip, though both are preserved. A blue card is filled out for a girl and a yellow one for a boy.

³ Form 1, p. 107.

A child who on his first visit does not bring all the papers required is instructed how to secure whatever evidence of his eligibility—such as proof of age or a school record—he may lack; or, if the issuing officer finds that he can not comply with the law, he is refused a certificate and reported to the school authorities. In either case an information slip is filled out as completely as possible. With the exception of one class of applicants every child is interviewed by the issuing official, and an information slip is made out for him. This exception occurs when a child comes to the office with no documents whatever and unaccompanied by his parent. Such a child is instructed by the receiving clerk to bring his parent and is given directions how to secure the necessary documents, but no record is made concerning him unless he returns.

If satisfactory evidence of age is not presented on the child's first visit and the parent says that he can not bring such evidence, the parent makes affidavit to the age, date and place of birth, and present residence of the child.¹ He also certifies that he can secure none of the documentary proofs required by law.² The oath is administered by the issuing officer without charge.³ This procedure is designed to save the parent the necessity of returning to file his affidavit in case none of the documentary proofs of age admitted by law can be obtained. The child is then examined for a certificate of age by a board physician, and the estimate of physiological age is recorded in a space provided on the affidavit form.² If the physician certifies that he is of legal age, and if the child fulfills the other requirements of the law, he is granted a temporary certificate⁴ good for 10 days. A child born in Baltimore, however, is required to wait for two days before being examined for a certificate of age or receiving a temporary certificate while an effort is being made to obtain a birth certificate from the city department of health. And if a child was born in Maryland, outside of Baltimore, a telephone inquiry is made of the State board of health⁵ as to whether the birth is registered before the parent's affidavit is secured.

After a temporary certificate has been granted, the issuing officer attempts to obtain some form of documentary evidence of the child's age to substantiate the evidence accepted. If no contradictory evidence is secured, a regular certificate is issued at the end of the 10-day period on the basis of the affidavit and the physician's certificate of age, or, if preferred evidence is obtained, on the basis of such evidence.

¹ Form 8 (reverse), p. 112.

² Form 8, p. 112.

³ A. C. 1911, vol. 3 (1914), art. 100, sec. 49. For the text of this section, see p. 105.

⁴ For procedure in obtaining such a certificate, see p. 30.

⁵ The offices of the State board of health are located in Baltimore City.

The method of attempting to obtain preferred evidence varies according to whether the child was born (1) in Baltimore City, (2) outside of Baltimore City but in Maryland, (3) outside of Maryland but in the United States, and (4) outside of the United States.

If the child was born in Baltimore City, a request for a transcript of the birth certificate,¹ together with a card on which a reply may be written,² is mailed immediately to the registrar of the city department of health. The latter either returns the transcript³ without charge or sends back a statement that the birth is not registered. The issuing officer also instructs the child to try to secure in the meantime a baptismal certificate or other documentary evidence, and sometimes writes or telephones to persons who may be able to furnish the data. The child is told to return in two days, when an answer from the department of health may be expected.

If the child's birthplace is outside Baltimore City but in Maryland, the issuing officer inquires by telephone of the Baltimore office of the State board of health whether the birth of the child has been registered. If the record of the birth is on file, the date of birth is accepted as given over the wire. It is not considered necessary to secure a transcript of the certificate in such instances. If the birth is not registered, the issuing officer sends a form letter⁴ to the local registrar, an official of the church where the child was baptized, the physician who attended at his birth, or any other person who might have a record of his age. This letter asks for such evidence of the child's age as the person addressed may be able to furnish.

If the child's birthplace is outside of Maryland but in the United States, a similar form letter requesting evidence of age is sent to some official or other person residing in the child's birthplace.

The child whose birthplace is outside of the United States is not required to write abroad for documentary evidence, but an effort is made to secure any such evidence as may exist in this country. Even before the beginning of the European war such a child was not always required to write for his birth certificate.

If an applicant does not present a school record he must get one from the principal of the school which he last attended, and if it is not properly signed or in some other way is improperly filled out he is sent back to his principal to have it corrected. No provision is made for the issuance of school records during vacation, but a form letter is sent in June of each year to all schools in Baltimore City and to the public schools in Baltimore County, calling attention of the principals to the fact that these records must be presented by applicants for general employment certificates, and asking that they

¹ Form 15, p. 115.

² Form 16, p. 115.

³ Form 17, p. 115.

⁴ Forms 18, 19, 20, p. 116.

be furnished to all children who intend to apply for such certificates during the summer. If the school record presented does not convince the issuing officer that the child has fulfilled the educational requirements, a test is given in performing simple operations in arithmetic. If the school last attended is outside Baltimore City the issuing officer sends for the school record unless the child brings it with him, and, in addition, in some cases a test similar to that just mentioned is given. If the board physician, after investigation, certifies that a child is mentally unable to make further progress in his studies, the educational requirements may be waived and a temporary certificate issued.¹

A child who does not present an employment ticket, or who presents a ticket which is unsatisfactory, is instructed to bring one which meets the requirements of the law.

It is sometimes necessary for a child to make two or more visits to the office and to wait for one or two days and sometimes longer before he is permitted to report to the board physician, since he does not usually take the physical examination until he has satisfied the issuing officer that he has met all the requirements in regard to age, education, and employment. The only exception to this rule occurs when a child is to be examined for a physician's certificate of age. Such a child is given the examination for physical fitness at the same time as the examination for age. Moreover, a child applying for a certificate in the afternoon must wait until the next morning for his physical examination, as the physician's hours are between 10 a. m.² and 1 p. m.

If an applicant fails to pass the physical examination, that fact is noted on his information card, and one of four courses, depending on the seriousness of the defect discovered, may be followed:

1. The certificate may be withheld temporarily while the child is undergoing treatment for a remediable defect which makes it inadvisable for him to work even for a short time.

2. Occasionally a temporary certificate² may be given the child which permits him to work for a specified time while undergoing treatment for minor physical defects, which must be corrected before he is granted a regular certificate.

3. The certificate may be withheld until the child obtains a promise of employment in an occupation more suited to his physique than that for which he has presented an employment ticket.

4. The certificate may be refused unconditionally.

In 1916, 183 applications for general and 124 for vacation employment certificates³ were refused either unconditionally or until certain

¹ For procedure in securing such certificates, see p. 32.

² Form 21 (both face and reverse), p. 116.

³ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 113.

defects were corrected or another promise of employment obtained. No data are available as to the number of temporary certificates granted or as to the number of applicants refused for each separate cause.

When any defect is discovered, a card specifying the defect and advising treatment¹ is given to the child to give to his parent. If the parent is with the child at the time of the examination the physician also impresses upon the parent the facts as to the child's condition and urges proper treatment. If the family has a regular physician, the child is advised to go to him; if not, attention is called to the list of dispensaries printed on the reverse side of the card² at which skillful treatment may be obtained free. The child is advised to go to the dispensary nearest his home. When a child whose certificate has been withheld or who has been granted a temporary one returns to the office to obtain a regular certificate, he is required to bring back this card, on which has been entered the report of the physician who has treated him, and it is filed in the office.

If a certificate is refused unconditionally, a duplicate of the card given to the child is sent on the same day to the instructive visiting nurse association, and a nurse in the territory in which the child lives is assigned to the case. If she finds that the child has not received medical attention as advised, she tries to impress the parents with the importance of sending him immediately to a physician or to a dispensary. If a child whose certificate is withheld pending correction of some physical defect does not return to the office of the board within a month, his name is also reported to the association and a nurse follows up the case in the same way.

Both when a certificate is refused unconditionally and when it is withheld until a physical defect is corrected or until a promise of employment in another occupation is obtained, the child is told to return to school and his name is reported to the school attendance department within a week.

When a child whose parents claim to be in need must be refused a certificate because he can not fulfill the requirements, the parent is asked if he is willing to accept charitable relief. If he consents, the issuing officer writes immediately to the organization best fitted to give assistance. The organization usually reports later to the board what has been done. Of 98 cases referred in 1916 relief was supplied in at least 24.³

¹ Form 22, p. 117.

² Form 22 (reverse), p. 117.

³ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 15, 99.

During the year ended December 31, 1916, the Baltimore office of the board of labor and statistics issued 3,695 original general certificates.¹

Western Maryland counties.—The procedure followed in the issuing of original general certificates in Cumberland is the same as that followed in the Baltimore office of the board of labor and statistics with the following exceptions. An information slip and an information card are made out for each applicant whether or not he brings any papers or comes with his parent. The children receive their physical examinations in the office of the examining physician appointed by the county school superintendent, while in Baltimore they are examined in the board office by the board physicians. The blank promise of employment is obtained from the prospective employer instead of from the school principal as in Baltimore. The child signs his name but is not required to write a sentence on his information card, and the parent signs only the information card instead of both the card and the slip. In places where evening schools have been established a child whose school record shows that he has not fulfilled the county compulsory school-attendance requirements, which are higher than the educational requirements for a general employment certificate,² is given a vacation certificate³ on condition that he will attend evening school. General certificates, however, are granted only to those applicants whose school records show that they have fulfilled the requirements of the county school-attendance law. Such a record is always accepted without any educational test other than the child's signature.

The forms, with the three following exceptions, are the same as those employed in the Baltimore office. The request to the city department of health for a transcript of a birth certificate⁴ and the card for reply⁵ are not used. This information is obtained from city and county registrars by telephone, by letter, or by personal investigation. The card recommending treatment of physical defects⁶ is not used, as the list of dispensaries on the reverse side makes it applicable to Baltimore City only, but children whose defects should be corrected are followed up by the issuing officer.

In all the other places in the western Maryland counties the same procedure is followed as in Cumberland if the child applies for a certificate during one of the visits of the issuing officer. At other times he makes application to the examining physician, who, upon presentation of evidence of age and a promise of employment in a

¹ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 101.

² See p. 44.

³ For procedure in such instances, see p. 29.

⁴ Form 15, p. 115.

⁵ Form 16, p. 115.

⁶ Form 22, p. 117.

legal occupation, issues a temporary certificate¹ good until the next visit of the representative of the board. At that time the child must return to the office and secure an original general certificate, following the procedure described for Cumberland. In Frostburg, however, the physician gives the physical examination before he grants the temporary certificate, as his office hours are not at the same time as those of the issuing officer when she visits the town. The data on the information slips are transferred to the information cards by the assistant in the Cumberland office.

In Cumberland, Frederick, Hagerstown, and Frostburg children who are refused certificates and whose families are in need of charitable assistance are reported to local aid societies.

During 1916 there were issued in the western Maryland counties 246 original general certificates.²

Eastern Maryland counties.—In the eastern counties a child desiring a general employment certificate, if he lives in Cambridge or in Dorchester County south of Cambridge,³ must apply to the representative of the board of labor and statistics whose office is at Cambridge. If he lives elsewhere he must apply at the office of the local physical examiner, who is also the issuing officer.

A child applying for a general employment certificate at the Cambridge office follows substantially the same procedure as that described for the Baltimore office with the following exceptions. If he does not present a birth or baptismal certificate or a passport he is not given a 10-day temporary certificate, as the law provides, but is granted a regular certificate, either on the basis of documentary evidence such as a Bible or other religious record or on the basis of the parent's affidavit supported by a physician's certificate of age. The issuing officer attempts afterwards to obtain a birth certificate, either by consulting the county records or by sending letters to the child's birthplace as is done in the Baltimore office. The school record must show that the child has completed the seventh grade⁴ and is usually supplemented by a statement from the county attendance officer to this effect. No educational test is given other than the requirement that the child sign his name and write on the information slip such a sentence as "If I change work, I must get a new permit." The parent signs only the information card instead of both the card and the slip. A child who applies for a general certificate during vacation and is unable to obtain his school record is granted a vacation certificate. The physical examination is given in

¹ Form 21, p. 116.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 134, 139.

³ The issuing of certificates in the extreme southern part of this county (Hoopers Island) is not under the jurisdiction of the Cambridge office.

⁴ For ruling of board of labor and statistics on this point, see p. 44.

the office of the examining physician, which is situated one block from the issuing office.

With the exception of the employment certificate, the same forms are used as in the western Maryland counties. The certificate form¹ is that designed for the eastern counties. It differs in several particulars from that in use in the Baltimore office and in the western counties. Additional spaces are given in which to indicate the kind of evidence of age accepted, attendance at school, and grade completed. Instead of the general statement that the child "has complied with the provisions of section 13, chapter 731, Acts of 1912," it contains a statement to be signed by the issuing officer certifying that the child to whom the certificate is issued has presented the specific documents required by the child-labor law and has been found to possess the educational qualifications required by the school-attendance law.

A child applying for a general employment certificate to one of the examining physicians in the eastern counties is supposed to follow the same procedure as in the Baltimore office, but it varies according to the custom of the individual physicians. The parent is not always required to appear with the child. Bible records or parents' affidavits are often accepted as evidence without any attempt to secure the evidence preferred by law. The 10-day temporary certificate is never used. A school record showing that the child has fulfilled the requirements of the county school-attendance law is usually required, although in some cases the child's word is taken as to his grade in school. The same forms are used for the information card,² the employment ticket,³ the school record,⁴ and the parent's affidavit and physician's certificate of age,⁵ as in the Baltimore office. The information slip is not used, and the data are entered by hand on the information card.

As a rule the certificate form¹ used is the same as that described for the Cambridge office, but a few of the physicians visited were using an obsolete county certificate form and did not make use of the information cards.

Both in Cambridge and elsewhere in the eastern counties the certificate is issued in duplicate, the original being given to the child and the duplicate sent to the board of labor and statistics.

During 1916 there were issued in the eastern Maryland counties, including those issued in the Cambridge office of the board of labor and statistics, 110 original general certificates.⁶

¹ Form 2, p. 108.

² Form 7, p. 111.

³ Form 5, p. 110.

⁴ Form 6, p. 111.

⁵ Form 8, p. 112.

⁶ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 154.

SUBSEQUENT GENERAL CERTIFICATES.

A child should secure a new employment certificate each time he changes his employer or his occupation, since a certificate according to law is valid only in the hands of the employer to whom it is made out and for the occupation named on its face.¹ The employer is required to return the certificate of a child leaving his employ to the issuing official by registered mail within 24 hours, if the child so demands; otherwise, within 15 days after the termination of employment. The law, however, contains no specific requirement that the employer shall return the old certificate when a child changes from one occupation to another without changing his employer, and provides no machinery for enforcing the provision that a new certificate be obtained in such a case. A child whose certificate has been returned to the issuing officer is entitled to a new one if an authorized physician certifies that he is able to undertake the work for which the new certificate is desired.²

Baltimore office.—A child who desires a new certificate first secures a new promise of employment. Then he goes to the office of the board of labor and statistics, where the receiving clerk looks in the files for his old employment certificate. If the employer has not yet returned the certificate, and if the child has not requested its return, he is instructed to ask his employer to mail the certificate immediately, and is told to come back to the office the next day. If the child has requested the return of the certificate, the receiving clerk notifies the employer, by telephone, to mail it at once and sends him, by mail, the section of the law pertaining to the return of certificates.³ In this case the child is allowed to secure his subsequent certificate without further delay, although the law provides for the issuance of such certificates only to children whose previous certificates have been returned. If the employer has returned the child's certificate, or if the child has requested its return, the receiving clerk takes his information slip and his information card from the files and places them on the desk of the issuing officer. On the information slip the issuing officer writes the name of the new employer, the child's occupation, and the wages expected. This information is later typewritten on the information card. He also asks whether the child has worked at any occupation other than that for which the former certificate was issued, and if so he immediately telephones warning the employer against repetition of this kind of violation. The child is

¹ A. C. 1911, vol. 3 (1914), art. 100, sec. 16, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 102.

² A. C. 1911, vol. 3 (1914), art. 100, sec. 11, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 100.

³ The board, either by repeated letters or telephone messages, insists upon the return of the certificate.

then given a physical examination, and if this is satisfactory he obtains his new certificate in the same manner as his original certificate. The employment ticket form¹ used is the same as that employed in the issuing of an original certificate, and the certificate itself does not differ from an original one.

During the year ended December 31, 1916, the Baltimore office of the board of labor and statistics issued 4,561 subsequent general certificates.²

Western and eastern Maryland counties.—Outside Baltimore City very few subsequent general certificates are granted. None were reported as issued in 1916.³

In the western counties, whenever they are issued, substantially the same procedure is followed and the same forms are used as in the Baltimore office. As in the case of original general certificates, the examining physicians in places outside of Cumberland may issue temporary certificates pending the arrival of the regular issuing officer. If the old certificate has not been sent in, the child is not required to wait for its return, but the issuing officer notifies the employer and sees that it is sent back to the office.

At the Cambridge office of the board of labor and statistics subsequent certificates are issued in the same way as in the Baltimore office except that the child is always required to wait until the employer sends in the old certificate. Elsewhere in the eastern counties a child who desires a subsequent general certificate must secure a new employment ticket and return to the physician from whom he obtained his former certificate. After the physician has received the old certificate from the child's employer, or sometimes from the child himself, he grants a subsequent certificate identical in form with the old one, usually without making another physical examination. Instead of issuing a new certificate the physician sometimes writes in the new employer's name on the old certificate.

ORIGINAL AND SUBSEQUENT VACATION CERTIFICATES.

Vacation certificates permit children to work only at such times as they are not required by law to attend school,⁴ and the requirements of the labor law for securing such certificates differ from those for securing general certificates only in the fact that ability to "read intelligently and write legibly simple sentences in the English lan-

¹ Form 5, p. 110.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 101.

³ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 133, 145, 154, 157.

⁴ A. C. 1911, vol. 3 (1914), art. 100, sec. 12, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 100.

guage" is substituted for the presentation of a school record showing completion of the fifth grade.¹ Except in regard to this educational requirement, a child follows substantially the same procedure in obtaining an original or a subsequent vacation certificate in Baltimore City, the western counties, and the eastern counties, as has been described for the securing of an original or subsequent general certificate in those localities.

A child living in Baltimore City is required to sign his name and write on his information slip "If I change work, I must get a new permit." He must attend day school throughout the entire session, and the face of his certificate is stamped "O. K. on school days for three hours which do not conflict with the public-school session and for eight hours on Saturdays and school holidays." This notice, though not required by law, has been adopted to impress upon employers the fact that these certificates do not permit employment during school hours. A child living in the counties outside of Baltimore but applying at the Baltimore office, must pass the same literacy test, but is subject only to the compulsory education law of the counties, which requires 100 days' school attendance after November 1, unless the child has completed the seventh grade.

In the western counties no literacy test other than the securing of the child's signature is given. In many cases a child who has not completed the seventh grade is permitted to work on a vacation certificate, provided he attends evening school, during the period when the law requires him to attend day school. Otherwise a school record showing completion of 100 days' attendance during the current school year is required. Since a child must enter school not later than November 1, this means that ordinarily vacation certificates may be secured after the 1st of April.

In Cambridge the child must sign his name and write on the information slip "I am going back to school," and must fulfill the same requirements as to presentation of a school record as in the western counties. A child who applies elsewhere in the eastern counties is usually given no educational test except that he must sign his name on his information card.

These discrepancies, due in part to the differing standards of the Baltimore City and the county education laws and in part to differing standards of enforcement, are explained in the section on educational requirements.

The vacation certificate issued in Baltimore City and in the western counties² and that issued in the eastern counties³ differ but slightly

¹A. C. 1911, vol. 3 (1914), art. 100, sec. 14, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 101.

²Form 3, p. 109. For the general employment certificate form, see p. 108.

³Form 4, p. 110. For the general employment certificate form, see p. 108.

in form and content from the general employment certificates issued in those localities. In the eastern counties the vacation certificate is given to the child in an envelope¹ on which are printed the sections of the law applicable to his employment.

In the eastern counties, where over 93 per cent of the vacation certificates are issued for work in canneries and where a very large proportion (96 per cent in 1916) of all certificates issued are vacation certificates,² the issuing officers frequently meet applicants for vacation certificates who wish to work in canneries on the cannery premises. Here, through arrangement with the canners, they interview parents and children who live too far away to come conveniently to their offices. This is usually done on the day the canneries open. In most cases applicants thus examined have been granted certificates.³

During 1916 there were issued in the Baltimore office of the board of labor and statistics 1,939 original and 1,346 subsequent vacation certificates.⁴ In the western Maryland counties 370 original and 93 subsequent vacation certificates⁵ and in the eastern counties 2,838 original and 19 subsequent vacation certificates⁶ were issued during the same period. Eighty-two per cent of the vacation certificates granted in Baltimore and 77 per cent of those granted in the eastern counties were issued during the months of June, July, and August.⁷

TEMPORARY CERTIFICATES.

The law provides for temporary certificates good for 10 days to be issued to children who can not present as evidence of age a birth or baptismal certificate or a passport.⁸ The board of labor and statistics also grants such certificates in other cases not provided for in the law. In practice temporary certificates are issued to four classes of applicants: (1) Children in Baltimore City and in the western counties who can not prove their age by birth or baptismal certificates or passports or who are delayed in obtaining such proof; (2) children in the western Maryland counties outside of Cumberland who apply

¹ Form 23, p. 118.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 155.

³ Among all the applicants for general and vacation employment certificates in the eastern counties in 1916, only 83 are recorded as refused. Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 160.

⁴ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 101.

⁵ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 133, 134, 139, 145.

⁶ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 154, 160.

⁷ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 101, 156. Statistics for the number of certificates issued in the western Maryland counties, by months, are not available.

⁸ A. C. 1911, vol. 3 (1914), art. 100, sec. 13, as amended by Acts of 1916, chs. 222, 701. For the text of this section, see p. 100.

at the offices of the examining physicians in the interval between the visits of the representative of the board of labor and statistics; (3) children in Baltimore City, in the western Maryland counties, and in Cambridge¹ who have met the other requirements of the law but who must have specified physical defects remedied before they can obtain regular employment certificates; and (4) mentally defective children in the city of Baltimore between 14 and 16 years of age.

A child of the first class, i. e., one who can not produce any of the preferred kinds of evidence of age prescribed, is granted a temporary certificate² to work for 10 days, provided he has complied with the other requirements of the law and his parent presents an affidavit of age accompanied by a certificate of age from the examining physician. The child is told that the certificate is only temporary and that he must come back for a regular one when it expires. If at the end of the 10-day period the issuing officer upon investigation has discovered no facts contradicting the parent's statement, he issues a regular employment certificate to an applicant in this class. If he has obtained evidence that the child is under the legal age, he refuses the certificate and reports the refusal to the school authorities.

In a case of this kind in Baltimore City the child's information card and slip are placed in the "held-up" file and the date of expiration of his certificate is entered in a book kept by the issuing officer. If the certificate is not returned to the issuing officer on that date, the employer is sent a form letter³ requesting its return and asking that he send the child to the office of the board at once. If this has no effect the employer is again notified either by telephone or, if necessary, by sending an inspector to investigate. If the child does not come back to the office the school-attendance department is notified within a week. In western Maryland the information card and slip are placed in a "held-up" file, and, if the certificate is not returned on the date of its expiration, the issuing officer notifies the employer by telephone or in person that it must be returned and that the child must come in to the office. In any case, if the child does not return, the attendance officer is notified immediately.

The second class of applicants are children in the western Maryland counties outside of the city of Cumberland who apply at the offices of the examining physicians in the intervals between the visits of the regular issuing official. If such a child presents a promise of employment in a legal occupation and evidence that he is of legal

¹ In a very few cases such certificates are also granted by the physicians appointed to issue certificates in the eastern counties. No regular procedure is followed in such instances.

² Form 21, p. 116.

³ Form 24, p. 118.

age, the physician grants a temporary certificate¹ and tells him to report again at the office upon the issuing officer's next visit, when he must satisfy all the requirements of the law in order to obtain a regular certificate. The physician keeps a record of these certificates for the issuing officer.

In a case of this kind in Hagerstown the date of the issuing officer's next visit is noted on the certificate; in the other places the certificate is marked "good until further notice." The employers understand that these certificates are only temporary, and that they must take notice of the inspector's next visit and send the child for a regular certificate. The time when the issuing officer will hold her next office hours is announced in the local papers. If the child does not come to the office, the inspector notifies the employer by telephone or in person that he must send him, and insists in every case upon the child's return.

The third class of applicants may, upon the recommendation of the examining physician, obtain temporary general or vacation certificates¹ to work for a specified time — a month or longer — which varies with the character of the defect and the nature of the work which the child is to undertake. The child is told that the certificate is only temporary and that he must come back when it expires. In Baltimore City and in the western Maryland counties the same procedure as to the return of the certificate and notification of the school authorities is followed as in the case of children at work on 10-day certificates. In Cambridge the issuing officer makes a note of the date when the certificate expires, and notifies the employer by telephone if it is not returned on that date.

In this case, when the child comes back to the issuing officer, either one of two courses may be followed. If the physical defect has been corrected, and the child wishes to return to work, he is granted a general or vacation certificate in place of his temporary one. If the physical defect has not been corrected, he is refused a certificate, his name is reported to the school authorities as a refused case,² and he can not secure a certificate until the defect is corrected. His name is also sent to the Instructive Visiting Nurse Association and a nurse is assigned to follow up the case.

The fourth class of applicants, children in the city of Baltimore who are adjudged mentally defective, may be granted temporary certificates if they meet all the demands of the law except the educational requirements, although the law provides for no such exception. If the parent of an applicant who has not completed the fifth grade informs the issuing officer that his child can not advance in school and if the child has submitted a promise of employment in a legal

¹ Form 21, p. 116.

² No reports of refused cases are made by the Cambridge office.

occupation and satisfactory evidence of age, the issuing officer refers him to the board physician. The woman physician takes charge of all these cases. The child's school history is secured on a form filled out and signed by the child's teacher. This form, which is in effect a recommendation that the child be granted a certificate, is signed also by the school principal, by the district superintendent, and by the second assistant superintendent of schools, who is in charge of the attendance department.¹ Sometimes the issuing officer also obtains the child's family history from the parent and gives the child a mental examination. Such a child, provided he passes a satisfactory physical examination, is then usually allowed to go to work for a specified time on a temporary certificate.² The same procedure as to the return of the certificate and notification of the attendance department is followed as in the case of children at work on 10-day certificates and of children permitted to work while defects are being corrected, but temporary certificates of this kind are renewed from time to time. An attempt is sometimes made to determine the kind of occupation in which the child can safely be employed and to issue a certificate only for such an occupation.

The temporary certificate is given to the child, and a carbon copy of the entries made on the certificate form is filed in the issuing office.

Beginning about October, 1914, applicants in Baltimore City who presented statements to the issuing officer from their teachers certifying to their inability to progress in school were sent to the Phipps Psychiatric Clinic of Johns Hopkins Hospital, where they were examined by alienists. If found mentally defective they were allowed to obtain temporary certificates. Between January, 1915, and December, 1917, they were allowed to obtain certificates upon recommendation of the school authorities without such an examination. In November, 1917, a committee consisting of a physician from the Phipps Psychiatric Clinic, the secretary of the State lunacy commission, the superintendent of the Maryland School for Feeble-minded, the president of the Baltimore school board, and a physician from the State board of labor and statistics was organized to report on the most desirable method of dealing with applicants of this type.³ In its budget for 1918 the board of labor and statistics recommended that a trained nurse and a stenographer be attached to the division of physical examinations to assist the physicians in following up these cases, and that the part-time services of a psychiatrist be secured.

¹ At the time of this study—Dec. 1, 1917—the practice of securing the signatures other than the teacher's had been followed for about two months.

² Form 21, p. 116.

³ At the time of this study—Dec. 1, 1917—the committee had made no report.

According to the estimate of the board physician handling the cases of mental defectives, about 300 children of this class were granted certificates during the two years 1916 and 1917. A few temporary certificates were formerly issued to children of this class in western Maryland, but such children are no longer recorded as mentally defective, as any child who can not fulfill the educational requirements may obtain a vacation certificate¹ provided he attends evening school.

DUPLICATES OF LOST CERTIFICATES.

A child who loses a certificate issued to him at the Baltimore or the western Maryland office of the board of labor and statistics before he has given it to his employer must bring a note from his parent to the issuing officer stating that the certificate has been lost. On receipt of this note, the issuing officer without further requirement issues a duplicate certificate, which is so stamped. If a certificate is lost after it has been given to the employer and the child is no longer responsible for it, a notice from the employer that it is actually lost is required. The child must then follow the same procedure to secure a duplicate as he would follow were he applying for a subsequent certificate, except that there is no return of the old certificate and, if the child continues to work for the same employer, no new promise of employment.

In the eastern counties no uniform method of issuing duplicates of lost certificates is followed.

STATEMENTS OF AGE.

The officials of the board of labor and statistics in Baltimore, in the western counties, and in Cambridge issue "over-16 statements"² to children who produce proof that they are over the certificate age. These statements are not provided for in the law, but are secured at the instance of employers, who sometimes require children appearing to be under 16 years of age, even though actually over that age, to produce evidence of this kind. The demand for these statements is undoubtedly accounted for to some extent by the fact that, upon demand of an officer charged with the enforcement of the certificate law, employers must furnish evidence that children in their employ "apparently under the age of 16 years" actually are over the certificate age.³ The same evidence is required as for an employment certificate, and the same procedure is followed as in obtaining evidence of age for a regular certificate, except that no temporary statements are issued. In the western counties the child is sometimes given a

¹ For procedure in such instances, see p. 28.

² Form 25, p. 118.

³ A. C. 1911, vol. 3 (1914), art. 100, sec. 19. For the text of this section, see p. 102.

letter permitting employment while he is waiting for evidence of age. In Cambridge statements of age have been issued only to children who had previously obtained certificates. A record of these statements is kept on the same kind of an information card¹ as is used in issuing employment certificates. The evidence, except the parent's affidavit, is returned to the child, but in Baltimore it is stamped: "This document has been accepted as proof of age by the State board of labor [and] statistics for ——."

Five hundred and fifteen of these statements were issued in Baltimore in 1916, an increase of 215 over the preceding year.² Between January 1, 1917, and November 1, 1917, 158 statements of age were issued in the western Maryland counties.³ Very few such statements have been issued in Cambridge.

EVIDENCE OF AGE.

The Maryland law is very specific as to the kind of evidence of age which an applicant for a certificate must submit. He must present, in the order designated, one of the following:

1. A duly attested transcript of a birth certificate from a registrar of vital statistics or other recording officer.
2. A passport or a duly attested transcript of a certificate of baptism showing the date of birth and place of baptism.
3. A parent's affidavit supported by a written certificate of age from the physician appointed to give the regular physical examinations.

The evidence specified in each of the above subdivisions must be required in preference to that specified in each succeeding subdivision, and the parent's affidavit of age must be accompanied by his affidavit that no preferred evidence can be produced.⁴

Baltimore office.—In the Baltimore office of the board of labor and statistics during 1916, transcripts of birth certificates were obtained in 1,240 or 22 per cent of all the cases in which original general or vacation employment certificates were issued.⁵ That birth certificates were not secured more often can be attributed to the fact that in many cases where applications were made for birth certificates for children born in Maryland, none were found on file. The births of many chil-

¹ Form 7, p. 111.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 101; Twenty-fourth Annual Report of the Bureau of Statistics and Information of Maryland, 1915, p. 45.

³ Data obtained at the Cumberland office of the board of labor and statistics. Similar data for 1916 are not available.

⁴ A. C. 1911, vol. 3 (1914), art. 100, sec. 13, as amended by Acts of 1916, chs. 222, 701. For the text of this section, see p. 100.

⁵ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 105.

dren born in Maryland 14 years or more ago were not registered. Although doctors and midwives throughout the State were required by a law passed 20 years ago¹ to register births of children within 4 days after birth, this law was, on the whole, ineffective until strengthened by amendments passed in 1912.² At the time of this study it was asserted that in Baltimore City about 90 per cent of all births were registered and that in many of the counties there had been considerable improvement in the registration of births during the preceding four years.

If an applicant upon his initial visit to the Baltimore office of the board of labor and statistics fails to bring with him a copy of his birth certificate, but presents as evidence of age a baptismal certificate or a passport, it is accepted without first requiring him to obtain a transcript of his birth certificate³ as the law specifies should be done. An exception to this rule occurs when a child born outside Baltimore but in Maryland applies with a baptismal certificate. In this case, before accepting it, the issuing officer inquires of the State board of health⁴ over the telephone as to whether the birth is recorded. After the certificate is granted but before the record of the kind of evidence of age accepted is entered permanently on the information card, the issuing officer attempts to obtain a transcript of the child's birth certificate. If obtained, the transcript is substituted for the other documentary evidence which has been previously accepted.

The baptismal certificate transcript, the second preferred form of evidence required by law, was presented and accepted for 2,946, or over 52 per cent, of the certificates granted in 1916. This transcript must bear the church seal or be written on the official stationery of the church. When this is not the case, its authenticity is verified before it is accepted as evidence. The passport, of equal rank with the baptismal certificate according to the law's classification, is not often presented. In 1916 it was utilized in connection with only 40, or less than 1 per cent, of the applications.⁵

The third and last form of evidence, a parent's affidavit supported by a physician's certificate of age,⁶ which is permitted only when a birth or baptismal certificate or a passport is not available, was accepted for 736, or a little over 13 per cent, of the certificates granted in 1916.⁵ The law states that the parent's affidavit must contain "any

¹ Acts of 1898, ch. 312.

² A. C. 1911, vol. 3 (1914), art. 43, secs. 7-21B. Acts of 1912, ch. 696. The law was further amended in 1914.

³ Form 16, p. 115. An ordinance passed by the city council Mar. 27, 1913, requires that the city board of health furnish transcripts of birth certificates free of charge upon application of the board of labor and statistics. The regular fee is 50 cents.

⁴ The offices of the State board of health are located in Baltimore.

⁵ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 105.

⁶ Form 8, p. 112.

other matter that may assist in determining the age of the child." Under this clause documentary evidence, such as Bible records, bar-mizvah certificates, and other documents satisfactory to the issuing officer, are used when possible to corroborate the parent's statement. Up to June 1, 1916, such evidence was required by law in preference to the parent's affidavit supported by a physician's certificate of age.¹

The physician determines at the time of the regular physical examination² whether or not he will grant the age certificate. If satisfied that the physical development of the applicant approximates that of a normal child of legal working age, he certifies that the child is old enough, in his opinion, to be granted an employment certificate, and this certificate of age, together with the parent's affidavit, constitutes satisfactory evidence of age.

The examination for age consists of a more careful scrutiny of those physical characteristics from which the age may be approximated than is given a child who has presented documentary evidence of age. The eruption of the child's teeth, his facial expression, height, weight, and stage of maturity are noted. The physicians maintain that their examinations can be for physiological age only, as with present medical knowledge it is impossible to determine accurately the chronological age.

During 1916, 409 applicants at the Baltimore office of the board of labor and statistics were refused certificates because the evidence presented showed that they were below the legal age.³

Western Maryland counties.—In the western counties the evidence of age requirements are enforced in the same manner as they are in the Baltimore office of the board of labor and statistics. For the 616 original general and vacation certificates issued in 1916, birth certificates were secured in 192, or 31 per cent, of the cases, transcripts of baptismal certificates in 205, or 33 per cent, and parents' affidavits supported by physicians' certificates of age in 43, or about 7 per cent.⁴

¹ From January, 1916, to June, 1916, this evidence was accepted for 672, or about 12 per cent, of all the certificates issued during the year. Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 105.

² For procedure in making the physical examinations, see p. 39.

³ This number does not include 411 children who were refused because they were "below legal age for specified job." Most of these were children who applied during the summer of 1916 for vacation certificates to work in occupations in which children 12 to 14 had been previously permitted to work during vacation, but in which employment was prohibited by amendments which went into effect in that year. A. C. 1911, vol. 3 (1914), art. 100, secs. 4 and 5, both as amended by Acts of 1916, ch. 222. For the text of these sections, see p. 99. Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 113.

⁴ Up to June 1, 1916, other documentary evidence satisfactory to the issuing officer was required in preference to the parent's affidavit supported by a physician's certificate of age. From January, 1916, to June, 1916, this evidence was accepted for 176, or about 29 per cent, of all the certificates issued during the year. Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 139.

During 1916, 283 applicants for employment certificates were refused because the evidence showed that they were under the legal age.¹

Eastern Maryland counties.—In the eastern counties applicants for certificates are expected to meet the same evidence of age requirements as in other parts of the State. It is, however, particularly difficult for either the issuing officer at Cambridge or the physicians who issue certificates elsewhere in the eastern counties to obtain birth or baptismal certificates for applicants. Birth registration is inadequate. This is particularly true of the births of colored children, who constitute a large proportion of the children securing certificates in this section.² Frequently neither physicians nor registered midwives are present at the births of colored children and their births consequently are not recorded. Baptismal records are kept in but few of the colored churches.

In the majority of cases the parent's affidavit, accompanied by the physician's certificate of age and supplemented in some instances by an entry in the family Bible or some such record, is accepted, and, except in the Cambridge office, no attempt is made to corroborate the evidence by securing birth certificates. Documentary evidence such as a Bible record is often accepted without taking the parent's affidavit. Certificates issued at the canneries are almost invariably given on parents' affidavits, and the physician's certificate of age is always granted, though in rare instances underdeveloped children may be refused employment certificates on the ground of being physically unfit for work. In many cases the issuing physicians take the parent's word as evidence instead of his sworn statement, in spite of the fact that the board officials require the affidavits to be sent to the Baltimore office with the duplicate certificates. In the Cambridge office, however, when a certificate has been granted on other evidence, the issuing officer always attempts later to obtain the birth certificate.

The kind of evidence of age accepted is supposed to be checked on the employment certificate, a duplicate of which is sent to the board of labor and statistics. Except in the Cambridge office, however, the method of entering this information is so inaccurate that it can not be relied upon as representing the facts. Some physicians who state or whose office records show that the usual evidence of age accepted is a Bible record or an affidavit nevertheless send to the Baltimore office duplicate certificates the majority of which indicate that

¹ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 135.

² During 1915, 45 per cent of the children securing original certificates in the eastern counties, less than 3 per cent in Baltimore and less than 1 per cent in the western counties, were colored. Twenty-fourth Annual Report of the Bureau of Statistics and Information of Maryland, 1915, pp. 47, 172, 185. Similar data for 1916 are not available for all sections, but these figures are representative.

birth or baptismal records have been obtained as evidence. According to the records and duplicate certificates sent to the board of labor and statistics by the issuing officers in the eastern counties, which, though unreliable, furnish the only data available, the following kinds of evidence of age were accepted for the 2,948 original certificates issued in 1916: Birth certificates in 412, or about 14 per cent of the cases; baptismal certificates in 370, or about 13 per cent; Bible records or other documentary evidence¹ in 1,831, or over 62 per cent; and parent's affidavits in 335, or about 11 per cent. Fifty-one applicants were refused because they were under the legal age.²

PHYSICAL REQUIREMENTS.

The Maryland child-labor law requires that an applicant for an original general certificate obtain from an authorized physician a signed statement that he is (1) normally developed for his age, and (2) "in sufficiently sound health and physically able" to be employed in the occupation or process in which he is to engage. An applicant for an original vacation certificate must present a signed statement from an authorized physician showing him to be "physically able to undertake the work" for which his certificate is asked. An applicant for either a subsequent general or a subsequent vacation certificate must be reexamined.³

Baltimore office.—The two physicians on duty in the Baltimore office of the board of labor and statistics—one man and one woman—have separate offices, and each examines both boys and girls applying for certificates. One physician is on duty from 10 a. m. to 12 m., the other from about 11.30 a. m. to 1 p. m.

In making these examinations, the board physicians follow and fill in at the time of the examination the schedule printed on the child's information slip.⁴ No particular method of procedure is indicated on this schedule; it contains merely an enumeration of the points to be covered in the examination. Both board physicians follow a similar procedure.

First, they obtain the height and weight of the child and the measurement of the chest at rest, at inspiration, and at expiration. They have adopted minimum standards of height and weight with which applicants must comply to obtain certificates. These standards,

¹ Up to June 1, 1916, "other documentary evidence satisfactory to the issuing officer" was required in preference to the parent's affidavit supported by the physician's certificate of age.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 157, 160.

³ A. C. 1911, vol. 3 (1914), art. 100, sec. 11, as amended by Acts of 1916, ch. 222; sec. 13, as amended by Acts of 1916, chs. 222, 701; sec. 15, as amended by Acts of 1916, ch. 222. For the text of these sections, see pp. 100, 101.

⁴ Form 7 (both face and reverse), pp. 111, 112.

which are based on previous experience in examining children, are as follows:¹

Minimum height, 4 feet 8 inches.

Minimum weight, 75 pounds for any kind of factory work.

Boys under 75 pounds and over 65 pounds allowed to be office boys, errand boys, or messengers.

Girls under 75 pounds and over 65 pounds allowed to be errand girls or messengers.

All under 65 pounds refused.

Next they examine the child's eyesight, hearing, skin, nose, teeth, throat, heart, and lungs. The arm is also examined for a vaccination scar. The eyesight is tested by means of the Snellen chart placed at a distance of 15 feet. A test for color blindness, in which different colored yarns and wooden blocks are used, is also given. Hearing is usually tested only incidentally, in the course of conversation with the child, but if trouble is suspected a watch is used. External examination only is made of the nose. The teeth and throat are examined by the naked eye, the tongue being depressed with a wooden spatula. The heart and lungs are examined with the stethoscope. If the child is a boy, the stage of maturity is determined by actual examination; if a girl, merely through answers to the physician's questions, actual examination being made only in case of indicated or suspected trouble. In addition, each child is questioned in regard to his physical history and that of his parents; not much information, however, has been obtained in this way.

The physical examination usually requires about five minutes. In case serious defects are detected a more thorough examination is made. Tuberculosis suspects are sent to tuberculosis clinics. Crippled children are sent to orthopedic clinics.

The physical examination of children who apply for subsequent certificates is similar to that of those who apply for original certificates, if several months have elapsed since they were last examined. If, however, a child applies for a subsequent certificate within a short time after his first physical examination and appears to be in good health, his second examination consists merely of taking his height and weight.

Children who are found to have physical defects may be grouped in four classes. The first class is made up of those who are refused certificates temporarily until they have certain defects remedied. Among the children in this class are those with defective vision and those who have not been vaccinated. The second class consists of children who must have defects corrected before they will be granted regular certificates, but who are allowed to work on temporary certificates for a specified time while undergoing treatment. Poorly

¹Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 151.

nourished children—who nevertheless do not fall below the minimum standard—are included in this class. The third class is made up of children who are not allowed to engage in the specific occupations for which they have presented employment tickets but must obtain work better adapted to their physique. The fourth class consists of those who are refused certificates permanently because they have very serious physical defects, such as heart disease, tuberculosis, or epilepsy.

Of all the diseases and defects found by the physicians, with the exception of defects in teeth, those of vision predominate. In case of slight eye trouble, the child is instructed how to care for his eyes. In a more serious case the physician requires the child to procure glasses before permitting him to go to work.

In securing proper treatment for physically defective children, the board physicians have had not only the exceptionally skillful and extensive service of local dispensaries and hospitals, but also the free assistance of specialists and the help of the visiting nurse association and the city health department. A large percentage of the children sent for treatment return cured and are granted certificates.

As a result of the physical examinations of children who apply for subsequent certificates, the physicians have sometimes been able to determine the effect of certain occupations upon individual children. Whenever a case of occupational disease¹ is found, full report is made to the State department of health as the law requires. A copy of the report made in the case of a girl who had worked in a tobacco factory and who was suffering from nicotine poisoning, is given in the appendix.²

During 1916, when 11,541 certificates were issued, the board physicians refused—either conditionally or unconditionally—183 applications for general and 124 for vacation certificates. Of the children applying for general certificates, 70 were refused because they were under size or under weight, or because they were not normally developed; 61 because of defective vision; 24 because they were not vaccinated; 7 because of adenoids and diseased tonsils; and 21 for other causes.³

¹ The law requires the report of certain specific occupational diseases and of "any other ailment or disease contracted as a result of the nature of the patient's employment." A. C. 1911, vol. 3 (1914), art. 43, sec. 5G.

² Form 26, p. 119. This girl was examined by a board physician on Feb. 2, 1915, after she had been working as a preparer in a cannery, and her health was found to be normal. She then went to work in a tobacco factory, and when she was again examined on Jan. 25, 1916, was found to be anemic and to have a heart murmur. Next she worked in a paper-box factory, and when examined on Mar. 7, 1916, was found to have recovered from her anemia and heart murmur and to have gained 10 pounds in weight. [The employment of children under 16 is now prohibited in tobacco factories. A. C. 1911, vol. 3 (1914), art. 100, sec. 8, as amended by Acts of 1916, ch. 222.]

³ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 101, 113, 118.

Western Maryland counties.—In the western Maryland counties applicants for employment certificates are examined by physicians appointed by the county school superintendents. The physicians follow the schedule on an information slip¹ identical with that in use in the Baltimore office. From 5 to 10 minutes is required for each examination. Practically the same procedure has been adopted as that used by the board physicians in Baltimore. One of the physicians uses the watch-tick test in examining for hearing. They make use of the temporary certificate only occasionally. Local physicians give their services without charge to children who are unable to pay for the necessary treatment.

When a child applies for a subsequent general or vacation certificate, his height, weight, and chest measurements are obtained, but he is given another physical examination only if (1) a year has elapsed since the previous examination; (2) he is changing from one industry to another; or (3) defects for which treatment was recommended were noted at the time of his previous examination.

During 1916, when 709 certificates were issued, 12 children were refused certificates because of physical defects.²

Eastern Maryland counties.—In the eastern counties the physicians appointed by the county school superintendents to give the physical examinations use the same information card as is used in the Baltimore office.

The thoroughness of the physical examination depends entirely upon the physician who makes it and the circumstances under which the child is examined. Only one of the physicians interviewed used any eye test. Many of the physicians often rely upon the child's own statements or his general appearance as an index of his health instead of making a detailed examination. They have been instructed³ by the board of labor and statistics to require applicants to meet the same height and weight standards as those adopted for the Baltimore office of the board. Some but not all of the physicians have followed these instructions.

As a rule, if a county physician examines a child in his office, the examination is more thorough than if, as is frequently the case, he examines him on cannery premises, where proper facilities are lacking and many examinations are made in one day. One physician interviewed, who issues certificates only at canneries, stated that his usual examination consists merely of taking the child's height and observing whether or not he appears to be in good health.

¹ Form 7 (both face and reverse), pp. 111, 112.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 133, 135.

³ For instructions, see p. 125.

Except in Cambridge, where a reexamination is given, a child who applies for a subsequent certificate is usually granted one without a further physical examination.

Temporary certificates, pending correction of defects, are issued occasionally by the physician who examines children at the Cambridge office of the board, but are seldom used by the physicians issuing certificates in the eastern counties.

The reports from physicians for the year 1916 showed that in the eastern counties in that year, when 2,967 certificates were issued, 17 children were refused because of physical defects.¹

EDUCATIONAL REQUIREMENTS.

An applicant for either a general or a vacation employment certificate, according to the certificate law, must satisfy the issuing officer that he can read intelligently and write legibly simple sentences in English, and the issuing officer must sign and file in his office a statement to this effect before he grants an employment certificate.² In addition, as evidence of his educational fitness for work, the child who applies for an original general certificate must present a school record which contains a statement certifying that he has regularly attended school as prescribed by law during some year after his thirteenth birthday; that he is able to read intelligently and write legibly simple sentences in English; that he has completed a course of study equivalent to five yearly grades in reading, spelling, writing, English language, and geography; and that he is familiar with the operations of arithmetic up to and including fractions. This school record must also contain the child's name, date of birth, and residence as shown on the school register, and the name of his parent or guardian. It must be filled out and signed by the school principal or chief executive officer of the school last attended, must be furnished without charge to a child entitled thereto,³ and must be approved by the officer issuing the certificate.⁴

The school record form⁵ drafted and supplied by the board of labor and statistics has spaces for entering all the data required by law except the statement that the child can read intelligently and write legibly simple English sentences. It is assumed that, in certifying that the child has completed the required grade, the school

¹ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 154, 160.

² A. C. 1911, vol. 3 (1914), art. 100, sec. 14, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 101.

³ A. C. 1911, vol. 3 (1914), art. 100, sec. 17. For the text of this section, see p. 102.

⁴ A. C. 1911, vol. 3 (1914), art. 100, sec. 13, as amended by Acts of 1916, chs. 222, 701. For the text of this section, see p. 100.

⁵ Form 6, p. 111.

principal also certifies that he has attained the necessary proficiency in the English language.

The Maryland education law of 1916 provides that every child residing in a county of the State who is 14 years of age shall attend some public or equivalent school for a period of at least 100 days which shall be as nearly consecutive as possible and shall begin not later than November 1, and that every child residing in a county who is 15 or 16 years of age shall comply with the same provisions unless he has completed the work of the public elementary school,¹ that is, the seventh grade.² In Baltimore City, however, a child who has reached the age of 14 years and who is lawfully employed is exempt from school attendance.³

Because the educational standard of the county compulsory school-attendance law requires a child to be at least 15 years of age and to have completed the seventh grade before he is entirely exempted from school attendance, the board of labor and statistics has ruled that a child residing in one of the counties must complete the seventh grade before he can secure a general employment certificate. According to a literal interpretation of the law a child 14 years of age residing in one of the counties, even though he has completed the seventh grade, should attend school for at least 100 days and for the entire session if not lawfully employed, but after conference with the State superintendent of schools the board further ruled that such a child may be granted a general employment certificate, exempting him entirely from school attendance as long as he is employed, provided he fulfills the requirements of the certificate law.

Baltimore office.—To comply with the requirements of the certificate law, the school record should contain a statement certifying that the applicant has completed the fifth grade or an equivalent course of study.⁴

In Baltimore City this is interpreted to require completion of the second half of the fifth grade and promotion into the sixth. As has been previously noted,⁵ the educational requirements are waived and temporary certificates issued in certain cases to mentally defective children.

During 1916, 3,657, or approximately 99 per cent, of the children granted original general certificates brought school records stating that they had completed the fifth or a higher grade. Of these approximately 34 per cent had completed the fifth, 30 per cent the sixth, 18 per cent the seventh, 15 per cent the eighth, and 2 per cent a

¹ A. C. 1911, vol. 3 (1914), art. 77, sec. 162, as amended by Acts of 1916, ch. 506. For the text of this section, see p. 97.

² Ruling by the State superintendent of public instruction.

³ A. C. 1911, vol. 3 (1914), art. 77, sec. 153. For the text of this section, see p. 96.

⁴ A. C. 1911, vol. 3 (1914), art. 100, sec. 17. For the text of this section, see p. 102.

⁵ See p. 32.

higher grade. Thirty-eight of the children, or about 1 per cent, had not completed the fifth grade.¹

If the issuing officer is satisfied that the educational qualifications of an applicant are as stated in his school record, the child is given no educational test except that he is required to sign his name and write the sentence "If I change work, I must get a new permit" on his information card.² This is the only attempt to comply with the provision of the law requiring a literacy test. Should the issuing officer have reason to doubt that the child has actually fulfilled the fifth grade requirements as specified in the law, even though his record states that he has completed the fifth grade in the school which he has attended, he gives a test in performing simple operations in fractions. All children who present parochial-school records are required to pass this test unless their records show that they have completed the eighth grade. The following is a fair sample of this examination:

$$2\frac{1}{2}$$

$$3\frac{1}{3}$$

$$5\frac{1}{9}$$

$$\frac{2\frac{1}{2} \times 3\frac{1}{3} \times 5\frac{1}{9}}{?}$$

$$\frac{2}{3} \div \frac{7}{24} = ? \quad \frac{3}{4} \times \frac{6}{27} \times \frac{8}{13} \times \frac{7}{9} = ?$$

No time limit is set for these tests, and a child who fails the first time may be given another examination, in the discretion of the issuing officer. The only provision in the law for the examination is the statement that the preliminary papers required for the certificate—one of which is the school record—must be "approved" by the issuing officer. During 1916, 79 children attending private or parochial schools presented school records showing completion of the fifth grade, but were refused certificates because they failed to pass the educational test given by the issuing officer.³

Children living in the adjacent counties who obtain their certificates at the Baltimore office are required to present school records showing that they have completed the seventh grade and passed into the eighth. No educational test is given.

Although the law states that the school record should show regular attendance as required by law during some year after the child's thirteenth birthday,⁴ no particular number of days' attendance is required if the child possesses the grade qualification.

¹ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 102, 103. The children who had not completed the fifth grade were granted certificates upon the recommendation of the school authorities stating that they were incapable of making further progress in their studies. In 1916 such children were granted general certificates subject to supervision, instead of temporary certificates, as was the case at the time of this study.

² Form 7, p. 111.

³ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 112.

⁴ A. C. 1911, vol. 3 (1914), art. 100, sec. 17. For the text of this section, see p. 102.

An applicant for a vacation certificate must sign his name and write "If I change work, I must get a new permit" on his information card, but he does not have to fulfill any other educational requirements or pass any other literacy test.

A vacation certificate issued during the school term to a child living in Baltimore permits his employment only outside school hours. But a child from one of the adjacent counties applying at the Baltimore office may secure a vacation certificate permitting all-day employment provided he presents a school record showing that he has completed his 100 days' attendance during the current school year.

Children who have applied for certificates and are unable to meet the educational requirements may attend one of the ungraded classes which are to be found in 20 of the public schools of Baltimore. In these classes, some of which have been established primarily for immigrant children, pupils are given special drill in the subjects which are hard for them to master. In some cases parochial-school children who have failed to pass the arithmetic test given by the board have entered such classes to obtain the coaching necessary to overcome their deficiencies. Very few children, however, attend these classes for the purpose of fulfilling employment certificate requirements.

During 1916 the Baltimore office of the board of labor and statistics refused 64 applicants for vacation certificates and 899 applicants for general certificates because they did not meet the educational requirements.¹

Western Maryland counties.—Applicants for general employment certificates in the western Maryland counties are required to present school records which show completion of the seventh grade before they are granted such certificates, because this is the standard of the county compulsory school-attendance law, which is higher than that of the State certificate law. The issuing officer, however, always accepts the school records presented without giving a further educational test. The only literacy test given is the requirement that the applicant sign his name on the information card. No particular number of days' attendance during the preceding year is required if the child fulfills this grade qualification.

The board of labor and statistics, however, through an agreement with the county school authorities, permits children over 14 years of age who have not completed the seventh grade to secure so-called vacation certificates which allow them to work throughout the entire year provided they attend evening school regularly until they have fulfilled the educational requirements. As for a general certificate, the literacy test consists in the writing of the child's signature.

¹ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 113.

In Allegany County evening schools have been established in Cumberland, Frostburg, Lonaconing, and Mount Savage. They are maintained by private enterprise, and each child is charged \$2.50 per month tuition. The classes which they must attend are held on Mondays, Wednesdays, and Fridays from November 1 to June 1 for at least two hours each evening. The children are instructed in fifth, sixth, seventh, and eighth grade English, arithmetic, geography, history, hygiene, and penmanship. In Hagerstown in Washington County there are two pay evening schools where a tuition fee of 75 cents a week is charged, and also a free school maintained by the public-school authorities. The classes of the pay schools are held four evenings and of the free school five evenings a week for sessions of two hours each. The required attendance is the same as that in the evening schools in Allegany County. The courses given are adapted to children of from fourth to seventh grade standing. All these evening schools, both public and private, are conducted under the supervision of the county board of education. As there are no evening schools in Frederick and Garrett Counties a child living in either of those counties can not obtain a certificate permitting him to work throughout the entire year until he has completed the seventh grade.

From January 1 to November 1, 1917, vacation certificates of this kind were granted to 84 children in Cumberland, 20 in Mount Savage, 15 in Lonaconing, and 15 in Frostburg, in Allegany County. Approximately 190 were issued in Hagerstown in Washington County. A number of these children had not completed the fifth grade.¹

A child who is granted a regular vacation certificate allowing him to work throughout the year except during such time as the education law requires his attendance at day school must sign his name on the information card. No other educational test is given. If he is to work during school hours, however, he must bring a school record showing that he has fulfilled the required school attendance of 100 days during the current school year.

Because children who have not fulfilled the educational requirements for general certificates are allowed to work during the entire school year provided they attend evening school, the issuing officer has not had occasion to deal with the problem of mentally defective children.

During 1916, 138 children were refused employment certificates because they did not meet the educational requirements.²

¹ Data obtained at the Cumberland office of the board of labor and statistics.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 135. This number includes both children refused before the plan of granting certificates on condition of attendance at evening school was adopted and those refused because they would not agree to attend evening school.

Eastern Maryland counties.—A child who applies for a general or a vacation employment certificate at the Cambridge office of the board of labor and statistics must fulfill the same requirements as described for the western counties. In addition, if he applies for a general certificate, he must write on his information slip such a sentence as "If I change work, I must get a new permit," or if he applies for a vacation certificate, "I am going back to school." An applicant for a general certificate is usually required also to bring a statement from the attendance officer that he has completed the seventh grade. No certificates are issued permitting children to work throughout the year provided they attend evening school.

The physicians who issue certificates elsewhere in the eastern counties usually require an applicant for an original general certificate to present a school record stating that he has completed the seventh grade, but sometimes the child's word is taken as to his grade in school. He is always required to sign his name on the information card. An applicant for a vacation certificate usually need not present a school record nor pass any educational test other than signing his name on the information card. One physician interviewed, however, stated that he required the presentation of a school record showing that the child was sufficiently advanced to be able to read and write before granting a vacation certificate.

The reports from physicians showed that during 1916 eight children were refused certificates because they were unable to meet the educational requirements.¹

ENFORCEMENT.

In Maryland, as in other States, there is a direct relation between the enforcement of the employment certificate and of the compulsory school-attendance laws. These laws, as has been seen, are briefly as follows: Throughout the State children between the ages of 12 and 16 who enter regulated industries or change their occupations or employments after entering must secure employment certificates from the authorized issuing officials, and their employers must place the certificates on file in the establishments where they are employed.² In Baltimore City all children between 12 and 14 and children between 14 and 16 who are not regularly and lawfully employed must attend school during the entire school year.³ The education law applying to the counties requires children 12 years of age to attend school during the entire school year and those 13 and 14 to

¹ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 160.

² A. C. 1911, vol. 3 (1914), art. 100, secs. 9 and 16, both as amended by Acts of 1916, ch. 222. For the text of these sections, see pp. 100, 102.

³ A. C. 1911, vol. 3 (1914), art. 77, sec. 153. For the text of this section, see p. 96.

attend for at least 100 days and for the entire session unless they are regularly and lawfully employed. Children 15 and 16 years of age are subject to the same requirements as children 13 and 14 until they have "completed the work of the public elementary school"; i. e., until they are graduated from the seventh grade.¹ According to the interpretation of the law given to the county superintendents by the State superintendent of schools, however, school attendance is not compulsory above the elementary school² and children 12 years of age and over, therefore, are not required to attend school after completing the seventh grade. But few children have completed that grade before 14 years of age.

Three principal groups of officials enforce the employment certificate and compulsory school-attendance laws. They are: (1) The persons who issue certificates, namely, the officials of the board of labor and statistics in Baltimore, the western Maryland counties, and Cambridge in Dorchester County, and the physicians appointed by the school superintendents elsewhere throughout the State; (2) the inspectors appointed by the board of labor and statistics, whose duty it is to inspect places of employment throughout Maryland for children under 16 years of age engaged in any occupation without certificates which permit their engaging in that specific kind of work;³ and (3) the school attendance officers appointed by the board of school commissioners in the city of Baltimore and by the boards of education in the counties, who must enforce the school attendance requirements,⁴ and who may inspect establishments for violations of the child-labor law and prosecute violators.⁵ In the main, as has been stated, the powers of inspection are exercised by the inspectors of the board of labor and statistics, since they are the persons directly charged with the enforcement of the certificate law. In some of the counties, however, the attendance officers have also acted as factory inspectors. The section of the labor law stating that attendance officers, as well as factory inspectors, "shall require" that employment certificates be produced for their inspection⁶ is not construed as obligating attendance officers to inspect establishments. Thus, while both groups of officials have powers of factory inspection in common, the inspectors usually visit places of employment and the attendance officers usually visit homes. Although the attendance

¹ A. C. 1911, vol. 3 (1914), art. 77, sec. 162, as amended by Acts of 1916, ch. 506. For the text of this section, see p. 97.

² "One Year of Compulsory School Attendance in Maryland, 1916-1917," issued by the Maryland State Board of Education, p. 7.

³ A. C. 1911, vol. 3 (1914), art. 100, secs. 34 and 35; sec. 48, as amended by Acts of 1916, ch. 222. For the text of these sections, see pp. 103, 104.

⁴ A. C. 1911, vol. 3 (1914), art. 77, sec. 156, as amended by Acts of 1916, ch. 506, and sec. 157. For the text of these sections, see p. 96.

⁵ A. C. 1911, vol. 3 (1914), art. 77, sec. 166; art. 100, secs. 34, 35. For the text of these sections, see pp. 98, 103.

⁶ A. C. 1911, vol. 3 (1914), art. 100, sec. 10. For the text of this section, see p. 100.

officers have the power to prosecute for violations of the child-labor law¹ they do not exercise this power to prosecute employers, but leave such prosecutions entirely in the hands of the board of labor and statistics.

In addition, the officials who are responsible for the taking of the school census should be mentioned, as this census is of assistance in enforcing the compulsory school-attendance law. In Baltimore City an annual enumeration of children of school age is made by the police commissioners² and in the counties, beginning in 1918, a school census will be taken biennially by the county boards of education, according to the rules of the State board.³

Any factory inspector or attendance officer is liable to a fine of not more than \$10 if he knowingly or willfully violates or fails to comply with the provisions of the child-labor law, and any person who interferes with either of these officials in the performance of his duties in this connection is liable to a fine of not more than \$10 or imprisonment for not more than 10 days, or both.⁴

Any person having a child under his control who fails to send the child to school as required by law is liable to a fine of not more than \$5.⁵ If a person induces a child to "absent himself unlawfully" from school, or employs during school hours a child who should be in school, he is liable to a fine of not more than \$50.⁶ Any attendance officer may arrest without warrant a child between the ages of 8 and 16 years who is a truant from school and found away from his home, and may return the child to school or to his parents.⁷

The enforcement of the compulsory school-attendance and of the employment-certificate laws may be discussed from two points of view: First, the supervision of children who are, or should be, attending school, and, second, the supervision of children who have left school and have entered industry. The first group is supervised (1) through the system employed by the school authorities to keep in school, by following up absentees, the children already enrolled, and (2) through the method of locating, by means of the school census, children who should be enrolled. The second group is supervised through the methods adopted by school authorities and issuing officials to follow up (3) children who, in the course of their transition from school to industry, are applicants for employment certificates; and (4) children who, after they have entered industry,

¹ A. C. 1911, vol. 3 (1914), art. 100, sec. 34. For the text of this section, see p. 103.

² A. C. 1911, vol. 3 (1914), art. 77, sec. 159. For the text of this section, see p. 97.

³ A. C. 1911, vol. 3 (1914), art. 77, secs. 12F, 21B, 25M, all as added by Acts of 1916, ch. 506. For the text of these sections, see p. 95.

⁴ A. C. 1911, vol. 3 (1914), art. 100, secs. 42 and 43, both as amended by Acts of 1916, ch. 222. For the text of these sections, see p. 104.

⁵ A. C. 1911, vol. 3 (1914), art. 77, sec. 154. For the text of this section, see p. 96.

⁶ A. C. 1911, vol. 3 (1914), art. 77, sec. 155. For the text of this section, see p. 96.

⁷ A. C. 1911, vol. 3 (1914), art. 77, sec. 157. For the text of this section, see p. 96.

change from one occupation to another or stop work entirely. The methods used in inspecting industrial establishments to detect children who may be employed without certificates apply to both groups.

SCHOOL ATTENDANCE.

Every principal or head teacher of any school in the State, whether public, private, or parochial, is required by law to report to the school commissioners of the county¹ or of Baltimore City or to the authorized attendance officers the names of all children who have been absent from school, without lawful excuse, three days within a period of eight consecutive weeks.² In practice, the county boards of education require teachers to make monthly reports to the attendance officer of all children absent three days during the month, while the Baltimore department of education requires reporting to the attendance department truants or suspected truants who have been absent one session, and irregular attendants who have been absent two or more sessions within five consecutive days. The rules for Baltimore City state further that "pupils habitually regular in attendance, though absent six consecutive sessions, should not be reported if the teacher is reasonably sure that the absence is excusable." This is to avoid, as far as possible, unnecessary investigation of children absent because of sickness or other unavoidable cause, and to utilize the services of the attendance officers to most advantage in returning to school actual truants and irregular attendants.

Parochial and private schools have not been required either in Baltimore City or in the counties to comply with these rules for reporting absentees, but the majority of them do so voluntarily.

Baltimore City.—In Baltimore City the compulsory school-attendance law is enforced by a special school-attendance department, the personnel of which consists of a chief and 12 other attendance officers, all women, appointed by the board of school commissioners. Each school-attendance officer covers a district containing from 6 to 11 public schools.

When a public-school teacher reports an absence for investigation, she enters the data relating to the case on two original and two duplicate forms³ in an attendance book which is kept in the office of the principal; as these forms are identical, the same information is recorded four times. One of the original and one of the duplicate forms she removes from the book, keeping the duplicate for reference

¹ The terms "county school commissioners" and "county board of education" are used synonymously in the law.

² A. C. 1911, vol. 3 (1914), art. 77, sec. 160. For the text of this section, see p. 97.

³ Form 27, p. 120.

until final disposition of the case, and dropping the original in a box from which it is taken by an attendance officer on one of her semi-weekly visits to the school. The attendance officer, after she has looked up the case and the pupil has either returned to school or been withdrawn from school, makes her report on this original form, and it is then filed in the office of the attendance department. Of the other set of forms, the original is sent on the second Saturday of each month by the principal of the school to the office of the attendance department, and it is filed there as a permanent record, and the duplicate is left in the attendance book as a permanent school record. The attendance officer enters her report and the teacher notes the date of the child's return to school on both these forms if the original has not already been sent to the attendance department. Otherwise these entries are made on the duplicate form only.

In addition to investigating public-school absences, the attendance officers investigate absences from those parochial schools where the teachers voluntarily cooperate with the public-school officials. The method of reporting in these cases is not uniform. In some cases the attendance officer visits the parochial schools at frequent intervals and in others the lists of absentees are mailed to her.

In the public schools a child to whom a school record has been issued is not dropped from the rolls until the school is notified by the board of labor and statistics that he has secured a certificate; if absent, he must be reported like any other absentee. The fact that he has received a school record is noted on the report of absence, and the attendance officer, either by telephone or in person, finds out whether he has applied for a certificate and, if so, what has been done in regard to his application. The usual practice is not to issue a school record until the child presents an employment ticket signed by an employer.

If an attendance officer is told by a parent that an absent child is at work, she goes to the alleged place of employment, provided it is located within her district, to see if an employment certificate is filed. But if the child is employed in some other district the case is not transferred to the officer in the other district. Instead, the officer investigating telephones to the employer to ascertain whether he has a certificate on file for the child in question, and inquiry is made of the board of labor and statistics as to whether the certificate has been issued. If the employer states that he has a certificate on file, and if this information is corroborated by the board, no further investigation is made. Violations of the child-labor law discovered by the attendance officers are reported to the board of labor and statistics.

When a child transfers from one Baltimore public school to another, the principal of the school which he leaves mails a transfer card to the principal of the school which he intends to enter. If the child does not put in an appearance at the new school, the principal of that school notifies the school-attendance department. The same system of dealing with transfers is followed by some of the parochial-school principals, but the public-school forms are not used. When a child transfers from a school outside Baltimore City to one in Baltimore, but fails to enter the city school, there is no regular method of locating him until the next school census is taken. Occasionally, however, the principal of the school which the child is leaving sends the school-attendance department the child's Baltimore address. And the school-attendance officers state that families in the neighborhoods which they visit keep them posted as to new arrivals.

If a parent does not comply with the request of an attendance officer to return his child to school, the head of the school-attendance department sends a letter of warning, and, if this is of no avail, requests a magistrate to send the parent a special form of summons to appear before him. If the warning given by the magistrate when the parent appears has no effect, a warrant is issued for the parent's arrest, and he is usually fined \$1 and costs. The costs amount to \$1.70. A flagrant offender may be required to pay the maximum fine of \$5. If a parent is unable to control his child, the case is brought before the juvenile court, and, if there appears to be no better alternative, the child is sent to the Parental School.

The work of the Baltimore school-attendance department in keeping children in school is shown in the following statistics taken from the report of the assistant superintendent of public instruction for the year ended June 30, 1917:¹

	Number.
Cases investigated.....	48,644
Absentees.....	36,525
Truants.....	2,908
Nonattendants put into school.....	201
Special cases.....	3,820
Visits to homes.....	47,268
Visits to schools.....	6,899
Refused permits to work.....	963
Magistrate cases.....	684
Prosecutions before the juvenile court.....	118
Committed to Parental School.....	50

Western and eastern Maryland counties.—In the counties the school-attendance law is enforced by attendance officers, one for each

¹ This report is on file in the office of the Baltimore City Board of School Commissioners.

county, appointed by the county boards of education.¹ Monthly reports of pupils absent for three or more days during the month are sent from each school to the county attendance officers on forms prescribed by the State board of education and furnished by the county boards. Upon receiving these reports the attendance officer visits the parents whenever possible; otherwise a form letter demanding the child's return to school is sent. Whenever the amount of the attendance officer's work permits, the letter is followed up by a visit. Reports of what has been done are sometimes made by the attendance officer to the school, but not always. In some counties the form letter sent to the parent, or left by the attendance officer when he visits the home, contains instructions that the child take it to his teacher. On this form is a statement that the child has returned to school, which, when the child has actually returned, is signed by the teacher; the form is then sent back to the attendance officer. When this form is not used, especially in the country districts, it often happens that the officer does not know whether a child has returned to school until he receives the next monthly report.

In addition to these monthly reports, the attendance officers in some of the counties instruct the teachers to use a special "urgent" form for sending in reports of cases which should be investigated immediately. These are sent whenever the teacher thinks it advisable, and the attendance officer either sends a letter to the parent notifying him that he must return the child to school, or if possible makes a special visit. The attendance officer makes a record of what has been done on the reverse side of the form used by the teacher to report the absence and returns it to the school.

There are few parochial or private schools in the counties. Most of them cooperate with the public-school officials by reporting absentees to the county attendance officers.

If a parent persists in a violation of the compulsory-education law, the attendance officers in some of the counties ask a magistrate to send him a notice threatening a summons if he does not send his child to school. If this has no effect, prosecution is sometimes instituted, as in Baltimore City. The general policy, however, is not to prosecute unless it is absolutely necessary. Cases are often dismissed, and even when a parent is convicted the fine is frequently suspended.

Many of the attendance officers inspect establishments in their territory, both to discover children who should be enrolled but who

¹In Worcester County at the time of this study the work of the attendance officer was being performed by the primary supervisor and the superintendent of schools. In Baltimore County the attendance officer has two assistants. Since the completion of this study, the education law has been amended so as to permit the State board of education in its discretion to excuse any county from employing an attendance officer and to designate the county superintendent of schools, the primary supervisor, or the statistical clerk to perform the duties of attendance officer. [Acts of 1918, ch. 494.]

are working illegally and to put back in school enrolled children who have gone to work without certificates or on certificates illegally issued. If an attendance officer finds a child working illegally she orders him to return to school and reports the violation either to the representative of the board of labor and statistics having jurisdiction in that county or to the Baltimore office of the board if no particular inspector has jurisdiction. A violation reported to the Baltimore office or to the representative of the board in the western counties is followed by an investigation by an inspector and a report to the attendance officer. The inspector for the eastern-shore counties sometimes visits the establishment in which the violation is said to have occurred, but he makes no report to the attendance officer.

SCHOOL CENSUS.

An annual school census in Baltimore City is provided for by law,¹ and beginning in 1918 a school census must be taken biennially in the counties.² Before 1914 the census in Baltimore City, which included all children between 6 and 16 years of age, was taken each year by the members of the police force in the early part of September at the same time as the enumeration of voters.³ The census as thus taken was very incomplete; not over 60 per cent of the children of school age, it is estimated, were recorded. The principal reasons for this incompleteness were that the enumeration of children was subordinated to the enumeration of voters, and that policemen worked outside of their usual districts and in localities where they were not well acquainted.

Beginning in November, 1914, a special annual census of Baltimore children between the ages of 6 and 18, inclusive, has been made in accordance with a law passed in that year. The census is taken under the direction of the police commissioners and is furnished by them to the school commissioners. The name, address, age, color, sex, and place of birth of each child must be recorded, together with the place of birth of each parent, and the school attended by the child, or, if he is not at school, his employment or the fact that he is not employed.⁴ The effectiveness of the census has been greatly increased not only because it no longer includes the enumeration of voters but because both the method and time of taking it have been changed. Under the new arrangement the work is done by post

¹ A. C. 1911, vol. 3 (1914), art. 77, sec. 159. For the text of this section, see p. 97.

² A. C. 1911, vol. 3 (1914), art. 77, secs. 12F, 21B, and 25M, all as added by Acts of 1916, ch. 506. For the text of these sections, see p. 95.

³ A. C. 1911, vol. 1 (1911), art. 33, secs. 17, 18; A. C. 1911, vol. 2 (1911), art. 77, sec. 159.

⁴ A. C. 1911, vol. 3 (1914), art. 77, sec. 159. For the text of this section, see p. 97. For the census form, see Form 28, p. 120.

instead of by precinct, so that each policeman records the children on his beat. Moreover, the month selected for the enumeration is November, when the children are likely to be in town, whereas when the census was taken just before or soon after school opened, many children were out of the city, either at work in the county canneries or away for other reasons.

Notwithstanding the incompleteness of enumeration previous to 1914, good use was made of the results obtained. The enumeration books, which contained the name, age, and sex of each child, together with the school last attended and the name and address of the parents and, if the child was employed, of the employer, were turned over by the police to the school-attendance department. A clerk then made a list of all children recorded as neither in school nor at work. To each attendance officer was sent a list of such children in her district. In addition to following up these cases, each attendance officer compared the names of the children in her district recorded on the census rolls as attending public school with the names of those actually on the school registers to discover other unenrolled children. By this means there was a real checking of census with school enrollment. Now that the new enumeration system has resulted in a more complete and accurate listing of children of school age, this method of using the census lists to discover children who should be enrolled in school is a material aid in enforcing the compulsory school-attendance law.

APPLICANTS FOR CERTIFICATES.

Baltimore office.—The board of labor and statistics sends to each Baltimore City school a report¹ of the names of children from that school granted original certificates, whether regular or temporary, which permit employment during school hours. These reports, which are sent to all schools, whether public, private, or parochial, are made daily throughout the school year, and a list of all such certificates issued during vacation is sent to each school at the beginning of the term.

Children who apply for certificates and are refused for any reason are reported weekly to the school-attendance department. This report includes children refused (1) unconditionally; (2) until physical defects are corrected; and (3) until a promise of employment in another occupation is secured. It is made on cards,² one for each child, and gives identification data and the reason for the refusal. The information cards of all applicants who have been neither definitely refused nor granted certificates are kept in a "held-up" file.

¹ Form 29, p. 120.

² Form 11, p. 113.

Ordinarily, at the end of each month, the board reports¹ to the attendance department all the applicants during that month whose names are in this file and who have not been included in the weekly report of refused cases. On account, however, of the increasing amount of certificate-issuing work which must be performed by a small office force, these reports at the time of this study were made only two or three times during the school year. Since that time the practice of making these reports monthly has been resumed. The name of an applicant who comes to the office unaccompanied by his parent and without any preliminary papers is not included in any report, as no information card is made out for such a child.

After receiving these reports, the school-attendance department looks up as soon as possible the children who have not already returned to school. Children from private or parochial schools are followed up as well as those from public schools.

The following is a summary of the findings as to cases so referred to the school-attendance department by the board of labor and statistics during 1916:²

Total cases reported.....	951
Returned to school.....	593
In domestic service.....	182
At work with certificates.....	41
Left city.....	36
Became 16 years of age.....	24
Not located.....	22
Physically or mentally disabled.....	12
Dropped by attendance department.....	12
Not living in Baltimore City.....	8
Committed to institution.....	1
Cases pending.....	20

The board of labor and statistics sends monthly to the school authorities in Baltimore, Anne Arundel, and Howard Counties lists of all applicants from those counties to whom certificates have been issued or refused.

Western Maryland counties.—The representative of the board of labor and statistics in the western counties makes reports to the county attendance officers which are similar to those sent by the board to the school-attendance department in Baltimore. These reports, however, are usually made by telephone whenever certificates are issued, refused, or held up, instead of being sent at regular intervals on the forms used in Baltimore. Reports of certificates issued and refused during vacation are made to the attendance officers at

¹ No special form is used for this report.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 95.

the beginning of the school year. A record of certificates refused is kept in the office on the same forms¹ as are used in Baltimore for the weekly report of refused cases.

In towns where children who have not completed the seventh grade are permitted to work on vacation certificates provided they attend evening school, the names of all children to whom such certificates have been issued are reported to the county attendance officer and to the principal of the evening school which they agree to enter. The latter reports all absentees among such children at least weekly to the issuing officer.

Eastern Maryland counties.—No system of cooperation exists between the issuing officials and the school authorities in the eastern counties. According to law, whenever a certificate is refused, a record of the refusal, together with the reason therefor and the school the child should attend, must be sent to the county superintendent of schools and to the board of labor and statistics.² Issuing officers are instructed to use for these reports the same form¹ as is used in the Baltimore office for the weekly report of certificates refused which is made to the school authorities. The physicians, however, never send these records of certificates refused to the county superintendents, and some of the physicians do not send them to the State board.³ At the Cambridge office of the board of labor and statistics in Dorchester County an applicant for an original general certificate is usually required to bring a note from the attendance officer to the effect that he has fulfilled the compulsory school-attendance requirements, but no reports of certificates issued are made, and where the physicians appointed by the county boards of education issue certificates the issuing officers and the school officials work independently.

UNEMPLOYED CHILDREN.

In order that unemployed children who are subject to the compulsory education law may be put back in school, the labor law requires employers to return to the issuing officers all certificates of children who have left their employ. If the child so demands, his certificate must be returned within 24 hours after the termination of employment; in any case within 15 days. The employer is liable to a fine of not more than \$10 for failure to comply with this provision. The law also specifies that when certificates are returned to county issuing officials they shall notify the board of labor and statistics.⁴ If

¹ Form 11, p. 113.

² A. C. 1911, vol. 3 (1914), art. 100, sec. 16, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 102.

³ For reports to board, see p. 16.

⁴ A. C. 1911, vol. 3 (1914), art. 100, secs. 11 and 39, both as amended by Acts of 1916, ch. 222. For the text of these sections, see pp. 100, 104.

an employer fails to return the certificate of a child who, has left his employ, there is no method by which the board of labor and statistics or the county issuing official can know that the child is unemployed unless he applies for a subsequent certificate or his unreturned certificate is discovered by an inspector.

Baltimore City.—If a child whose general certificate has been returned does not apply for a subsequent one within a few days, a postal card¹ is sent notifying him that he must get a new permit before he can go to work again. If he does not apply within 30 days, it is assumed either that he has secured new employment illegally or that he is unemployed, and ordinarily the board of labor and statistics then reports his name to the school-attendance department for investigation.² At the time of this study, however, these reports, because of the pressure of certificate-issuing work, were made only two or three times during the school year instead of monthly; since that time the practice of making them monthly has been resumed. These reports are made on cards, one for each child. Every child thus reported is looked up by an attendance officer and is told that he must either become legally employed or go back to school. If he has gone to work without a certificate he is reported to the board and is required to get one. In case the school year is well under way the emphasis is placed upon his getting a new job and securing another certificate rather than upon returning to school.

Once a year the school-attendance department renders a report to the board of labor and statistics regarding these children. This report for the year 1916 is as follows:³

Total cases reported.....	1,031
Working without permits.....	404
Working at home or in domestic service.....	113
Secured permits subsequently.....	101
Returned to school.....	86
Moved away from city.....	71
Out of work.....	49
Ill.....	12
Committed to corrective institutions.....	12
Married.....	4
No information obtainable.....	57
Could not be located.....	48
Not reported.....	74

No reports of returned vacation certificates are made to school officials.

The board of labor and statistics sends to the school authorities in Baltimore, Anne Arundel, and Howard Counties the same reports

¹ Form 30, p. 121.

² Form 31, p. 121.

³ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 96.

of returned certificates as are sent to the attendance department in Baltimore City. These cases are investigated by the attendance officers. The officer for Baltimore County makes a report to the board, but no reports are received from schools in the other counties.

Employers sometimes send the certificates back to the board by the children instead of by registered mail as is required by law. In such a case, the issuing officer sends a form letter¹ to the employer calling his attention to the proper procedure.

Western and eastern Maryland counties.—In the western counties, a child whose general certificate has been returned but who has not applied for a new one is reported promptly by the issuing officer to the proper attendance officer. Names of children whose vacation certificates have been returned are reported to the proper attendance officer before November 1.

In the eastern counties, no reports of unemployed children are made by the issuing officers to the school officials. Nor do the county issuing officials notify the board of labor and statistics when certificates are returned.

INDUSTRIAL INSPECTIONS.

The board of labor and statistics must enforce the provisions of the child-labor law throughout the State, and is authorized to appoint inspectors for this purpose, the appointments to be subject to the approval of the governor.²

Seven inspectors have been appointed. Their duties are to enforce the child-labor laws, including the law relating to hours of labor and that relating to prohibited occupations, and in addition to enforce the law relating to safety and sanitation in certain factories and in tenement-house workshops,³ and the 10-hour law for females.⁴ They work under the direction of the assistant to the board. One inspector, a woman, is assigned to the four western counties. She also issues certificates in those counties. Another, a man, is assigned to the nine counties on the eastern shore of Maryland. The five remain-

¹ Form 32, p. 121.

² A. C. 1911, vol. 2 (1911), art. 89, sec. 1, as amended by Acts of 1916, ch. 406; vol. 3 (1914), art. 100, sec. 48, as amended by Acts of 1916, ch. 222. For the text of these sections, see pp. 98, 104.

³ The factory-inspection law requires that the board of labor and statistics license and inspect "any loft, workshop, or factory in any building whatsoever" in which are made, "in whole or in part, any articles of clothing, hats, gloves, furs, feathers, artificial flowers, purses, cigars, or cigarettes," and any room or apartment of any tenement or dwelling house "used for the purpose of manufacturing, in whole or in part, altering, repairing, or finishing therein, any articles whatsoever, except for the exclusive use of the person so using any part of such tenement or dwelling house, or the immediate members of his household." A. C. 1911, vol. 3 (1914), art. 27, secs. 264-275; art. 89, vol. 2 (1911), sec. 13, as added by Acts of 1916, ch. 406.

⁴ A. C. 1911, vol. 3 (1914), art. 100, sec. 51, as amended by Acts of 1916, ch. 147; secs. 52, 54, 55; vol. 2 (1911), art. 89, sec. 12, as amended by Acts of 1916, ch. 406.

ing inspectors, four men and one woman, are assigned to five of the seven inspection districts into which the city of Baltimore is divided. They also visit establishments in the other two Baltimore districts and in the 10 counties to which no special inspector is assigned. In addition they inspect canneries in three of the eastern shore counties.

In conducting its inspections, the board of labor and statistics is aided by a card catalogue of manufacturing, mechanical, and mercantile establishments which it compiles in compliance with a law effective in April, 1914. This law requires the registration of every factory, manufacturing and mechanical establishment, and workshop, and of every store or other mercantile establishment employing more than five persons, and provides for the registration of the new address of any such business within 30 days after a change in location.¹ Employers are requested to fill out blank forms² furnished by the board, giving the name and location of the establishment, the industry and nature of the business, the goods manufactured, and the number of persons employed in offices and workshops, classified by sex and divided into two groups, those over and those under 16 years of age.

In enforcing the child-labor law, the inspectors use the same forms and are instructed to follow the same procedure throughout the State.

Passing from room to room in an establishment the inspector asks the name, sex, age, and occupation of every child whom he finds at work and who he thinks is under the age of 16, and enters the information on a printed slip prepared for this purpose. If the child should refuse to answer these questions, he can be brought before a juvenile court or a court having jurisdiction over children, examined, and "dealt with according to law."³ The usual procedure, however, in a case of this kind is to summon the child to the office of the establishment and question him in private.

Having secured this information, the inspector goes to the office and asks for all the employment certificates on file. These certificates he checks with the information as to name, sex, age, and occupation which he has received from the children at work. If a permit is found for a child whom the inspector has not seen, the child is sent for and interviewed, provided he is at the establishment. By this procedure children working without certificates or at prohibited occupations may be detected; but neither the child's signature nor any other information on the certificate is used for identification purposes.

¹ A. C. 1911, vol. 3 (1914), art. 27, secs. 264, 265.

² Form 33, p. 121. This form is printed on a white card for manufacturing establishments, a blue card for mercantile establishments, and a yellow card for mechanical establishments.

³ A. C. 1911, vol. 3 (1914), art. 100, sec. 45. For the text of this section, see p. 104.

When the information secured during the inspector's round of the factory has been checked, it is supplemented by the data for all other children for whom certificates are on file in the office, both those away from the factory at the time of the visit and those who did not appear to the inspector to be under 16. All these data are transferred to the "Child Labor Inspection Card,"¹ on one side of which are columns for the name of every child under 16 years of age found at work, the sex, age, and occupation of the child, and the kind of certificate under which he is working. The inspector then makes out on the opposite side of the inspection card² a statistical summary which gives the number of children under 16 employed, classified by age, sex, color, and occupation. The number and kind of employment certificates on file for these children and the number of children under 12 years of age are also reported. The occupations in which boys and girls are found engaged are summarized according to age groups. The form contains a schedule of working hours which the inspectors are instructed to fill out for every establishment inspected. There is also a column for reporting the number of violations found.

If an inspector while making his rounds finds a child working without a certificate who claims to be over 16 but appears younger, or one who, though he may have a certificate, appears to be under the age claimed, he records on a printed slip the child's name, address, date and place of birth, the physician attending at birth, place of baptism, order of birth in family, and the names of the parents and of the employer for whom the child is working. Later the files of the board are searched for some record of the child, and if none is found an attempt is made to secure information as to his age from some authoritative source. In addition, the inspector may require the employer to produce evidence of age. Violations are often thus discovered.

At the time of this study the inspector for the eastern-shore counties followed a procedure somewhat different from that described above. If in making an inspection he detected no apparent violation he did not examine the certificate files either to check the information obtained or to add data. He used the same forms as the other inspectors with the exception of the slip for following up children as to whose age there is doubt.

If an inspector is visiting establishments in Baltimore, he turns his inspection cards in to the office daily; otherwise, if he is working under the direct jurisdiction of the Baltimore office, he sends them in weekly. The inspectors for the western and the eastern-shore counties are instructed to keep their own files of inspection cards and to make an annual report of inspections to the board.

¹ Form 34 (reverse), p. 123.

² Form 34, p. 122.

At the same time that inspectors inspect for violations of the child-labor law they also inspect for violations of the 10-hour law for females and of the safety and sanitation law.

For each working day an inspector must make out a report card which gives the establishments visited, the number of violations discovered, and other details.¹ The disposition of the daily report cards is the same as that described for the inspection cards.

An effort is made to inspect all establishments in the State at least once a year. It is, however, an impossible task for the limited staff of the board to cover the entire territory. Particularly is it difficult to visit the numerous county establishments scattered over a wide area, many of them canneries which operate for only a part of the year. During 1916, in Baltimore City, establishments employing 3,930 children under 16 years of age were inspected. In addition, establishments employing approximately 3,126 children were visited in the counties.²

VIOLETIONS AND PROSECUTIONS.

If an employer of children fails to produce employment certificates upon the demand of the proper authorities, this failure becomes prima facie evidence that he is employing children illegally, and he is liable to a fine of not more than \$10.³ There is a further provision that any person may prosecute another who is violating any of the provisions of the employment-certificate law.⁴ Any person found guilty of violating this law is liable to a fine of not more than \$10 for a first offense. For a second offense he is liable to a fine of not more than \$50, or imprisonment for not more than 10 days, or both. This penalty applies not only to the employer but to the parent or other person having control of the child.⁵

An employer who continues to employ a child in violation of any of the provisions of the certificate law after he has been properly notified by an inspector or other authorized person is liable to a fine of not more than \$20 a day until he does so comply.⁶

The four main classes of violations of the employment-certificate law with which the inspection staff of the board of labor and statistics must deal are: (1) Employment of a minor under certificate age, (2) employment without any certificate or without the proper certificate

¹ Form 35, p. 123.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 171.

³ A. C. 1911, vol. 3 (1914), art. 100, secs. 34, 35; secs. 40 and 48, both as amended by Acts of 1916, ch. 222. For the text of these sections, see pp. 103, 104.

⁴ A. C. 1911, vol. 3 (1914), art. 100, sec. 34. For the text of this section, see p. 103.

⁵ A. C. 1911, vol. 3 (1914), art. 100, sec. 37, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 103.

⁶ A. C. 1911, vol. 3 (1914), art. 100, sec. 38. For the text of this section, see p. 103.

of a child of certificate age who may or may not be able to comply with the legal requirements, (3) nonreturn of employment certificates, and (4) failure to secure a new certificate when a child changes his occupation but not his employer.

In practice, these different types of violations are not always immediately distinguishable. The inspector may find a child working without a certificate who may be—

- (1) under certificate age,
- (2) of certificate age and unable to secure a certificate, or
- (3) of certificate age and able to secure a certificate.

On the other hand, he may find a child working under a certificate illegally because—

- (1) it is not his own certificate, or because
- (2) it does not authorize him to work—
 - (a) at that time,
 - (b) at the occupation in which he is engaged, or
 - (c) for that employer.

The inspector for the eastern-shore counties at the time of this study did not report as violations cases of children found working for one employer under a certificate issued to another employer. If a child found working illegally for any of the above reasons admits that he is under certificate age, his immediate discharge is ordered and he is told that he must go to school. If, however, he claims to be of certificate age, he is directed to stop work and either enter school or obtain a certificate and give it to his employer. If, upon applying for a certificate, the child can not satisfy the legal requirements, the issuing officer tells him that he must not return to work but must go to school, and warns his employer not to reemploy him.

Inspectors are required by law to report the names of children found at work illegally both to the issuing officers in the places where they reside and to the proper school officials.¹ The first requirement is fulfilled in Baltimore City by sending the violation report cards² to the board of labor and statistics and in the western counties by the fact that the inspector and the issuing official is the same person. In either of these places, if a child who is instructed to apply for a certificate does not do so within a week, the board officials send an inspector to reinvestigate, or, if this is impossible, telephone the employer or send him a letter demanding his compliance with the law. They also search the office files to see whether the child has ever applied for a certificate and been refused, and make every effort to secure evidence of his age. In addition to reporting children illegally employed to the issuing officers, inspectors in the counties

¹ A. C. 1911, vol. 3 (1914), art. 100, sec. 34. For the text of this section, see p. 103.

² For procedure in making these reports, see p. 65.

are instructed to assume the responsibility themselves of seeing that the children either secure certificates or enter school. The inspector for the eastern-shore counties does not report children illegally employed to the issuing officers. The second requirement is fulfilled in Baltimore City by the fact that the names of all children whose discharge is ordered by an inspector, or who do not apply for certificates after being ordered to do so by an inspector, are reported weekly by the board to the school authorities. In the western Maryland counties the board inspector reports immediately to the county attendance officers all children found illegally employed. In the eastern counties the inspectors directly under the jurisdiction of the Baltimore office report children illegally employed to the proper attendance officer. At the time of this study, this practice was not followed by the inspector for the eastern-shore counties.

If an inspector finds on file a certificate for a child who is no longer employed in the establishment, he instructs the employer to return it immediately by mail to the board, and notes this order on his daily report card.

Employers usually fail to pay any attention to the requirement that a new certificate must be obtained if a child is set to work at a different occupation than that for which he was originally employed,¹ especially in establishments where occupations in which children engage are not standardized. Both because the staff of inspectors is inadequate and because it is difficult to detect this kind of violation, the board usually does not know of such a change. If a child, however, is found by an inspector to be at work in an occupation other than that for which his certificate has been granted, his employer must change his occupation to that stated in the certificate or send him to the issuing officer for a new certificate, or else discharge him. The further procedure in these cases is the same as in cases of children found employed without certificates. The board of labor and statistics has requested employers to return the certificate when a child changes his occupation while still remaining in their employ, but this is seldom done. The failure to comply with this request, however, can not be considered illegal, since the return of the certificate in such cases is not required by law.

Whenever an inspector detects any violation of the law he makes a detailed report on a "violation report card,"² which he is required to file within 24 hours with the Baltimore office of the board of labor and statistics. In the western and eastern-shore counties, however, the inspectors are instructed to file their own violation report cards. A separate card is filled out for each establishment where

¹ A. C. 1911, vol. 3 (1914), art. 100, sec. 16, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 102.

² Form 36, p. 123.

violations are found. On the reverse side¹ appears a form for acknowledgment of the offense by the employer containing the statement that "said violations were entirely unintentional," followed by a space for the employer's explanation.

During 1916 the board inspectors found 3,930 children at work in Baltimore City, 147 in the western counties, and 2,979 in the eastern counties. Of these children, 286, working for 168 firms, were employed illegally in Baltimore; in the western counties 66 children in 38 establishments and in the eastern counties 205 children in 80 establishments were so employed. Of the 557 violations, 448, or approximately 80 per cent, were cases of children under 16 employed without certificates.²

All prosecutions are brought through the chairman of the board of labor and statistics except those for violations discovered by the inspectors assigned to the western and the eastern-shore counties, who institute prosecutions themselves. If an employer is to be prosecuted for any violation of the certificate law, a warrant, in which the charge is stated, is secured from a magistrate. The employer may have his case tried either before a magistrate or by a jury, but usually elects the former.

If an employer reported for a violation to the Baltimore office is not to be prosecuted, an inspector is assigned to revisit the establishment or a letter is sent explaining the violation and warning against a repetition of the offense.

The policy of the board in regard to prosecutions during 1916, as in preceding years, was very lenient. This policy is due in part to the difficulty encountered in securing convictions. It has been found hardly worth while to bring prosecutions except before certain magistrates who have shown themselves willing to cooperate in the enforcement of the law. In Baltimore 14 prosecutions were instituted involving the illegal employment of 39 children. Twenty-nine of these children were working without permits, five were under legal age, two were working in forbidden occupations, and three were employed in violation of the hours-of-labor law. In seven of these cases both the employers and the parents who had misrepresented the ages of their children were prosecuted; in two cases the employers alone and in five cases the parents alone were brought into court. In four cases the charges against the parents and in three the charges against the employers were dismissed. Six employers were convicted, and fines ranging from \$1.45 (costs) to \$5 and costs for each violation were imposed. In only one case did the total fines

¹ Form 36 (reverse), p. 124.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 171. Separate figures for those under certificate age and for those of certificate age but without certificates are not available.

and costs paid by an employer exceed \$7. The parents convicted were usually fined \$1 and costs or costs only, the total amounts paid ranging from \$1.70 (costs) to \$4.70.¹

Outside of Baltimore City, there were only four prosecutions, three in Baltimore County involving eight children, and one in Wicomico involving two children. Convictions were secured in all four cases.²

RECORDS.

Baltimore office.—Administrative and statistical records for Baltimore City and for the counties where certificates are issued by the examining physicians are on file in the Baltimore office of the board of labor and statistics. They consist of—

1. Employment certificates and records connected therewith:

- (a) Duplicate employment certificate books---- (Forms 1, 3, pp. 107, 109).
- (b) Information cards and slips ----- (Form 7, p. 111).
- (c) "Held-up" file of information cards ----- (Form 7, p. 111).
- (d) Returned certificate files ----- (Forms 1, 3, pp. 107, 109).
- (e) Employment ticket file ----- (Form 5, p. 110).
- (f) Affidavit of age file ----- (Form 8, p. 112).
- (g) Occupational disease report file ----- (Form 26, p. 119).
- (h) County certificate file (duplicates) ----- (Forms 2, 4, pp. 108, 110).
- (i) County refusal record file ----- (Form 11, p. 113).

2. Inspection records:

- (a) Child-labor inspection card file ----- (Form 34, p. 122).
- (b) Inspector's daily report card file ----- (Form 35, p. 123).
- (c) Violation card file ----- (Form 36, p. 123).

All general and vacation employment certificates issued at the Baltimore office are made out in duplicate. These are printed on large sheets, four to a sheet. The originals are perforated so that they can be detached one at a time as issued. The duplicate sheets, which are bound in numerical order in large books as they accumulate, are kept on file in the office for a period of four years as required by law.³

The information card,⁴ the form of which has been improved from year to year, contains all the essential information obtainable from the school record (if required), the document submitted as evidence of age, and the employment ticket. It contains also the record of the physical examination. Since the number of each certificate issued to a child, the name of each employer, and each occupation are entered on this card, it constitutes a complete record of his

¹ Statistics furnished by the Maryland State Board of Labor and Statistics.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 171.

³ A. C. 1911, vol. 3 (1914), art. 100, sec. 16, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 102.

⁴ Form 7, p. 111.

employment. The information slip, on which these data are first entered by hand, is exactly like the card except that it is of thin paper. The slips, as soon as the information they contain is copied on the cards and the copying is verified, are filed numerically, according to the number of the last certificate issued. The heavy cards for the current month are filed alphabetically under the names of the children. On the first of each month these cards are removed from the current file and the information they contain is tabulated, after which they are placed in alphabetical order in the permanent file. When a child applies for a subsequent certificate, both his information slip and his information card can easily be located. Every three months the information cards and slips of the children who have become 16 years of age are removed from the permanent files. The cards are placed in a special file, where they are kept for four years, and the slips are destroyed.

If a child is refused a certificate on his first visit, an entry to that effect is made on his information slip and card, and they are filed in the usual way. If a certificate is neither granted nor refused on his first appearance but is withheld pending the fulfillment of one or more of the legal requirements, the information slip and card are placed in a "held-up" file. To them are attached all the documents in the case, together with a memorandum of the reasons for the "holdup." If at the end of one month the child has not returned, or if during that month he returns and is refused or granted a certificate, the slip and the card are removed from the "held-up" file and placed in the regular files.

Certificates which are returned by employers when children leave their employ are filed alphabetically under the child's name, the general and the vacation certificates being filed separately. The certificates in the general certificate file are in two divisions, those which have been in the office less than 30 days and those which have been there longer. A returned certificate is kept until a new one is issued, when it is destroyed. These files are kept on the receiving officer's desk during issuing hours.

After the certificate is issued, the various documents which are presented by an applicant are disposed of as follows: The number of the certificate is entered upon the employment ticket, and the ticket is filed according to this number in order that it may be identified when the certificate is returned. This employment ticket is kept on file until the child changes employment, when it is destroyed; the school record is returned to the child; the paper on which the child writes his examination, if the educational test is given, is destroyed; evidence of age, except the physician's certificate of age, is returned to the child, but it is stamped so as to prevent its

fraudulent use; and the parent's affidavit, which contains the physician's certificate of age,¹ is filed alphabetically. If other evidence of age is obtained, the parent's affidavit and physician's certificate is destroyed.

A separate file is kept for the occupational disease reports² sent to the board by the State board of health. Most of the reports of occupational diseases occurring among children are those originally made to the board of health by the physicians of the board of labor and statistics.

Separate files are also kept of the duplicates of certificates granted and of the records of certificates refused which are sent to the board by the physicians issuing certificates in the counties.

There are kept separately for Baltimore City and for those counties where the inspecting is done under the direct supervision of the Baltimore office three principal files of records relating to inspection: Child-labor inspection cards, classified by industry and arranged alphabetically under each industry; daily report cards, by inspector; and violation report cards, by firm name.

Western and eastern Maryland counties.—In the Cumberland and Cambridge offices of the board of labor and statistics practically the same method of filing employment certificate records is followed as in the Baltimore office. The following differences, however, should be noted. In both branch offices the information slips are filed alphabetically instead of by number, the employment tickets are filed alphabetically according to employer, and the held-up information cards are kept on the issuing officer's desk until the certificates are either issued or definitely refused. In neither office is the evidence of age stamped when it is given back to the child. In the western counties the information cards for children receiving certificates in Frederick and Hagerstown are kept in the offices in those places; all the others are filed in the Cumberland office. In the places other than Frederick and Hagerstown, where the examining physicians grant temporary certificates good until the next visit of the board's representative, brief card records are kept giving the most important data concerning the certificates issued. The county certificate forms, which are used in the Cambridge office, are furnished to the issuing officers in book form, one certificate to a page, and the duplicates are kept in these books. In both the Cumberland and Cambridge offices all the returned certificates are kept in one file, and in the Cambridge office they are not destroyed when new ones are issued.

¹ Form 8, p. 112.

² The Maryland health law requires any physician attending a case of certain specific occupational diseases or of "any other ailment or disease contracted as a result of the nature of the patient's employment" to report the same to the State board of health, which in turn must send the report to the board of labor and statistics. A. C. 1911, vol. 3 (1914), art. 43, sec. 5G.

³ Form 2, p. 108; form 4, p. 110.

The examining physicians who issue certificates in the eastern counties have no uniform system of filing records. In some offices the information cards, employment tickets, and affidavits are all carefully arranged in separate files, while in others not even the information cards are alphabetically arranged. The duplicate certificates are kept in the books in which they were originally bound. When, as is sometimes the case, the physician makes out a subsequent certificate by writing in the new employer's name on the old certificate, no duplicate is left on file.

CONCLUSION.

[For a summary of the important changes in the laws relating to employment certificates, made since the completion of this study, see p. 11.]

A marked advantage in the enforcement of the laws relating to employment certificates in Maryland lies in the fact that in general they are unusually clear and definite in their application. The employments for which certificates are required are the same everywhere in the State. The establishments and occupations to which the law applies are clearly expressed, and cover practically all employments except domestic service or agricultural work; thus it is possible to require employment certificates for practically all children leaving school to engage in strictly industrial pursuits. Nevertheless, certificates ought to be required for employment in any occupation and also for leaving school at any time, and employment under 14 in any occupation ought to be prohibited.

The large number of dangerous or injurious employments prohibited to children under 16 includes some occupations, notably work on "machines operated by power other than foot or hand power," in which children in many States are still permitted to engage. The requirement that a certificate shall be issued only for the specific occupation stated in the promise of employment theoretically should prevent the issuance of a certificate for work in any of these forbidden occupations. But since statements of promised employment may be made carelessly or even fraudulently, and since children's occupations are so unstandardized that it is difficult for issuing officers to know what actual duties are signified by the name given, it is possible, for instance, to issue a certificate for employment as errand boy to a child whose duties will include running an elevator—an occupation prohibited to children under 18. Nevertheless, in 1916, in Baltimore and the western Maryland counties, 223 certificates, or one certificate to every 55 issued, were refused because

the promises of employment obtained were for illegal occupations.¹ The cooperation of employers in enforcing these prohibitions might be secured more often if the employment ticket contained a statement that the name of the occupation given must show the child's prospective duties and gave a list of those prohibited occupations in which children are most likely to be put to work.

Though the law is to be commended for prohibiting the work of young children in many occupations likely to be injurious, it fixed at the time of this study the decidedly low minimum age of 12 in canning and packing establishments. This age, however, has since been raised to 14.²

The fact that a State-wide compulsory-education law exists in Maryland assists in the enforcement of the certificate law by making it possible to supervise children in the years before they can go to work legally and thus to prevent their working illegally at least during school hours. The education law, however, is not of as much value in enforcement as would be the case if it were framed with the definite purpose not only of insuring to children an opportunity for a minimum of education but of so supplementing the child-labor law as to make certain that they do not work during the years when they should be in school.

The law applying to Baltimore City requires a child to attend school until he is 14, but permits him to leave school after that age not only for work for which a certificate is necessary but for domestic service, agricultural work, or "employment at home." The child of 14 or over who wishes to obtain an employment certificate is required by the labor law to complete the fifth grade, but a child who claims need for his services at home or goes into occupations not covered by the certificate law can leave school when he is 14 no matter what his grade. All children leaving school for any reason should be required to have completed the same grade.

The compulsory-education law applying to the counties also fails to supplement the child-labor law, and the fact that its requirements conflict with those of the labor law, as well as with those of the education law in force in Baltimore City, has caused considerable difficulty in enforcement. Because its grade standards for leaving school are higher than those of Baltimore City and higher than the State-wide standards for going to work, and because it requires children 14 years of age, who in Baltimore are allowed to leave school to go to work, to attend school for at least 100 days, the State department of education has yielded to the temptation so to interpret it as actually to lower its standards. The apparent injustice of requiring a child in one part of the State to complete the seventh grade before

¹ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 101, 113, 133, 135.

² Acts of 1918, ch. 495.

he goes to work, while in another part he need complete only the fifth, has led, in the western counties, to a system of substituting evening for day school attendance which makes the actual educational standard for going to work in some cases lower than that of either the labor law or the education law.

In order to secure the efficient administration of either the child-labor law or the education law, the requirements of both must be coordinated, and this should be done not by lowering the higher standard but by raising the lower.

General administration.

The chief strength of the administration of the employment-certificate system in Maryland lies in the extent to which control of the issuing of certificates has been placed in the hands of one responsible authority, the board of labor and statistics, and in the possibility of further centralization until that one agency issues all the certificates in the State. This extension of control is the direct result of the policy adopted by the officials of the board, in cooperation with the school authorities, after the decentralized system of issuing certificates in the counties had proved unsatisfactory.

Although in Baltimore City, where the majority of licensed children are employed, the board of labor and statistics is made by law the sole certificate-issuing authority, it was apparently contemplated that in the counties certificates would be issued by the school authorities, and that the board would exercise only the limited supervisory powers derived from the requirement that it supply the certificate and record forms, receive reports of certificates issued and refused, and in general enforce the child-labor laws. The board has exercised these rights of supervision over county issuing authorities to the extent of instructing them how to perform their duties and of revoking certificates which are shown to have been improperly issued. It has also, through cooperation with the school authorities, practically appointed many of the examining physicians in the counties. Nevertheless, these powers, even when supplemented by the duty of State-wide factory inspection, in practice enable the board only to detect weaknesses in the system, not to correct them.

Soon after the child-labor law in force at the time of this study went into effect,¹ the State bureau of statistics and information, which at that time exercised the powers now belonging to the board of labor and statistics, realized that the issuance of certificates by county

¹ This law became effective in December, 1912. Subsequent amendments, including the establishment of a board of labor and statistics replacing the former bureau of statistics and information, have not materially changed its administrative provisions.

school officials was not resulting in effective enforcement of the law. This was due to several causes. First, the school authorities, who already had their time fully occupied, found it difficult to assume the additional duties involved in the issuance of certificates. Second, since in the counties the chief demand for certificates comes during the summer months from children who wish to work in canneries, it often happened that the superintendents were away on their vacations when their services were most needed. Third, the division of responsibility for the issuance of each certificate between the school officials and the examining physicians and the lack of any direct supervision over the large number of issuing officers resulted in the granting of certificates to children who had not met all the requirements of the law.

In an attempt to eliminate these objectionable features, the county school superintendents and the officials of the bureau agreed upon a plan by which the superintendents were to delegate their certificate-issuing powers to the physicians appointed to examine applicants. During 1914, nearly all the certificates issued in the counties were issued by the 86 examining physicians.¹

This system also proved inadequate. The physicians appointed by the county school superintendents, who had been responsible only for the physical examinations, were now obliged to assume burdensome certificate-issuing duties while their meager remuneration remained the same as before.² The chief weakness of the former method—the diffusion of responsibility among a large number of issuing officials acting independently of one another and subject to no effective supervision by a central authority—had not been remedied. It was still evident that in many instances the age, educational, and physical requirements of the law were laxly enforced.

Since a decentralized system of issuing certificates had proved unsatisfactory under both these methods, it was decided to try the experiment of establishing a branch office where certificates would be issued by a representative of the bureau staff under the direct supervision of the bureau. Physical examinations were to be made as before by the physicians appointed by the county boards of education. The county school superintendents and the examining physicians agreed to this plan, as they were glad to be relieved of the responsibility of issuing certificates. In April, 1915, a branch office was established with headquarters in Cumberland. Certificates were to be issued to applicants in Allegany, Frederick, Washington, and Garrett Counties by an agent stationed at this office but traveling at intervals through the district.

¹ Twenty-third Annual Report of the Bureau of Statistics and Information of Maryland, 1914, p. 142.

² They were paid 50 cents for each physical examination made.

A comparison of the results obtained under the system previously in effect in these counties with those obtained under the branch-office system indicates the superiority of the latter. In 1914, when employment certificates were issued by examining physicians appointed by the county school superintendents, the ratio of certificates refused to certificates issued was about 1 to 60; in 1915, when during 9 months of the year certificates were issued by the branch office of the bureau of statistics and information, it was approximately 1 to 3; and in 1916 it was about 1 to $1\frac{1}{2}$.¹ This comparison shows clearly that under the direct administration of the certificate law in these counties by a central State authority the standards with which a child is required to comply before he can enter industry are enforced more rigidly than they were under a decentralized system which placed the responsibility of issuing certificates upon examining physicians.

The establishment of a similar branch office of the board in Cambridge in Dorchester County in August, 1916, has already resulted in a better enforcement of the law in that part of the county under its jurisdiction than elsewhere in the eastern counties, where local physicians still issue certificates. The work of this office, however, comprises only about one-sixth of the certificates issued in the eastern counties. It should be extended under a competent administrator who should inaugurate, in all localities where any considerable number of children are granted certificates, the same system of direct issuance by a representative of the board as exists in the western counties. In places too widely scattered to permit of this arrangement, the board officials should visit the issuing officers at regular intervals, give them the necessary instructions, examine their files, and revoke certificates improperly issued.

This extension of the powers of the central authority so as to control the issuing of certificates in the western counties and in Cambridge must be credited to the administrative policy of the board and of the school authorities rather than to legislative enactment. Indeed, the provision in the law which has made this control possible—the granting of the certificate-issuing power in the counties to the State board as well as to the local school authorities—is one that appears on its face to create a duplicate certificate-issuing system with its attendant weakness of decentralization. The improvement in administration resulting from the extension of the issuing powers of the board shows that the law should be amended to give the central agency direct and positive control of the issuance of certificates throughout the State and that sufficient funds should be provided for the exercise of this function.

¹ Twenty-fourth Annual Report of the Bureau of Statistics and Information of Maryland, 1915, pp. 149, 150, 155, 156; Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 134, 135, 145.

The double powers of issuing certificates and of inspection possessed by the board of labor and statistics make for the more efficient exercise of both functions. The usual regrettable lack of cooperation between issuing officials and factory inspectors is automatically obviated. The procedure necessary in following up a child ordered to obtain a certificate when found illegally employed is simplified, as the inspector makes but one report of the illegal employment, and the central inspection office, since it must issue the certificate, is automatically informed as to whether or not the child applies for one. Moreover, the records of certificates issued and refused kept in the issuing office are often of great assistance in detecting and proving illegal employment. Certificate-issuing officials who are also inspectors or are connected with inspection work are less likely to issue certificates for employment in illegal occupations than if they had no practical knowledge of that part of the law. Even in those parts of the State where the board of labor and statistics does not issue certificates, its inspectors, since they are familiar with the requirements for issuing, are more likely to discover certificates improperly issued than if they had no such knowledge.

Against these advantages in the system of administration must be placed the fact that the staff of the board of labor and statistics is obviously inadequate for the work imposed upon it by law. The administration of the child-labor law in 1916 involved the issuing of over 15,000 certificates and the inspection of establishments in all parts of the State in which at least 13,000 children were employed. It would be difficult for a staff of 15 persons—1 supervising official, 2 issuing officers, 5 clerks, and 7 inspectors—to do this amount of work properly, even with the assistance of the examining physicians. It becomes absolutely impossible for them to do the work properly when, in addition, they must perform the duties of a State arbitration board and a public-employment bureau, must collect and publish statistics, and must enforce the 10-hour law for women and the State law relating to safety and sanitation in factories.¹

The difficulties in the way of accomplishing a large amount of work with an inadequate force are increased by the fact that in Maryland all officials in the public service are political appointees, who, even should they prove themselves efficient, are always subject to the potential danger that with a change in administration they may be removed from their positions or find it advisable to resign. A statement in a report of the former bureau of statistics and information emphasizes the fact that "unprotected by civil service or any other system that insures not only tenure of office but moral support in the discharge of duty, the administration of the law is constantly exposed to quiet but positive political pressure, often

¹ See pp. 60, 98, 99.

quite indirect."¹ To achieve the efficient administration of a law it is essential both to select properly trained, impartial officials and to insure the permanency of these officials in office. These requirements can be met only by selecting officials through civil-service examinations carefully prepared and conducted and by guaranteeing a tenure of office based on efficiency.

Methods of securing certificates.

The lack of a centralized system of issuing certificates throughout the State undoubtedly results in permitting children to go to work without uniform minimum qualifications. In Baltimore City and in those counties where the issuance of certificates is directly under the jurisdiction of the board of labor and statistics, children must in general fulfill the requirements of the law in order to obtain certificates, but where local physicians issue certificates this standard in many instances has not been maintained. It can not be expected that 82 different local issuing physicians, many of them untrained in office procedure and all of them unsupervised except through occasional letters of instruction, will adopt standards of enforcement which will be either uniform or effective. Their time is in most cases occupied fully by the demands of their private practice, and there is a tendency among them to regard the various requirements of the law as mere formalities and to grant certificates to applicants without sufficient investigation of their eligibility. One index of this fact is to be found in the ratio of certificates refused to certificates issued in the different localities. In the eastern counties a much larger proportion of the children secure vacation certificates, for which the educational requirements are lower than for general certificates, than in Baltimore City and the western counties; consequently in making a comparison the number refused because they could not comply with the educational standards should be omitted. With this omission, the ratio of certificates refused to certificates issued in Baltimore City and the western counties was in 1916 approximately 1 to 7½; in the rest of the State it was about 1 to 39½. In other words, the board of labor and statistics refused over five times as many certificates in proportion to the number granted as did the issuing physicians.²

¹ Twenty-third Annual Report of the Bureau of Statistics and Information of Maryland, 1914, p. 7.

² Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 101, 133, 134, 135, 139, 145, 154, 157, 160. It was necessary to base this comparison on the total number of certificates issued, both original and subsequent, because the numbers of original and subsequent certificates refused are not given separately in the 1916 report. An almost negligible proportion of the certificates refused, however, are subsequents. If the number of original certificates issued is compared with the total number refused, it appears that the board of labor and statistics refused over ten times as many certificates in proportion to the number issued as did the issuing physicians.

In spite of this decentralization, some degree of uniformity in methods has been secured through the use of the prescribed certificate forms everywhere and of the same preliminary forms in most places throughout the State. The uniform use of the prescribed certificate forms and information cards is required by law; that of the preliminary forms is to be attributed to the power given by law to the board to draft them and to the fact that the board has furnished them and as far as possible has insisted upon their use by the local issuing officers. The information card¹ is particularly well planned and arranged so as to give the child's complete industrial history in an easily accessible form. The placing of the schedule for the physical examination on this card obviates the necessity of an extra document—the physician's certificate of health. This schedule is of considerable assistance in the physical examination and makes for uniformity in the examinations given by different physicians. It also makes information as to the child's physical condition easily available when he applies for a subsequent certificate. Sufficient supervision over the issuing of certificates should be maintained to insure that the certificates and information cards are properly made out and that all the material in the offices of the examining physicians is properly filed. While a few of the physicians have their records carefully arranged, others have no knowledge either of methods of filing or of their value.

The issuance of certificates on cannery premises as at present conducted in the eastern counties could hardly be expected to result in enforcement of the legal requirements. The issuing officer goes to the establishment on the day it opens; there are usually no facilities for making physical examinations and few for making records; a large number of certificates are issued in one day; and parents and children have often come long distances and, if they have brought no evidence of age, are not compelled to return home for it even if they have it there. Practically no certificates are refused. After the physician leaves there is no way for future applicants to obtain certificates except by going to the nearest issuing office, often a long distance away, and even when they go there they are as likely as not to find the physician away from home. As a consequence, they generally work without certificates and take their chances of eluding the infrequent visits of the inspector.

Conditions in this respect were somewhat improved by an amendment to the law effective in 1916, which requires children to whom certificates are issued by county issuing officials to obtain them where they reside,² instead of either where they reside or where they are

¹ Form 7, p. 111.

² A. C. 1911, vol. 3 (1914), art. 100, sec. 12, as amended by Acts of 1916, ch. 222. For the text of this section, see p. 100.

employed, as was previously the case. During the canning season many children living in Baltimore are taken to the counties to work in the canneries, and these children must obtain certificates from the office of the board of labor and statistics before they leave the city.

In many cases the procedure of obtaining certificates would be simplified if children were properly instructed beforehand as to the preliminary steps necessary. Where the requirements of the law are strictly enforced, an applicant frequently has to make two or more visits to the issuing officer, necessitating a delay of one or two days, and sometimes longer, before he can obtain his certificate, whereas if on his first visit he were accompanied by his parent and brought all the proper documents he could ordinarily be granted a certificate immediately. Since the circulation of printed instructions is not sufficient, it might be practicable to have the teacher instruct a child who applies for a school record how to obtain the other requisites for a certificate.

At the Baltimore office, moreover, a child born in Baltimore who does not bring satisfactory evidence of age must wait usually two days, until a reply is received from the office of the city department of health as to whether his birth is registered. This delay would be prevented if as direct and immediate communication could be had with the city as with the State health department. It is asserted that under present conditions this is impossible, since in the Baltimore health office the births are so entered in the books that it is necessary to search for some time to find whether the birth of a child on a specified date is recorded. Reports by telephone are therefore impracticable, and the department is unwilling to be inconvenienced by the frequent calls for records which would result if children were permitted to apply themselves instead of waiting for the answer to the formal written request of the board. It would seem, however, particularly in view of the large proportion of applicants for certificates whose births should be recorded in the office of the Baltimore health department,¹ that facility in securing birth records for children going to work is of sufficient importance to the community to demand such a reorganization of the records as would make possible the prompt and efficient service of the city department of health.

Usually, however, long delays between applying for a certificate and obtaining it are avoided, chiefly by the use of the 10-day temporary certificate issued to children who do not present documentary evidence of age. But this 10-day certificate causes a good deal of extra work for the issuing officers and, unless the children are carefully followed up and every effort is made to obtain additional

¹ In 1916 nearly three-fourths of all children to whom original certificates were issued in Baltimore were born in Baltimore. Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 102.

evidence, might in practice weaken the enforcement of the legal standards as to evidence of age.

The delay in securing a certificate when physical defects must be corrected or when a child must secure employment in another occupation than that for which he has presented a promise of employment is necessary for the child's protection and can hardly be avoided. Though the custom of securing, on the parent's first visit, the affidavit of age and the certification that no preferred evidence is obtainable, before an attempt is made to secure such evidence, is contrary to the letter of the law, it saves the parent a second visit to the issuing office and, when supplemented by the efforts of the issuing officers to secure documentary evidence, does not frustrate the intent of the law.

The usual comparative simplicity of procedure in securing certificates in places where they are issued by the examining physicians is due to laxness in enforcing the requirements. Sometimes a child may be sent home for a Bible record, and occasionally one may be required to have some defect corrected, but most children are granted certificates the first time they apply.

In Baltimore during the months when the largest number of children apply for certificates, the procedure of issuance is complicated both for the officials and for the child by the fact that the offices of the board are not large enough to accommodate the children who apply.

Since the certificate is issued to a specific employer there seems to be no good reason why it should not be mailed to the employer instead of being given to the child. Its loss by the child would then be impossible. An employer can hardly be blamed for violating the law by sending a certificate back to the office by the child, when the child has brought the certificate to him. Moreover, if the employer were also required to send to the issuing officer a notice of the child's employment, the issuing officer would know whether the child had actually gone to work or whether, as is sometimes the case even when a promise of employment has been obtained, he was merely keeping the certificate in his pocket as an excuse for staying out of school.

The forms drafted by the board of labor and statistics are in general concise and adapted to the purposes for which they are intended.

No effective machinery has been provided for the enforcement of the provision of the law requiring that a new certificate shall be issued to a child when he changes his occupation but not his employer. The natural difficulties involved in enforcing this requirement are intensified by the fact that the section of the law relating to return of certificates says nothing about their return in case of change in the child's occupation, but merely requires that they shall be returned on "termination of the employment." Though a certifi-

icate is valid, therefore, solely for employment in the occupation named on its face, the employer is under no injunction to return it when it has lost its validity by reason of a change in the child's occupation, but only when it has lost its validity by reason of termination of employment.¹ Violations of this kind were often discovered by the method formerly used by the bureau of statistics and information of obtaining, when a child applied for a subsequent certificate, a detailed history of his previous employment and a description of his occupation. At the time of this study this detailed information was no longer secured. Nevertheless, the question put to the child as to whether he has worked at any other than the occupation for which the certificate was issued often reveals the fact that the employer has not complied with this provision of the law. Though in such cases the employer is warned that he must not repeat the offense, it is evident that such occasional discoveries of violations after the event fall far short of insuring enforcement of this requirement. In order to insure such enforcement even partially the law must be amended so as to require the return of the certificate when the occupation is changed, and some more effective method than occasional inspections must be devised for supervising children after they go to work.

Evidence of age.

In specifying birth certificates, baptismal certificates, and passports as preferred kinds of evidence of age in the order named, the law sets a high standard.² But the alternative requirement of the physician's certificate of age is not made by any means as good an instrument as it might be for keeping children under legal age from going to work. This is particularly true in the counties where the examining physicians issue certificates. There the certificate of age is usually a mere form, since as a rule no special examination is made for it and the examinations for physical fitness are often not thorough.

Several causes contribute to laxity in enforcement of the evidence of age requirements by most of the physicians issuing certificates in the eastern counties—among them, failure to realize the importance of these requirements, difficulty of securing documentary evidence and lack of supervision. The acceptance of a parent's statement that he has evidence instead of the evidence itself, and of his statement of the child's age instead of his affidavit; failure to make the physician's certificate of age anything more than a form; failure to try to secure a

¹ A. C. 1911, vol. 3 (1914), art. 100, secs. 11 and 16, both as amended by Acts of 1916, ch. 222. For the text of these sections, see pp. 100, 102.

² The law was amended in 1918 to permit the acceptance of specified documentary evidence of age provided a birth or baptismal certificate or passport is not available (see p. 12). The acceptance of such evidence does not lower the standard, and, if careful discretion is used, is desirable because of the difficulty of making the physician's certificate of age effective.

birth record even when there is a possibility that the record might be found in the county registration books; the haste with which certificates issued on cannery premises are granted—all these things combined make it certain that children not infrequently go to work below the legal age. It is true that birth and baptismal certificates are hard to secure,¹ and that the entries in the county birth-registration books are so made that it is difficult to find the record of a child's birth if the physician happened to delay in reporting it. Nevertheless, there is no doubt that if a system of issuing certificates such as that in operation in the western counties were established in the larger centers in the eastern counties, many of the children under age who now obtain certificates would be kept from going to work illegally.

The practice adopted by the officials of the board of labor and statistics of writing directly to the registrar, physician, or other person who is likely to be able to furnish reliable evidence of age instead of depending upon the parent to do this, as the law would permit, is to be commended. It increases the probability that the best evidence possible will be secured, and it prevents the parent or the child from making any attempt to falsify the record. Since the board sometimes fails to secure transcripts of birth certificates from offices outside the State where a fee is charged, because of inability to pay the fee, it should be provided with funds for this purpose.

Physical requirements.

The chief value of the physical examinations in Maryland lies in the fact that where they are carefully made children decidedly below normal in development² are kept from going to work and those with certain minor physical defects—such as impaired vision—which might intensify possible injurious effects of employment upon their health and growth, are not allowed to work until the defects have been remedied. In Baltimore City the value of the examinations is

¹ Birth registration in the Maryland counties has been improved in recent years, so that in the future birth certificates should be available for more children than has been the case in the past. A better method of recording births than is used at present should be instituted, however, since even when a birth has been recorded the entry is often difficult to find.

It should be noted, however, that the minimum standards of height and weight set by the board (see p. 40) are very low. According to the table of heights and weights of children used by the Children's Bureau in its *Children's Year weighing and measuring*, the minimum height is about the average height for a 12-year-old child, and this minimum weight is about 10 pounds below the average weight even for that height. The figures in this table for heights and weights of children from 5 to 16 years of age are quoted from Bowditch (*Eighth Annual Report of the State Board of Health of Massachusetts, 1877*, p. 275) and are based on the measurements of 23,931 Boston school children of American and foreign parentage (13,415 boys and 10,516 girls). They agree very closely with the table of average American height calculated by Boas from the data of 45,151 boys and 43,298 girls in the cities of Boston, St. Louis, Milwaukee, Worcester, Toronto, and Oakland; and with the table of average American weight calculated from the data of about 68,000 children in the cities of Boston, St. Louis, and Milwaukee. (See Baldwin, B. T., *Physical Growth and School Progress*, U. S. Bureau of Education Bulletin, 1914, No. 10. Whole No. 581, p. 150.)

increased by the fact that the children whose defects should be corrected are followed up by a nurse from the instructive visiting nurse association.

Under existing conditions, however, the physicians attached to the Baltimore office of the board can not give sufficiently thorough examinations to all children going to work, as they are on duty for only a part of the day and are handicapped by inadequate office facilities, by lack of clerical assistance, and by the fact that they must often examine a large number of children within a limited period. The board should be given the funds to employ both a man and a woman physician for a sufficient number of hours so that every child can be given a thorough physical examination, and to secure assistance in clerical work when necessary. Efficient medical inspection throughout the grades in the city schools, provided the records were utilized, would also make the work of the examining physicians more effective. At present such inspection stops with the fourth grade and the inspecting staff is inadequate.

Where the local physicians issue certificates, the physical examinations are often perfunctory, merely in compliance with the letter of the law; especially is this true when certificates are issued at the canneries, where there are no facilities for such examinations. Even when the certificates are issued by a representative of the board, if the physical examination is made at a cannery, it usually can not be complete and thorough. A large proportion of the certificates issued in the eastern counties are for work in canning and packing establishments, which is popularly considered "easy work." Though 2,967 employment certificates were issued in the eastern counties in 1916, only 17 cases were reported of refusals to grant certificates to children because of physical defects. In Baltimore City and the western Maryland counties during the same year 12,250 certificates were issued, and 319 certificates were refused because of physical defects.¹ It is obviously improbable that working children in those parts of the State where the board of labor and statistics issues certificates differ materially in health or physique from children in the rest of the State. Consequently the fact that one child was refused because of physical defects for every 38 children granted certificates in Baltimore and the western counties, while in the eastern counties the ratio of certificates refused to certificates granted was 1 to 175, indicates the superficial nature of the examinations given by many of the issuing physicians.

The standard of these examinations can be improved only by the adoption of a uniform procedure for making them and of a system

¹ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 101, 113, 134, 135, 154, 160.

of supervision capable of insuring that this procedure will always be followed. One step toward this end has been taken by requiring the issuing officers to use the information card,¹ which contains a list of the points to be covered in the examination. But this will be of little value as long as in many instances the physician takes the child's word as to his physical condition or depends upon the child's appearance or his own general knowledge of the children in his community to guide him in determining whether he shall certify to the child's physical fitness to go to work.

The provision requiring that the examination show the child to be physically fit for the specific occupation in which he is to engage is difficult of enforcement for three reasons: First, the examining physicians are not sufficiently familiar with the technique of different industrial processes and with their effect upon the health and physical development of young persons; in fact, little or no reliable data of this kind are in existence. Second, it has not always been possible to ascertain from the employer's statement of the occupation for which he desires to engage a child, in exactly what process or processes that child actually will be employed. In questioning children who applied for subsequent certificates concerning the previous occupations in which they had engaged, the officials of the former bureau of statistics and information found frequently that children who had been licensed to work at the same occupation but in different establishments did not actually engage in the same process. They discovered that "errand boy," "floor boy," and "helper" were terms commonly used to cover numerous other occupations varying from light and harmless employments to running an elevator, tending dangerous machinery, or engaging in other hazardous occupations forbidden by law.² Third, in order that a child may be pronounced physically fit for each particular occupation in which he wishes to engage, a new physical examination should be given whenever he changes his occupation even though he does not change his employer. But because the child seldom applies for a new certificate in such cases, and because the issuing officials seldom know of such a transfer within an establishment unless a child does so apply, a new examination is rarely given in these cases.

Nevertheless, in spite of these difficulties, examining physicians have refused in a few instances to grant children certificates to work at specific occupations, and have been able to prevent them from reentering occupations which have proved harmful and to direct them to employments for which their health or physique is better adapted. In Baltimore City in 1915 the bureau physicians required 90, or about 1 per cent, of the applicants for certificates to secure

¹ Form 5, p. 110.

² Twenty-fourth Annual Report of the Bureau of Statistics and Information of Maryland, 1915, p. 11.

employment in occupations for which they were better fitted physically than those in which they had specified their intention of engaging.¹ And even though the examining physicians have not been able to enforce this provision to its full extent, they have by their very inability demonstrated clearly the need for the collection of such fundamental data as would make it effective.

The fact, moreover, that a new examination is required for each subsequent certificate greatly increases the value of the provision requiring physical examinations, since defects often develop after a child goes to work. When this requirement is enforced, as in most cases where the board of labor and statistics issues certificates, the same health precautions are taken when a child changes from one employment to another as were taken before the first certificate was granted. The Baltimore physicians take advantage of this opportunity to detect injurious effects of occupations upon children. For instance, it has been found that some children acquire serious throat affections in factories using bronze or brass in the process of manufacture.² Among the applicants for subsequent certificates in 1915 the bureau physicians reported 18 cases of occupational disease, 10 due to fatigue, 3 to organic and inorganic dust and heated atmosphere, 4 to metallic poisons or fumes, and 1 to low temperature.³

This examination might be made a very effective means of securing information which would make it possible to determine, as the law requires, whether a child is physically fitted for the specific occupation in which he is to engage, since details as to exactly what were the child's duties in his previous occupation could be obtained and the physical examination made with especial reference to the effects of that work. The former bureau of statistics and information made a beginning of collecting data as to children's occupations in this way, but the board of labor and statistics has not continued this practice. Until detailed knowledge is obtained concerning the technique of industrial processes and the effect of specific occupations upon child workers, and until employers are required to describe in detail and in uniform terminology the nature of the occupations in which applicants for employment certificates are to engage, the examining physician should be certain before permitting a child to go to work at all that he is physically able to work in any occupation in which he may legally engage.

¹ Twenty-fourth Annual Report of the Bureau of Statistics and Information of Maryland, 1915, pp. 45, 60. Corresponding data for 1916 are not available, but these figures may be considered representative.

² Travers, Dr. J. C.: "Some physical effects of industry upon the working children of Maryland," in Maryland Medical Journal (March, 1914), pp. 59-64.

³ Twenty-fourth Annual Report of the Bureau of Statistics and Information of Maryland, 1915, pp. 98-100. Persons under 16 years of age recorded in these occupational-disease tables were reported by the bureau physicians. No cases were reported in 1916.

This requirement of a new examination for each certificate issued makes it possible to protect to a certain extent the health of the child at work, but the amount of this protection varies inversely with the length of time he stays in one job. And the child who does not secure a subsequent certificate before he reaches his sixteenth birthday receives no such protection. A better method might be to require periodical physical examinations of all children after they have received certificates without regard to whether they change employments.

Educational requirements.

When the fulfillment of the fifth grade requirement for obtaining a general certificate is proved only by the school record, as is usually the case, and as was apparently contemplated by the law, a uniform standard is fixed only in so far as the work of the schools is standardized. The only study in which the school record shows any definite degree of proficiency is arithmetic. In Baltimore City the same outline of studies is followed in all public schools, but promotions from one grade to another are at the discretion of the individual teachers, no uniform examinations being prescribed. By providing, however, that the issuing officer "approve" the preliminary papers (including the school record) the law gives an opportunity to test the applicants' educational qualifications. This is done in some instances in Baltimore City by giving a test in simple operations in arithmetic to children from private or parochial schools who have not completed the eighth grade. The fact that in 1916, 79 original general certificates, or about 1 such certificate to every 46 issued, were refused because the applicants were unable to pass this simple test,¹ shows that there is need for some system of standardization of requirements for obtaining a school record. In order to make this provision actually effective in allowing only children of certain minimum educational qualifications to leave school for work, the passing of uniform examinations should be required.

In the counties the seventh grade standard for leaving school should automatically secure the enforcement of the fifth grade standard for obtaining a general certificate, particularly since each county board of education prescribes uniform examinations for all schools in its county. In the western counties, however, the substitution of evening school classes in place of day school classes for children who have not passed the seventh grade has actually lowered in many instances the educational standard required of children leaving school to go to work. Under this arrangement children who

¹ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, pp. 101, 113.

have not passed even the fifth grade have secured certificates which, though called "vacation" certificates, permit them to work throughout the year without attending day school. Though these classes are under the supervision of the county school authorities, a course of study of two hours an evening from three to five evenings a week can not in any sense be considered a substitute for the classes of the regular full-time day school. After eight hours of work, moreover, a child needs the evening for rest and recreation, and is not in proper physical or mental condition for classroom instruction. This substitution of evening for daytime instruction is defended¹ on the ground that it is an emergency measure, for use during the transitional period while the new compulsory-education law is going into effect, in dealing with children over 14 who have received little elementary education.

In the eastern counties children who secure general certificates are supposed to fulfill the seventh grade requirement by day-school attendance, but since the presentation of school records is sometimes not required by the issuing physicians, it is possible for children without even a fifth grade education to secure certificates and go to work. Comparatively few general certificates are issued, but there is a further danger of children working while schools are in session without the required grade qualification because it is possible for children to work practically the year through on vacation certificates in places where the school-attendance law is not rigidly enforced and where establishments are not frequently inspected.

No attention is paid to the second educational requisite for obtaining a general certificate—the fulfillment during some year after the child's thirteenth birthday of the school attendance prescribed by law. It is true that this requirement would be complied with if the education law were rigidly enforced, but the fact should be definitely certified on the school record, and issuing officers should be careful to see that this provision is enforced.

The law intends that no child shall go to work at any time in a regulated occupation unless he can at least read intelligently and write legibly simple sentences in the English language. The necessary grade qualification keeps children without this ability from securing general certificates for work during school hours, but the literacy tests given for vacation certificates fail to insure the fulfillment of this requirement. The test given in the Baltimore and the Cambridge offices of the board, consisting of the child's signature and the writing of a simple sentence which is the same for all applicants, is wholly inadequate to determine whether the applicant is as proficient as the law requires. And the mere securing of the child's

¹ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 131. Prior to 1916, a compulsory education law was in force in only one of the four western Maryland counties.

signature, as is the practice in the western counties and in the eastern counties where the examining physicians issue certificates, can hardly be called a literacy test in any sense of the word.

The only possible justification for fixing by law a lower educational requirement for a vacation than for a general certificate, is the presumption that a child while working under a vacation certificate is losing none of the opportunities for school training which the community offers. But in Maryland this is not true; for, since the State child-labor law permits employment on a vacation certificate at any time when the child is not required to attend school and since the county education law requires full-time attendance of all children only up to the age of 13 years, many children in the counties are at work on "vacation" certificates when they might be attending school. It is true that conditions in this respect are much better under the new State-wide education law effective in 1916 than they were formerly when in many of the counties there was no compulsory-education law at all and when a vacation certificate, for which at that time not even literacy was required, permitted employment at any time. Nevertheless even under the new law children 13 years of age and over who are barely literate may legally work during all but 100 days of the school year. As the time lost is usually at the beginning and again at the end of the school year, it is obvious that the value of the school course is decidedly lessened both for the children who are irregular in attendance and for the regular attendants whose classes must inevitably be adjusted to a certain extent to accommodate children who have not kept up with the course.

The waiving of the educational requirements in giving temporary certificates to Baltimore children adjudged mentally defective without requiring completion of the fifth grade was, at the time of this study, clearly extra legal, as the law did not exempt such children. Since then, however, the law has been amended to authorize the issuance of temporary certificates to boys of this class.¹

Enforcement.

The establishment of a State-wide compulsory education law in Maryland in 1916 in place of the law formerly applying only to Baltimore City and certain of the counties has caused a decided advance in the enforcement of the child-labor law in many parts of the State. Without the supervision of children before and at the time of going to work made possible by such a law, it is practically impossible to keep them from being employed illegally. Nevertheless, the lack of uniformity between the provisions in force in the counties and those in force in Baltimore City leads to serious difficulties in enforcement.

¹ Acts of 1918, ch. 495.

The methods used by the attendance officers in Baltimore City to follow up children who are reported absent are careful and, in general, effective. The force of 13 attendance officers (including the chief) is not, however, large enough to keep track of the 80,000 or 90,000 children attending the city schools. The law gives the board of school commissioners power to appoint 18 attendance officers in addition to the chief,¹ and at least this number is required to do effectively the necessary follow-up work.

Many of the Baltimore private and parochial schools report their absentees to the attendance department as regularly as do the public schools, but as long as all schools do not so report, some children who leave school illegally will inevitably escape detection by the attendance officers. Reports of children transferred from one city school to another should also be made by private and parochial as well as by public schools.

In the counties the fact that the law requires only 100 days' attendance during the school year makes the work of the attendance officer much more difficult than it would be if children of school age had to be in school during the entire session. Moreover, the monthly report of children absent for more than three days during the month, which is the only notification of absentees received by some of the attendance officers, is not sufficient. The "urgent" form employed in some of the counties to report cases of absence for immediate investigation should be used everywhere, and the other forms drafted by the State department of education which have been found of value should be furnished to all attendance officers. In fact, all forms needed for enforcement should be furnished as well as drafted by the State board, and the law should make their use compulsory. The work of the attendance officer would not then be hampered by the inability or disinclination of a county board to furnish these forms, and each county could be given the benefit of the experience of all the others. In the counties, too, all transfers should be reported immediately to the proper attendance department or officer, instead of leaving the discovery of the child, if he does not enter the school to which he is sent, to chance information gleaned by the attendance officer or to the next school census.

Difficulties in keeping children in school in the counties are also caused by the fact that each attendance officer has so large a territory to cover that all absentees can not be investigated immediately and many of them can never be investigated in person. The officers who are furnished automobiles by their county boards can, of course, do better work than those with only a horse and buggy at their disposal for traveling long distances.

¹ A. C. 1911, vol. 3 (1914), art. 77, sec. 156, as amended by Acts of 1916, ch. 506. For the text of this section, see p. 96.

The use of the census by the Baltimore school-attendance department in checking up school enrollment aids materially in enforcing the law. It would further aid in the discovery of children illegally employed if the board of labor and statistics checked the names of children recorded by the census as at work with their cards for children to whom certificates have been issued. The Baltimore school census form is defective, however, in that it calls for the age of the child and not the date of birth, because parents often give the age at the child's next birthday instead of his completed age at the time of the enumeration. In the counties the school census, which is to be taken first in 1918, though only biennial, may be made an effective assistance in enforcing the education law.

In Baltimore City and the western counties the system of reports between the schools and the board of labor and statistics concerning applicants for certificates makes the break between the child's school life and his industrial life usually much shorter than it is in States where there is no such cooperation between school and certificate-issuing authorities. As the reports are now made, however, it is possible in many instances for children to leave school and not go to work immediately. In Baltimore City, moreover, the names of all children who apply to the board of labor and statistics for certificates, even though they appear with none of the requisites, should be at least recorded and sent to the attendance department, though it might not be necessary to keep a permanent record of them in the office. Because this is not done, newcomers to the city, in some cases, may apply for certificates, and not being enrolled in any school may drift into industry illegally, subject only to the chance of detection by an inspector or to accidental discovery by an attendance officer.

Though many of the Baltimore schools refuse to issue a school record to a child who has not secured a promise of employment, this procedure is not always followed. If the law were so amended as to require a child to present a promise of employment and evidence of age before he is entitled to a school record, the break between school life and industrial life would be shortened, if not prevented, in many instances. School authorities should not pass definitely upon the legality of these papers, but they should be instructed as to what are legal occupations for children under 16.

Teachers and principals, in fact, should become familiar with all requirements of the child-labor law. It ought not to be possible, as happened in one instance, for an employer when accused by an inspector of employing a child illegally to produce a letter from the child's teacher stating that a certificate was not necessary for employment during vacation. Many of the teachers throughout the State do understand the requirements for obtaining a certificate and

cooperate fully with the labor officials, but this understanding and cooperation must be more general in order to insure the effective enforcement of the law. This is particularly necessary under a system of administration which places the control of the child at school and of the child at work in the hands of two separate agencies.

In the eastern counties, however, the need for this cooperation is most evident. There the attendance officer usually does not know when a child has gone to work until she visits his home after he has been reported absent from school, and does not know whether he has a certificate until she inspects the establishment where he is said to be employed. The fact that the issuing of certificates—except in Cambridge—is in the hands of private individuals who, though acting theoretically under the control of the local school superintendents, work practically almost without supervision, intensifies the separation between attendance and issuing officers. It might at first appear that this matter is not of much importance in the eastern counties because so few general certificates are issued there, but since a vacation certificate in the counties permits employment during all but 100 days of the school term, cooperation between teachers and issuing officers is needed in connection with the issuance of vacation certificates as much as in the issuance of general certificates. If a child is to be allowed to work at all during the school term, a school record certifying that he has attended the required number of days and countersigned by the attendance officer should be a prerequisite for a certificate.

The education law in force in Baltimore City allows the school system to lose track of children who though they have reached the age of 14 are not legally exempted from attendance, because it permits a child who claims need for his services at home or who goes into occupations for which a certificate is not required to leave school without a certificate as soon as he is 14. As there is no definite supervision of such a child after the visit of the attendance officer when he first leaves school, he may stay away nominally at home or at work in an unsupervised occupation, but actually loafing, looking for a job, or working illegally, thus losing the educational training that the law intends he shall have. All children leaving school for any reason should be required to obtain certificates, and children supposed to be working at home should be visited at intervals by the attendance officers.

Although the provision of the law requiring the return of certificates is intended to make it possible to put back into school without delay children who have secured certificates but who are temporarily unemployed, it is not effectively used for this purpose except in the western counties. In Baltimore City, when certificates are returned within the legal time, unemployed children might be dis-

covered and put back in school before they have been out of work more than six weeks. But in the eastern counties, both because the law requiring the return of certificates is often not enforced and because even when they are returned attendance officers are not informed, no method exists of sending unemployed children back to school. In any case, however, the school system makes no proper provision for the special needs of such children.

The delay of 15 days permitted by law before the employer must return the certificate appears to be too long. After two weeks the employer has forgotten about the child and is likely to neglect altogether to return the certificate. Moreover, until attendance officers receive more promptly the names of children who are out of work, little progress can be made in the attempt to put them in school.

The outstanding difficulty in the way of inspecting establishments with sufficient frequency and thoroughness to prevent illegal employment of children is the lack of enough properly trained inspectors to do the work—a lack due directly to an insufficient appropriation and to the absence of the requisite standards for appointment to the office of inspector.

The procedure which inspectors are instructed to follow is careful, and if their work were in all cases thoroughly supervised would probably be as well carried out as possible considering the number of establishments to be visited. As has been seen, however, lack of centralized supervision leads to differences in methods which result in uneven and irregular enforcement of the law. When, for example, an inspector fails to consider illegal the employment of a child in one establishment on a certificate issued for work in another, and when he fails to consult the employer's files unless he happens to see a child who appears to be under legal age or unless he doubts a child's word that he has a certificate, it is certain that children will work illegally without being discovered. Wherever inspectors are left to conduct their work without adequate supervision, the actual procedure inevitably depends more or less upon the personal characteristics of the inspector, and, though sometimes it may be even better than that prescribed by the central authority, it is likely in most cases to fall far short of the standard. Even when the isolated inspector is both conscientious and energetic he has not the opportunities to study and develop the best methods of inspection. Such a situation as exists in Maryland can be remedied only by the appointment of well-trained officials and by the grant of sufficient funds to the enforcing board so that the work of inspectors in all parts of the State can be effectively supervised.

Even when the instructions are carefully followed, the procedure can not result in the discovery of all violations. Too little use is made for identification purposes of the data on the certificate—par-

ticularly the child's signature. Difficulty in enforcement also arises from the fact that the law does not require employers to file for all minors over 16 statements of age such as the board issues upon request. In cases where the inspector doubts the child's statement that he is over 16, however, the reference to the office files of the board often helps in proving illegal employment. Another difficulty in the eastern counties is due to the failure of the physicians in many cases to make out the certificates legibly.

The legal provision for enforcement through prosecution and the imposition of penalties has thus far been of little value in the administration of the law because of difficulty in securing convictions. Chiefly for this reason the board has adopted the extremely lenient policy shown by a comparison of the number of violations discovered by inspectors in 1916 with the number of prosecutions. In that year 557 violations were reported in 286 establishments throughout the State, but prosecutions were instituted against only 13 or approximately 4 per cent of the employers, employing 44 or approximately 8 per cent of the children found working illegally. Even when convictions are secured, the actual fines imposed are considerably lower than the very low maximum of \$10 fixed by law, varying in 1916 (except in one instance) from \$1.45 to \$6.70 for each employer.¹

Summary.

The certificate law of Maryland requires as adequate proof as is now practicable that a child going to work is of legal age; fixes, for a child permitted to work throughout the entire year, an educational standard which, though low, is as high as that of many other States; and, by providing for physical examinations both when a child first enters industry and whenever he changes from one occupation to another, demands that he be safeguarded from working in occupations for which he is not physically fitted. This last provision, together with that requiring the issuance of a new certificate for each new occupation, upon which it rests, insures for at least those children who change employers before they become 16 a degree of supervision after they enter industry.

In those places where the officials of the board of labor and statistics have direct supervision, they have, in general, been able to maintain uniform standards and to insist upon the fulfillment of the requirements of the law before granting certificates. But the legal safeguards frequently fail to protect children in the eastern counties, where the law is often so laxly enforced that a child can go to work

¹ Twenty-fifth Annual Report of the Maryland State Board of Labor and Statistics, 1916, p. 171. Data in regard to prosecutions were furnished by the board of labor and statistics.

with no proof of age except his parent's affidavit or even his mere statement; where he can work legally during all but 100 days of the school term if he is barely able to read and write; and where he often receives only a perfunctory physical examination.

The most important changes needed in Maryland to bring about better protection of working children are (1) issuance of all certificates throughout the State under such direct supervision by the board of labor and statistics as will insure the strict enforcement of the age, educational, and physical standards set by law; (2) uniformity throughout the State in school-attendance requirements for children of school age and in educational standards for leaving school; (3) cooperation between the certificate-issuing officials and the school authorities in the eastern counties; (4) appointment of a larger number of inspectors and certificate-issuing officials; (5) provisions for insuring their competency; and (6) adequate support of both the child-labor and the compulsory-education laws by all the magistrates before whom prosecutions are brought.

APPENDIX.

LAWS RELATING TO EMPLOYMENT CERTIFICATES.

Note.—[The duties and powers relating to the enforcement of labor laws previously exercised by the bureau of statistics and information were transferred by chapter 406 of the Acts of 1916 to the board of labor and statistics. The new enforcing authority is indicated by an insertion in brackets in the text, the former enforcing power being omitted.]

ALL REGULATED OCCUPATIONS.

ENFORCEMENT.

Duties and powers of inspectors.—The [chairman of the board of labor and statistics], or his assistant, or any inspector, shall have authority to enter any room in any tenement or dwelling house, workshop, manufacturing establishment, mill, factory or place where any goods are manufactured, for the purpose of inspection. The person, firm or corporation owning or controlling or managing such places shall furnish access to and information in regard to such places to the said [chairman of the board of labor and statistics] or his deputies at any and all reasonable times while work is being carried on. [A. C. 1911, vol. 3 (1914), art. 27, sec. 273.]

Penalty for hindering inspector.—Any person, firm or corporation who * * * shall refuse to give such information and access to the [chairman of the board of labor and statistics] or his deputies * * * shall, upon conviction in any court of competent jurisdiction, be fined not less than five dollars nor more than one hundred dollars, or imprisonment [imprisoned] not less than ten days nor more than one year, or both, in the discretion of the court, such fines to be collected as all fines are collected by law. [A. C. 1911, vol. 3 (1914), art. 27, sec. 275.]

EDUCATIONAL REQUIREMENTS.

SCHOOL CENSUS.

Rules and forms for taking biennial school census of children between 6 and 18, inclusive, in counties to be prescribed by State board of education.—The State board of education shall prescribe, with and on the advice of the State superintendent of schools, the rules and regulations for taking a biennial school census of all children within the State [this refers to the counties only] between six and eighteen years of age, inclusive; also the forms and blanks to be employed in taking such census and in compiling the reports thereon. [A. C. 1911, vol. 3 (1914), art. 77, sec. 12F, as added by Acts of 1916, ch. 506.]

Taking of school census in counties to be under the direction of the State superintendent of schools; power of State superintendent to cause Baltimore or county school census to be retaken.—The State superintendent of schools, subject to the rules and regulations of the State board of education, shall direct the taking of a biennial school census of all the children in the State [this refers to the counties only] between the ages of 6 and 18 years inclusive, to be taken first in the year 1918, and every two years thereafter, and he may cause the whole or any part of the school census of the city of Baltimore or of any county to be retaken at any time, if, in his judgment, the whole or any part of such census has not been properly or correctly taken. [A. C. 1911, vol. 3 (1914), art. 77, sec. 21B, as added by Acts of 1916, ch. 506.]

County boards of education to take school census in counties.—The county board of education shall, subject to the direction of the State superintendent of

schools and to the rules and regulations of the State board of education, cause to be taken, under the direction of the county superintendent, a biennial school census of the children of the county between the ages of six and eighteen years inclusive, to be taken first in the year 1918, and every two years thereafter; and the county superintendent shall cause, upon the direction, at any time, of the State superintendent of schools, the whole or any part of any school census of his county to be retaken. [A. C. 1911, vol. 3 (1914), art. 77, sec. 25M, as added by Acts of 1916, ch. 506.]

COMPULSORY SCHOOL ATTENDANCE.

Children from 8 to 14 in Baltimore; from 14 to 16 if not regularly employed; exceptions.—Every child residing in Baltimore City between eight and fourteen years of age shall attend some [day] school regularly as defined in section 160 of this subtitle [secs. 153-172], during the entire period of each year, the public day schools in said city in which said child resides are in session, unless it can be shown that the child is elsewhere receiving regularly thorough instruction during said period in the studies usually taught in the said public schools to children of the same age: *Provided*, That the superintendent or principal of any school, or person or persons duly authorized by said superintendent or principal may excuse cases of necessary absence among its enrolled pupils: *And provided further*, That the provisions of this section shall not apply to a child whose mental or physical condition is such as to render its instruction as above described inexpedient or impracticable. Every person having under his control a child between eight and fourteen years of age shall cause such child to attend school or receive instruction as required by this section [;] children over fourteen years of age and under the age of sixteen years;¹ and every person having under his control such a child shall be subject to the requirements of this section, unless [such] children are regularly and lawfully employed to labor at home or elsewhere. [A. C. 1911, vol. 3 (1914), art. 77, sec. 153.]

Penalty.—Any person who has a child under his control and who fails to comply with any of the provisions of the preceding sections 153 and 153A [162], shall be deemed guilty of a misdemeanor and be fined not exceeding five dollars for each offense. [A. C. 1911, vol. 3 (1914), art. 77, sec. 154.]

Employing during school hours, etc., prohibited; penalty.—Any person who induces or attempts to induce any child to absent himself unlawfully from school, or employs or harbors while school is in session any child absent unlawfully from school shall be deemed guilty of a misdemeanor, and be fined not more than fifty dollars. [A. C. 1911, vol. 3 (1914), art. 77, sec. 155.]

Enforcement: appointment of attendance officers.—The board of school commissioners of Baltimore City shall appoint, and may remove at pleasure, one chief attendance officer, male or female; and in addition they may appoint and may remove at pleasure, such number of attendance officers, male or female, not exceeding eighteen, as they may deem proper. The compensation of such officers shall be fixed and paid by the mayor and city council of Baltimore. The county board of education of each of the several counties shall appoint, with the approval of the county superintendent, and may remove at pleasure, with the approval of the county superintendent, at least one attendance officer, male or female, who shall give his or her entire time to the duties of the office; and such additional attendance officers may be appointed as the county board of education may deem necessary. [A. C. 1911, vol. 3 (1914), art. 77, sec. 156, as amended by Acts of 1916, ch. 506.]

Enforcement: duties and powers of attendance officers.—It shall be the duty of each attendance officer, and said officer shall have full power, within the city or county for which he or she may be appointed, to arrest without warrant any child between eight and sixteen years of age found away from his home, and who is a truant from school, or who fails to attend school in accordance with the provision of this subtitle [secs. 153-172]. The said officer shall forthwith deliver a child so arrested either to the custody of a person in parental relation to the child or to the teacher from whose school such a child is then a truant * * *. The attendance officer shall promptly report every such arrest to the school commissioners of the said city or county, respectively, or to such person or persons as they may direct. [A. C. 1911, vol. 3 (1914), art. 77, sec. 157.]

¹ This semicolon should apparently be omitted and a comma inserted.

SCHOOL CENSUS IN BALTIMORE.

Enumeration of children from 6 to 18, inclusive; penalty for withholding information or making false statements.—It shall be the duty of the police commissioners of Baltimore City, between the tenth and thirtieth day of November of each year, to cause a census, as nearly as possible accurate, to be made by members of the force under their command, of every child from six to eighteen years of age, inclusive, resident in the said city. The said police commissioners shall, for the purpose of taking said census divide the city into such posts, districts, or other subdivisions as they shall determine. The said census shall give the full name, address, age, color, sex and place of birth of each child, the school attended, or if not at school, his employment or that he is not employed, and the place of birth of each parent of said child, and the full and complete records of said census shall be furnished by said police commissioners to the board of school commissioners of Baltimore City on or before the tenth day of December in each and every year. Whosoever has under his control a child between said ages and withholds information in his possession from any office demanding it relating to the items aforesaid, or makes any false statement in regard to the same, shall be deemed guilty of a misdemeanor and be fined not more than twenty dollars. [A. C. 1911, vol. 3 (1914), art. 77, sec. 159.]

Enforcement: duties of teachers, etc.—It shall be the duty of the principal or head teacher of every public or private school in this State to report immediately to the school commissioners of the county, where such school is located, or of Baltimore City if located therein, or to an attendance officer or other official designated by such commissioners, the names of all children enrolled in his or her school who have been absent or irregular in attendance three days or their equivalent without lawful excuse within a period of eight consecutive weeks. [A. C. 1911, vol. 3 (1914), art. 77, sec. 160.]

COMPULSORY SCHOOL ATTENDANCE.

Children in counties from 7 to 13 to attend entire session; children 13 and 14, and children 15 and 16 who have not completed elementary school, to attend at least 100 days, and the entire session if not lawfully employed; exceptions; penalty.—Every child, residing in any county of the State being seven years of age, and under thirteen years of age, shall attend some public school during the entire period of each year that the public schools of the county are in session; unless it can be shown to the county superintendent of schools that such a child is elsewhere receiving regular and thorough instruction during such period in the studies usually taught in the public schools of the county to children of the same age: *Provided*, That the superintendent or principal of any school, or persons duly authorized by such superintendent, may excuse cases of necessary and legal absence among such enrolled pupils: *And provided further*, That the provisions of this section shall not apply to children whose mental or physical condition is such as to render the instruction above described inexpedient or impracticable. Every person having under his control a child seven years of age and under thirteen years of age, shall cause such child to attend school or receive instruction as required by this section. Every child, residing in any county of the State, being thirteen years of age or fourteen years of age, shall attend some public school not less than one hundred days, as nearly consecutive as possible, beginning not later than November first, during the period of each year that the public schools of the county are in session, and such child shall attend some public school the entire period of each year that the public schools of the county are in session, if not regularly and lawfully employed to labor at home or elsewhere, unless it can be shown to the county superintendent of schools that such a child is elsewhere receiving regular and thorough instruction for such period in the studies usually taught in the public schools of the county to children of these ages: *Provided*, That the provisions of this section shall not apply to children whose mental and physical condition is such as to render the instruction above described inexpedient or impracticable. Every person having under his control a child thirteen years of age or fourteen years of age, shall cause such child to attend school or receive instruction as required by this section. Every child residing in any county of the State, being fifteen years of age or sixteen years of age, who has not completed the work of the public elementary school, shall attend

some public school not less than one hundred days, as nearly consecutive as possible, beginning not later than November first, during the period of each year the public schools of the county are in session; and such child shall attend some public school the entire period of each year the public schools of the county are in session, if not regularly and lawfully employed to labor at home or elsewhere, unless it can be shown to the county superintendent of schools that such child is elsewhere receiving regular and thorough instruction for said period in the studies usually taught in the public schools of the county to children of these ages: *Provided*, That the provisions of this section shall not apply to children whose mental and physical condition is such as to render the instruction above described inexpedient or impracticable. Every person having under his control a child fifteen years of age, or sixteen years of age, shall cause such child to attend school or receive instruction as required by this section. Any person who has a child under his control and who fails to comply with any of the provisions of this section, shall be guilty of a misdemeanor, and shall be fined not exceeding five dollars for each offense. [A. C. 1911, vol. 3 (1914), art. 77, sec. 162, as amended by Acts of 1916, ch. 506.]

REGULATED OCCUPATIONS.

ENFORCEMENT.

Powers of attendance officers.—Attendance officers may visit all establishments where minors are employed in their several cities and counties, and ascertain whether any minors are employed therein contrary to law. Attendance officers may require that the certificates provided for in article 100 of the code of public general laws of Maryland [A. C. 1911, vol. 3 (1914), art. 100] relating to minors employed in such establishments shall be produced for inspection. [A. C. 1911, vol. 3 (1914), art. 77, sec. 166.]

Penalty.—Any person violating any provisions of this subtitle [secs. 153–172] where no special provision as to the penalty for such violation is made shall be deemed guilty of a misdemeanor, and be fined not exceeding fifty dollars for each offense. [A. C. 1911, vol. 3 (1914), art. 77, sec. 167.]

ALL REGULATED OCCUPATIONS.

ENFORCEMENT.

State board of labor and statistics established; powers and duties.—A commission is hereby created which shall be known as the State board of labor and statistics, to be composed of three commissioners. Immediately upon the taking effect of this act, the governor shall appoint such commissioners * * *. The governor may at any time remove any commissioner from office for inefficiency, neglect of duty or malfeasance in office. The governor shall designate one of said commissioners to be the chairman of the board. The other two commissioners shall be known as advisory members of the board. A majority of the members of the board shall constitute a quorum for the transaction of all business. The salary of the chairman shall be two thousand five hundred dollars (\$2,500) per annum, and the salary of each of the advisory members of the board shall be five hundred (\$500) per annum. The said board shall be allowed for actual and necessary expenses incurred in the discharge of its duties. Upon the appointment and qualification of the said State board of labor and statistics, the bureau of statistics and information, and the chief of the industrial bureau [chief of the bureau of statistics and information], shall be abolished, and all of the powers and duties conferred by this article, or by any other law or laws of this State, upon the said bureau, or its chief, shall thereupon be transferred to and imposed and devolved upon the State board of labor and statistics hereby created, together with all records, documents, papers, monies and all property and things of or appertaining to said bureau of statistics and information, and its chief, all in like manner and with the same effect and to the same extent as if the said State board of labor and statistics had been originally named in this article, or in said law or laws, as the body upon which said powers and duties were conferred. The State board of labor and statistics is authorized and empowered to appoint or employ such deputies, inspectors, assistants and employees of every kind as may be necessary for the performance of the duties

now or hereafter imposed upon it by this or any other law: *Provided however*, That such appointments and employments, and the compensation to be allowed therefor, shall in each and every case be subject to the approval of the governor. [A. C. 1911, vol. 2 (1911), art. 89, sec. 1, as amended by Acts of 1916, ch. 406.]

Appropriation.—The sum of eleven thousand, six hundred and sixty-six dollars and sixty-six cents (\$11,666.66) for the portion of the present fiscal year intervening between the first day of June, 1916, and the first day of October, 1916, and the sum of thirty-five thousand dollars (\$35,000) annually for the fiscal years ending September 30, 1917, and September 30, 1918, respectively, or so much thereof as may be necessary annually for the maintenance of the State board of labor and statistics, and the performance of the duties placed upon it by existing law or laws, or by any law or laws passed at the present session of the general assembly of Maryland, and by all laws hereafter to be passed and the payment of the salaries and expenses of said board and its officers, deputies, assistants, inspectors, and employees, is hereby appropriated, and shall be payable on the order or orders of the said board from time to time, as in law provided * * *. [A. C. 1911, vol. 2 (1911), art. 89, sec. 14, as added by Acts of 1916, ch. 406.]

[Chapter 406 of the Acts of 1916 also confers upon the board of labor and statistics all the other duties and powers of the former bureau of statistics and information, which included the enforcement of the factory-inspection law, the collection of industrial and agricultural statistics, the organization and operation of free employment bureaus, and the promotion of voluntary mediation and arbitration. In addition, it transfers to this board the powers and duties of the inspector and assistant inspectors of female labor, who formerly enforced the 10-hour law for females. Chapter 410 of the Acts of 1916 gives this board the duty of appointing, with the consent of the governor, the mine inspector for Allegany and Garrett Counties, and chapter 207 gives it control over the inspection of steam boilers in the city of Baltimore.]

MANUFACTURING, MECHANICAL, AND MERCANTILE ESTABLISHMENTS, WORKSHOPS, ETC.

MINIMUM AGE.

Employment under 14 prohibited in these occupations and in tenement-house manufactories or workshops, messenger service, offices, places of amusement, etc.—No child under 14 years of age shall be employed, permitted or suffered to work in, about, or in connection with any mill, factory, workshop, mechanical establishment, tenement house, [sic] manufactory or workshop, office building, restaurant, bakery, barber shop, hotel, apartment house, bootblack stand or establishment, public stable, garage, laundry, or as a driver [,] or in any brick or lumber yard, or in the construction or repair of buildings, or as a messenger for telegraph, telephone or messenger companies, or in any mercantile establishment, store, office, boarding house, place of amusement, club or in the distribution, transmission or sale of merchandise. [A. C. 1911, vol. 3 (1914), art. 100, sec. 4, as amended by Acts of 1916, ch. 222.]

Court decision.—A former section on the above subject was held constitutional.—The Cotton Duck Co. v. Frankfort Insurance Co., 111 Md., 561 (1909).

CANNING AND PACKING ESTABLISHMENTS.

MINIMUM AGE.

Employment under 12 prohibited.—No child under 12 years of age shall be employed, permitted, or suffered to work in, about or in connection with any canning or packing establishment. [A. C. 1911, vol. 3 (1914), art. 100, sec. 5, as amended by Acts of 1916, ch. 222.]

ALL OCCUPATIONS.

MINIMUM AGE.

Employment under 14 during school hours prohibited; exceptions.—It shall be unlawful for any person, firm or corporation to employ, permit or suffer to work for hire or remuneration any child under 14 years of age in any business

or service whatever during any of the hours when the public schools of the district in which said child resides are in session, unless said child shall have previously fulfilled during the current year such requirements as to school attendance as now or may hereafter be prescribed by law. [A. C. 1911, vol. 3 (1914), art. 100, sec. 6.]

MANUFACTURING, MECHANICAL, MERCANTILE, CANNING, AND PACKING ESTABLISHMENTS, WORKSHOPS, ETC.

EMPLOYMENT CERTIFICATES AND RECORDS.

Certificates required under 16 in these occupations and in tenement-house manufactories or workshops, messenger service, offices, places of amusement, etc.—No child under sixteen years of age shall be employed, permitted or suffered to work, in, about or in connection with any establishment or occupation named in sections 4 and 5 unless the person, firm or corporation employing such child procures and keeps on file, and accessible to any attendance officer, inspector of factories or other authorized inspector or officer charged with the enforcement of this act [secs. 4-50], the employment certificate as hereinafter provided, issued to said child; and unless such employment, permission or sufferance to work in, about or in connection with said establishments or occupations shall be in accordance with the terms and regulations laid down for said employment certificates as hereinafter provided. [A. C. 1911, vol. 3 (1914), art. 100, sec. 9, as amended by Acts of 1916, ch. 222.]

Inspection of certificates and lists.—Attendance officers, inspectors of factories, or other authorized inspectors or officers charged with the enforcement of this subtitle [secs. 4-50] shall require that the employment certificates and lists provided for in this subtitle be produced for their inspection. [A. C. 1911, vol. 3 (1914), art. 100, sec. 10.]

Certificates to be returned to issuing office; records of issuing office; new certificates.—On termination of the employment of a child under sixteen years of age, the employment certificate issued to such child shall be returned by registered mail by the employer to the official issuing the same within twenty-four hours if said return is demanded by said child and otherwise within fifteen days of the termination of said employment, and the official to whom said certificate is so returned shall file and preserve the same until another certificate is issued to said child or until said child reaches the age of sixteen years, and on the return of said certificate shall notify the [chairman of the board of labor and statistics] of said return. Any child whose employment certificate has been returned as above provided shall be entitled to a new certificate without reexamination except a physician's certificate that the child is physically able to undertake the work for which the new certificate is to be issued, and such reissue of a certificate shall be subject to all conditions as to recording and reporting governing the original issue. [A. C. 1911, vol. 3 (1914), art. 100, sec. 11, as amended by Acts of 1916, ch. 222.]

Board of labor and statistics to issue certificates in Baltimore; either board or school authorities to issue in the counties; methods of issuing; general and vacation certificates.—An employment certificate shall be issued in Baltimore city only by the [chairman of the Maryland board of labor and statistics], and in the counties by said [chairman] or by the county superintendent of schools of the county in which said child resides, or by some person designated in writing by said superintendent. The employment certificate shall be issued only upon application in person of the parent, guardian, or legal custodian of the child desiring such employment, or if said child have no parent, guardian or legal custodian, then by next friend, but no certificate shall be issued by any person for any child then in, or about to enter such person's own employment, or the employment of a firm or corporation of which said person is a member, officer or employee. Employment certificates shall be of two classes: General employment certificates and vacation employment certificates. General employment certificates shall entitle the child to work during the entire year; vacation employment certificates shall entitle the child to work during the entire year excepting during such time as said child is required to attend public or private school under the provisions of the laws now in force, or hereafter to be enacted. [A. C. 1911, vol. 3 (1914), art. 100, sec. 12, as amended by Acts of 1916, ch. 222.]

Age, school, and health records and promise of employment required.—The person authorized to issue a general employment certificate shall not issue such

certificate until he has received, examined, approved and made a record of the following papers, duly executed, viz:

(1) The school record of such child properly filled out and signed, as provided in this act [secs. 4-50], which school record shall be furnished without charge to any child applying therefor by the superintendent or teacher in charge of the school or schools attended by said child.

(2) A certificate signed by a physician appointed by the officer authorized to issue such permit stating that such child has been examined by him, and, in his opinion, has reached the normal physical development of a child of its age, and is in sufficiently sound health and physically able to be employed in the occupation or process for which a permit is applied for [sic].

(3) Evidence of age showing that the child is fourteen years old or upwards, which shall consist of one of the following proofs of age and shall be required in the order herein designated as follows: (a) A duly attested transcript of the birth certificate filed according to law with a register of vital statistics, or other officer charged with the duty of recording births, which certificate shall be prima facie evidence of the age of such child. (b) A passport or a duly attested transcript of a certificate of baptism showing the date of birth and place of baptism of such child. (c) In case none of the proofs required by subdivisions (a) or (b) of this section can be produced, the officer issuing said permit may issue a temporary permit allowing said child to work for ten days, and shall accept as full proof of age the sworn affidavit of the child's parent, guardian, legal custodian, or next friend, such affidavit containing the name of said child, alleged age, place and date of birth and present residence and any other matter that may assist in determining the age of the child, and the further affidavit that the evidence of age required by subdivisions (a) or (b) of this section can not be produced by the applicant; and if upon investigation by the officer no facts appear contradicting any of the material statements of such application, the officer may after 10 days issue a regular permit for such child: *Provided*, That the officer issuing permits shall not accept the foregoing affidavit unless said affidavit be accompanied by the written certificate of the physician appointed by the officer authorized to issue such permits, certifying that he has made a physical examination and inspection of said child and verily believes said child to be of the full age of 14 years, and whenever practical all information required by subdivision (c) and par. (2) of this section shall be embraced in one certificate. The officer issuing the certificate shall require the evidence of age specified in subdivision (a) in preference to that specified in subdivisions (b) or (c), and the evidence of age specified in the subdivision (b) in preference to that specified in subdivision (c), and shall not accept the evidence of age permitted by subdivision (c) unless he shall receive and file in addition thereto or as part thereof an affidavit of the parent, guardian, legal custodian or next friend, showing that no evidence of age specified in any preceding subdivision or subdivision[s] of this section can be produced by the applicant.

(4) An employment ticket signed by the prospective employer, stating the occupation, industry, and place in which such child is to be employed. [A. C. 1911, vol. 3 (1914), art. 100, sec. 13, as amended by Acts of 1916, chs. 222, 701.]

Method of issuing certificates; educational requirements.—No employment certificate shall be issued until the child in question has personally appeared before and been examined by the officer issuing the certificate, nor until such officer, after making such examination, has signed and filed in his office a statement that the child can read intelligently and write legibly simple sentences in the English language. [A. C. 1911, vol. 3 (1914), art. 100, sec. 14, as amended by Acts of 1916, ch. 222.]

Method of issuing vacation certificates; age and health certificates required.—The person authorized to issue a vacation employment certificate shall not issue such certificate until the child in question has personally appeared before said person authorized to issue said certificates, and until said person so authorized has received and approved the following papers duly executed, viz:

(1) Evidence of age, showing that said child is 12 years [old] or upwards, which evidence of age shall consist of A, B or C [a, b, or c], as set forth in section 13 above, or in lieu of said evidence A, B or C [a, b, or c], in case they cannot be presented, a statement from a regular physician designated by said person authorized to issue said certificate, certifying that he has examined said child and that in his opinion said child is of the age of 12 years or upward, together with the affidavit of the parent, guardian, legal custodian or next friend of such child, that such child is above the age of 12 years.

(2) A statement from a regular physician designated as above, certifying that he has examined said child, and that in his opinion said child is physically able to undertake the work for which said certificate is to be issued. [A. C. 1911, vol. 3 (1914), art. 100, sec. 15, as amended by Acts of 1916, ch. 222.]

Contents of employment certificates and records of issuing office.—All employment certificates shall be issued on forms supplied by the [board of labor and statistics]. All certificates issued in Baltimore city shall be in duplicate and one copy shall be retained in the files of said [board] for the period of four years from the date of issue. All certificates issued in any of the counties of Maryland shall be made out in duplicate and one copy shall be delivered by the person issuing said certificate to the [board of labor and statistics] and shall be preserved in the files of said [board] for the period of four years from the date of said issue; and the person issuing said certificate in any of the said counties shall also make a record of each application for any employment certificate upon blanks furnished by said [board], and shall preserve same for a period of four years from the date of application. Whenever a certificate shall be refused to any child, a statement of the name and address of said child, together with the reasons for the refusal of said certificate and the school which said child should attend, shall be forwarded by the person refusing to issue said certificate to the county superintendent of schools of the county in which said child resides, if the child resides in one of the counties of this State, and to the [board of labor and statistics], and said statements shall be placed on file and preserved until such time as such child, if living, shall have reached the full age of 16 years. All employment certificates shall also contain the name and address of the prospective employer and the nature of the occupation in which said child is to be engaged, and no certificates [sic] shall be valid excepting in the hands of the employer so named and for the occupation so described. [A. C. 1911, vol. 3 (1914), art. 100, sec. 16, as amended by Acts of 1916, ch. 222.]

Contents of school record; educational requirements.—The school record required by this subtitle [secs. 4-50] shall be filled out and signed by the principal or chief executive officer of the school which such child has last attended and shall be furnished to a child who after due examination and investigation may be entitled thereto. It shall contain a statement certifying that the child has regularly attended the public schools or private or parochial schools for not less than such a minimum period of attendance as is now or may hereafter be prescribed by law during any period of 12 months after such child shall have arrived at the age of 13 years and that such child is able to read intelligently and write legibly simple sentences in the English language, and has completed a course of study equivalent to five yearly grades in reading, spelling, writing[,] English language and geography, and is familiar with the fundamental operation[s] of arithmetic up to and including fractions, such school record shall give the name, date of birth and residence of the child as shown on the records of the school and the name of the parent or guardian or custodian. The provisions of this section relating to school attendance shall not be enforced against any child who has been granted a permit under the provisions of chapter 192 of the Act[s] of 1906: *Provided however*, That such child is able otherwise to meet the educational requirements of this section. [A. C. 1911, vol. 3 (1914), art. 100, sec. 17.]

Blank certificates.—Certificates and other papers required in the issue of employment certificates shall be formulated by the [board of labor and statistics] and furnished by it to the superintendents of schools of the various counties of this State: *Provided*, That the preliminary papers required under sections 13 and 15 of this article shall be sufficient if they state fully the facts called for by said sections, and shall not be rejected because they are not upon the forms furnished by the [board of labor and statistics]. [A. C. 1911, vol. 3 (1914), art. 100, sec. 18.]

Proof of age may be required for children apparently under 16.—An inspector of factories, or attendance officer or other officers charged with the enforcement of this subtitle [secs. 4-50] may make demand on any employer in or about whose place or establishment a child apparently under the age of 16 years is employed or permitted or suffered to work, and whose employment certificate is not filed as required by this subtitle, that such employer shall either furnish to the person authorized to issue a certificate for said child within 15 days satisfactory evidence that such child is in fact over 16 years of age, or shall cease to employ, or permit or suffer such child to work in such place or establishment. The person authorized to issue said certificate shall re-

quire from such employer the same evidence of age of such child as is required upon the issuance of an employment certificate and the employer furnishing such evidence shall not be required to furnish any further evidence of the age of the child. [A. C. 1911, vol. 3 (1914), art. 100, sec. 19.]

Failure to produce proof required by section 19 to be evidence of illegal employment.—In case any employer shall fail to produce and deliver to the proper authorities within 15 days after demand, made pursuant to section 19 of this article, the evidence of age therein required, and shall thereafter continue to employ such child or permit or suffer such child to work in such place or establishment, proof of the making of such demand and of such failure to produce and deliver such evidence shall be prima facie evidence of the illegal employment of such child in any prosecution brought therefor. [A. C. 1911, vol. 3 (1914), art. 100, sec. 20.]

REGULATED OCCUPATIONS.

ENFORCEMENT.

Duties and powers of factory inspectors, attendance officers, etc.—Inspectors of factories, attendance officers and others [other] authorized inspectors may, within their respective districts or jurisdictions, visit and inspect at any time any place of employment mentioned in this subtitle [secs. 4-50], and shall ascertain whether any minors are employed therein contrary to the provisions of this subtitle; and shall report weekly all cases of illegal employment to the officer authorized to issue employment certificates in the county or Baltimore city wherein said child shall reside, and shall also report weekly said cases of illegal employment to the county superintendent of schools, or to the board of school commissioners of Baltimore city having jurisdiction over the school which said child should attend. It shall be the duty of factory inspectors, attendance officers and other officers charged with the enforcement of this subtitle, to make complaints against any person violating any of the provisions of this subtitle and to prosecute the same. This shall not be construed as a limitation upon the right of other persons to make and prosecute such complaints. [A. C. 1911, vol. 3 (1914), art. 100, sec. 34.]

Failure to produce employment certificates and lists to be evidence of illegal employment.—A failure by an employer to produce to an attendance officer, factory inspector or other authorized inspector or officer charged with the enforcement of this subtitle [secs. 4-50], any employment certificate or list required by this subtitle shall be prima facie evidence of the illegal employment of any child whose employment certificate is not produced or whose name is not so listed. [A. C. 1911, vol. 3 (1914), art. 100, sec. 35.]

APPLICATION OF ACT.

Act not to interfere with industrial education, etc.—Nothing in this subtitle [secs. 4-50] shall prevent children of any age from receiving industrial education furnished by the United States, by this State, or by any city or town in this State, or by any private or parochial school, and duly approved by the State board of education or by other duly constituted public authority. [A. C. 1911, vol. 3 (1914), art. 100, sec. 36.]

PENALTIES.

Illegal employment; employer, parent, etc.—Any person, firm or corporation, agent or manager of any firm or corporation, who whether for himself or for such firm or corporation, or by himself, or through agents, servants or foremen, employs, permits or suffers any child to work, and whoever having under his control as parent, guardian, custodian or otherwise, any child, permits or suffers such child to be employed or to work, in violation of any of the provisions of this act [secs. 4-50], shall for a first offense be punished by a fine of not more than ten dollars; for a second offense by a fine of not more than fifty dollars, or by imprisonment for not more than ten days or by both such fine and imprisonment. [A. C. 1911, vol. 3 (1914), art. 100, sec. 37, as amended by Acts of 1916, ch. 222.]

Employment after notification.—Whoever continues to employ any child in violation of any of the provisions of this subtitle [secs. 4-50], after being notified thereof in writing by a factory inspector, attendance officer or other officer charged with the enforcement of this subtitle, shall, for every day there-

after that such employment continues, be fined not more than twenty dollars. [A. C. 1911, vol. 3 (1914), art. 100, sec. 38.]

Retention of employment certificate by employer.—Any person, firm or corporation, retaining an employment certificate in violation of section 11 of this act [secs. 4-50] shall be fined not more than ten dollars. [A. C. 1911, vol. 3 (1914), art. 100, sec. 39, as amended by Acts of 1916, ch. 222.]

Failure to keep file of employment certificates.—Every employer who fails to procure and keep on file employment certificates for all children employed under the age of 16 years, as provided in section 9 of this act [secs. 4-50], shall be fined not more than ten dollars. [A. C. 1911, vol. 3 (1914), art. 100, sec. 40, as amended by Acts of 1916, ch. 222.]

Hindering inspector.—Any person, firm or corporation who hinders or delays any factory inspector, attendance officer or any officer charged with the enforcement of any of the provisions of this act [secs. 4-50] in the performance of his or her duties, or refuses to admit or locks out any such inspector or officer from any place which said inspectors or officers are authorized to inspect, shall be punished by a fine of not more than ten dollars, or by imprisonment for not more than ten days, or by both such fine and imprisonment. [A. C. 1911, vol. 3 (1914), art. 100, sec. 42, as amended by Acts of 1916, ch. 222.]

Violation of act by persons charged with its enforcement.—Any inspector of factories or other authorized inspector, attendance officer, superintendent of schools or other person authorized to issue employment certificates * * * as required by this act [secs. 4-50], or other person charged with the enforcement of any of the provisions of this act, who knowingly and wilfully violates or fails to comply with any of the provisions of this act, shall be fined not more than ten dollars, and if an employee of the [board of labor and statistics], in addition thereto shall be subject to dismissal by the [chairman] of said [board]. [A. C. 1911, vol. 3 (1914), art. 100, sec. 43, as amended by Acts of 1916, ch. 222.]

False statements by persons authorized to sign contracts.—Any person authorized to sign any certificate, affidavit or paper called for by this subtitle [secs. 4-50], who knowingly certifies to any materially false statements therein shall be fined not more than \$100. [A. C. 1911, vol. 3 (1914), art. 100, sec. 44.]

Refusing information; children.—Any child working in or in connection with any of the establishments or place [places] or in any of the occupations mentioned in this subtitle [secs. 4-50], who refuses to give to the factory inspector or other authorized inspector or attendance officer his or her name, age and place of residence, shall be forthwith conducted by the inspector or attendance officer before the juvenile court if there be any juvenile court in the city or county where such child resides, or if not, before any court or magistrate having jurisdiction of offenses committed by children for examination and to be dealt with according to law. [A. C. 1911, vol. 3 (1914), art. 100, sec. 45.]

EMPLOYMENT CERTIFICATES AND RECORDS.

Fees forbidden; physicians in counties excepted.—No fee shall be charged or collected from any minor, or from his parents, guardian, legal custodian or next friend, for any service rendered by the [board of labor and statistics], or by any school [superintendent] or other officer issuing a permit, or for any school certificate or physician's certificate issued under the provisions of this subtitle [secs. 4-50]; but in the counties the physician or physicians designated by the superintendent of schools for each county, shall be entitled to receive a fee of fifty cents for each physician's certificate issued by him under the provisions of this article, said sum to be paid by the [board of labor and statistics] on the warrant of the superintendent of schools of said county. [A. C. 1911, vol. 3 (1914), art. 100, sec. 47.]

ENFORCEMENT.

Appointment, compensation, and duties of inspectors and physicians.—The [chairman of the Maryland board of labor and statistics] is hereby authorized to appoint four inspectors at a compensation not exceeding one thousand dollars each per annum, and three officers whose duty it shall be to issue and supervise the issuance of employment certificates, and to act as inspectors, at a compensation not exceeding twelve hundred dollars each per annum, and one officer who shall act as inspector of street trades, at a salary not exceeding

twelve hundred dollars per annum, to carry out the provisions of this act [sec. 4-50]; they shall also be allowed their actual expenses when away from the City of Baltimore on the business of their office; they shall be attached to and be part of the [Maryland board of labor and statistics], and be subject to the order of the [chairman] of said [board], whose duty it shall be to see that the provisions of this act are enforced; and said [chairman] of said [board] is further empowered to designate one or more regular physicians and other attendants who shall be attached to and be part of the [Maryland board of labor and statistics], and be subject to the order of the [chairman] of said [board], and who shall have such duties and receive such compensation as shall be determined upon by said [chairman]: *Provided however*, That the total compensation of all physicians and attendants so employed by said [chairman of the Maryland board of labor and statistics] shall not exceed twenty-five hundred dollars per annum. [A. C. 1911, vol. 3 (1914), art. 100, sec. 48, as amended by Acts of 1916, ch. 222.]

Fees forbidden.—All persons authorized to issue employment certificates under this subtitle [secs. 4-50] are hereby authorized to take such affidavits or administer such oaths as may be called for in the issuance of certificates of this subtitle, and are hereby forbidden to charge or receive a fee therefor. [A. C. 1911, vol. 3 (1914), art. 100, sec. 49.]

THE FEDERAL RESERVE BANK OF ST. LOUIS
ST. LOUIS, MISSOURI
JANUARY 1, 1914
TO THE DIRECTOR OF THE FEDERAL RESERVE BANK OF ST. LOUIS
FROM THE DIRECTOR OF THE FEDERAL RESERVE BANK OF ST. LOUIS
SUBJECT: [illegible]

FORMS USED IN THE ADMINISTRATION OF EMPLOYMENT-CERTIFICATE LAWS.

[The words in italics are as entered by hand on the blank forms, but all names and addresses, except those of some of the officials, are fictitious. Lines inclosed in bracket [] are interpolated and do not appear in the forms as used.]

[Form 1, Baltimore City and Western Counties. See p. 13.]

[When used elsewhere than in Baltimore City, the word "Baltimore" is crossed out and the name of the town or city where used is substituted.]

EMPLOYMENT CERTIFICATE.

SECTION 11, CHAPTER 731, ACTS OF 1912.

On termination of the employment of a child under sixteen years of age the employment certificate issued to such child shall be returned by registered mail by the employer to the official issuing the same within twenty-four hours if said return is demanded by said child, and otherwise within fifteen days of the termination of said employment; and the official to whom said certificate is so returned shall file said certificate and preserve the same, and on the return of said certificate shall notify the Chairman of the State Board of Labor and Statistics of said return.

Baltimore, Md., April 21, 1917.

STATE BOARD OF LABOR AND STATISTICS HEREBY CERTIFIES

No. 678,542.

That *Louis Haddis* has complied with the provisions of Section 13, Chapter 731,

(Name of Child.)

Acts of 1912, and may therefore be employed by *G. Martin Stein* as an *errand*

(Employer.)

(Name of

boy in the *Men's Clothing Mfg.*

Occupation.) (Industry.)

Date of Birth, *Dec. 25, 1902.* Age, *14 yrs. 3 mo.*

Color of Hair, *brown.* Eyes, *blue.*

Complexion, *fair.* Height, *5 ft. 2 in.*

By order of

CHAS. J. Fox, Chairman.

Countersigned *Mack Herzog*

Officer issuing the Certificate.

Louis Haddis.

Signature of Person named in this Certificate.

No child under 16 years shall be employed or permitted to work on any machine or machinery operated by power other than foot or hand power.

Hours of Labor.—No child under 16 years shall be employed, permitted or suffered to work in, about or in connection with any establishment or occupation, excepting canning or packing establishments, for more than 6 days in any one week, nor more than 48 hours in any one week, nor more than 8 hours in any one day, nor before 7 a. m. nor after 7 p. m.

[Printed on large perforated sheets, four to a sheet.]

[When issued in the counties, the following is stamped across form: "The child named hereon has fulfilled all requirements of the school attendance law, having completed the work of the elementary school (7th grade)."]

108 EMPLOYMENT-CERTIFICATE SYSTEM IN MARYLAND.

[Form 2, Eastern Counties. See p. 13.]

STATE OF MARYLAND—COUNTY GENERAL EMPLOYMENT CERTIFICATE

Acts 1912, Chapter 731 and Acts 1916, Chapters 222 and 701

ISSUED TO CHILDREN 14 TO 16 YEARS OF AGE

On termination of the employment of a child under 16 years of age, the employment certificate issued to such child shall be returned by registered mail by the employer to the official issuing the same within twenty-four hours if said return is demanded by said child, and otherwise within fifteen days of the termination of said employment.

No. of Permit 29

Town and County of Issue *Berlin, Worcester Co. Md. Nov. 15, 1916.*

Authorizing Employment of (Name of Child) <i>Edmond Gwynn</i>	Whose Permanent Residence is <i>Berlin, Maryland</i>	Name of Occupation <i>Errand boy</i>
Employer (Firm name) <i>Brown and Alden</i>	Address of Firm <i>Berlin, Maryland</i>	Name of Industry <i>Retail Dry Goods</i>

DATA RESPECTING CHILD TO WHOM THIS PERMIT IS ISSUED

Place of Birth <i>Berlin, Maryland</i>		Date of Birth <i>Sept. 7, 1901</i>		Present Age <i>15 Years 2 Months</i>	
Color <i>White</i>	Sex <i>Male</i>	Height <i>5 Ft. 2 In.</i>	Hair <i>Brown</i>	Eyes <i>Blue</i>	
School Last Attended <i>Hill School</i>		Grade Completed <i>7</i>		No. Days attended during preceding 12 months <i>100 days</i>	

The undersigned representative of the Superintendent of the Schools hereby certifies that he has received, examined, approved and filed the above named employer's promise to employ, the physician's certificate, the evidence of age each, as required by law, and that the child named hereon has personally appeared before him, with parent, guardian or custodian, and has been found to possess the educational qualifications required by the School Attendance Law.

Signed

James Phelps, M. D.
For Superintendent of Schools
Edmond Gwynn

Signature of child to whom certificate is issued.

Evidence of Age Accepted

- A Birth Certificate
B Baptismal Certificate.
C Passport
D Affidavit of parent or guardian, with any other official proof.
E Affidavit of parent or guardian without any other official proof.

*D*Indicate Letter
in Box

HOURS OF LABOR.—No child under 16 years of age shall be employed, permitted or suffered to work in, about or in connection with any establishment or occupation, excepting canning or packing establishments, for more than 6 days in any one week, nor more than 48 hours in any one week nor more than 8 hours in any one day, nor before 7 A. M., nor after 7 P. M.

No child under 16 years of age shall be employed or permitted to operate or assist in the operation of any machine or machinery operated by power other than foot or hand power.

THIS PERMIT MUST NOT BE RETURNED TO CHILD.

[Issued in duplicate. The original, which is of thin paper, is marked "Original (to be given child)"; the duplicate, which is a stiff card, is marked "To be returned to State board of labor and statistics."]

[Form 3, Baltimore City and Western Counties. See p. 13.]

[When used elsewhere than in Baltimore City, the word "Baltimore" is crossed out and the name of the town or city where used is substituted.]

VACATION EMPLOYMENT CERTIFICATE.

PERMITS EMPLOYMENT DURING VACATION AND OUTSIDE OF SCHOOL HOURS OF:

Any child 14 YEARS OF AGE OR OVER in a mill, factory, workshop, mechanical establishment, tenement house, manufactory or workshop, office building, restaurant, bakery, barber-shop, hotel, apartment house, boot-black stand or establishment, public stable, garage, laundry, or as driver, or in any brick or lumber yard, or in the construction or repair of buildings, or as messenger for telegraph, telephone or messenger companies, mercantile establishment, store, office, boarding-house or club, or in the distribution, transmission or sale of merchandise. Any child 12 YEARS OF AGE OR OVER in a canning or packing establishment.

No. 10,871.

Baltimore, Md., July 18, 1917.

STATE BOARD OF LABOR AND STATISTICS HEREBY CERTIFIES

That *Felix Day* has complied with the provisions of Section 13, Chapter 731, Acts of 1912, and may therefore be employed by *Midvale Canning Company* as a pre-
(Name of Child.) (Employer.)

parer in the canning.

Occupation.) (Industry.)

Date of Birth *May 17, 1904.* Age *13.*Color of Hair *Brown.* Eyes *Blue.*Complexion *Fair.* Height *4 ft. 10 in.**Felix Day.*

(Signature of Child.)

Mack Herzog,

Signature of Person issuing this Certificate.

By order of

CHAS. J. Fox, Chairman.

This permit must be kept on file by the employer during the period the child to whom it is issued remains in his employ. At the termination of such employment it must be returned by registered mail by the employer to this Bureau within 24 hours, if said return is requested by said child, and otherwise within 15 days of termination of said employment.

HOURS OF LABOR.—No child under 16 years shall be employed, permitted or suffered to work in, about or in connection with any establishment or occupation, excepting canning or packing establishments, for more than 6 days in any one week, nor more than 48 hours in any one week, nor more than 8 hours in any one day, nor before 7 A. M. nor after 7 P. M.

THIS PERMIT CAN BE REVOKED FOR CAUSE AT ANY TIME.

[When issued in Baltimore City, the following is stamped across form—"O. K. on school days for three hours which do not conflict with the public school session and for eight hours on Saturdays and school holidays." When issued in the western counties, the following is stamped across form—"Every child between 14 and 16 years of age, residing in any county of the State, is required to attend school 100 days in each year (Sec. 162 Chap. 21 Acts 1916, school attendance law), beginning not later than November 1st unless such child has completed the work of the elementary school (7th grade)."]

[Form 4, Eastern Counties. See p. 13.]

STATE OF MARYLAND—COUNTY VACATION EMPLOYMENT CERTIFICATE

Acts 1912, Chapter 731 and Acts 1916, Chapters 222 and 701

ISSUED TO CHILDREN 12 TO 16 YEARS OF AGE.

Any child 14 YEARS OF AGE OR OVER may work in a mill, factory, workshop, mechanical establishment, tenement house, manufactory or workshop, office building, restaurant, bakery, barber-shop, hotel, apartment house, boot-black stand or establishment, public stable, garage, laundry, or as a driver, or in any brick or lumber yard, or in the construction or repair of buildings, or as messenger for telegraph, telephone or messenger companies, mercantile establishment, store, office, boarding-house or club, or in the distribution, transmission or sale of merchandise. Any child 12 YEARS OF AGE OR OVER in a canning or packing establishment only.

No. of Permit 79 Town and County of Issue *Thistle, Talbot Co. Md.* Aug. 1, 1917.

Authorizing Employment of (Name of child) <i>Ralph Major</i>	Whose Permanent Residence is <i>26 Grant Ave.</i>	Name of Occupation <i>doffer</i>
Employer (Firm name) <i>W. A. Blakey</i>	Address of Firm <i>Thistle, Md.</i>	Name of Industry <i>Cotton duck</i>

DATA RESPECTING CHILD TO WHOM THIS PERMIT IS ISSUED

Place of Birth <i>Baltimore, Md.</i>	Date of Birth <i>June 23, 1903</i>	Present Age <i>14 Years 1 Month</i>
Color <i>White</i>	Sex <i>Male</i>	Height <i>4 Ft. 9 In.</i>
	Hair <i>Light</i>	Eyes <i>Gray</i>

The undersigned representative of the Superintendent of Schools Heroby Certifies that he has received, examined, approved and filed the above named employer's promise to employ, the Physician's Certificate, the evidence of age, each as required by law and that the child named herein is able to read and write simple sentences in the English language and has personally appeared before him accompanied by parent or guardian.

Signed

J. Phelps, M. D.
For Superintendent of Schools
Ralph Major

Signature of child to whom certificate is issued.

Evidence of Age Accepted

- A Birth Certificate
B Baptismal Certificate.
C Passport
D Affidavit of parent or guardian, with any other official proof.
E Affidavit of parent or guardian without any other official proof.

*B*Indicate Letter
in Box

HOURS OF LABOR.—No child under 16 years of age shall be employed, permitted or suffered to work in, about or in connection with any establishment or occupation, excepting canning or packing establishments, for more than 6 days in any one week, nor more than 48 hours in any one week nor more than 8 hours in any one day, nor before 7 A. M., nor after 7 P. M.

NOTICE TO EMPLOYERS.—Every child between 13 and 16 years of age residing in any county of the State, is required to attend school 100 days in each year (Sec. 162, Chap. 21, Acts 1916, School Attendance Law), beginning not later than November 1st, unless such child shall have reached the age of 15 years and has completed the work of the Elementary School (7th Grade), when a General Employment Certificate may be secured to entitle the child to work during the entire year.

[Issued in duplicate. The original, which is of thin paper, is marked "Original (to be given child)"; the duplicate which is a stiff card, is marked "To be returned to State board of labor and statistics."]

[Form 5, Entire State. See p. 13.]

EMPLOYMENT TICKET.

Name of Firm or Employer *John Brown and Co.*
Will Employ *Leon Kenwood*
Name of Child
in the capacity of *office boy*
State Nature of Employment
In the *Grain Receiving and Exporting* Industry
if an Employment Certificate is issued to him,
Him or Her
Address of Firm *1075 Chamber of Commerce Building.*
Name of Agent of Firm *William Harwood*
Date *Mar. 2, 1917.*

[Filing card.]

ORIGINAL (To Be Kept).

[Form 6, Entire State. See p. 13.]

SCHOOL RECORD.

(Fill out in ink.)

For a VACATION EMPLOYMENT CERTIFICATE no school record is required, EXCEPT when the child RESIDES IN ANY COUNTY of the State and wishes to qualify for a Vacation Employment Certificate while the public schools of the county in which he resides are in session, when a statement must be produced showing that he has ATTENDED SCHOOLS THE REQUIRED 100 DAYS DURING THE SCHOLASTIC YEAR.

For a GENERAL EMPLOYMENT CERTIFICATE a child residing in Baltimore City must present a school record showing that he has COMPLETED the 5th grade or a course of study equivalent to 5 yearly grades in reading, spelling, writing, English language and geography, and is familiar with the fundamental operations of arithmetic up to and including fractions. A child residing in any county of the State is required to complete the 7th grade.

For a newsboy badge there is no GRADE qualification, but regular attendance and average scholarship are expected, for the law provides that upon the recommendation of the principal of the school attended, the permit and badge of a newsboy who fails to comply with all the legal requirements concerning school attendance, may be revoked for a period of months by the officer who issued them.

John Jones, an applicant for an Employment certificate has completed the fifth grade at No. 27 School, and has regularly attended school 170 days during the preceding twelve months. The school record gives the date of his birth as (His or Her)

Apr. 16, 1903, residence 24 Beech St., and the name of parent, (guardian or custodian) as Richard Jones.

Certificate No. 10,789. Dated May 12, 1917. J. R. Smith.

(Principal or Chief Executive of the School)
[A duplicate of this record is given to the child.]

[Form 7, Entire State. See p. 39.]

[A blue card is used for a girl, a yellow one for a boy.]

Name Kanowski, John Address 237 Lafayette Ave. Date of Birth July 10, 1902. Age 12 Years 1 Month
Birthplace Baltimore, Md. Proof Baltimore Birth Record Reason for leaving school Help needed
School Pine Street Grade finished 6 Record 16 Color White Hair light Eyes blue Complexion fair
Father Living Yes Birthplace Germany Nationality Polish Occupation Laborer Mother Living Yes
Birthplace Germany Nationality Polish Occupation Housewife
Passed Test Yes Child John Kanowski Parent or Guardian Peter Kanowski
Remarks

Date	Permit		Occupation	Employer	Industry	Wages Ex-pected	Height	Weight	Lung Capacity	Chest		
	Kind	Number								Rest	Ins	Exp
8-14-14	Vac	5034	Skinner	Black Packing Co.	Cannery	unk.	4-6½	67		26	28	25
5-17-15	"	5746	Capper	White & Co.	County cannery	p.	4-7½	72				A
6-24-15	"	6526	Preparer	Brown Packing Co.	Cannery	unk.	"	72½				A
8-4-15	"	7800	Peeler	Blue Canning Co.	Cannery	unk.	4-8	76				G
5-20-16	"	8751	Capper	White & Co.	County cannery	p.	4-9½	80				A
6-24-16	"	9234	Preparer	J. Jonnet	Cannery	unk.	"	79				A
7-27-16	Gen'l	30833	Packer	S. H. Barnes	Cannery	p.	4-9½	80				S
5-22-17	"	37104	Clerk	P. Holt	Office	\$4.	4-11½	85				A

[Filing card.]

[Form 7 (reverse). See p. 13.]

Vision	R. E.	20/	20	20	20	20	20/	20	20	20	20	20	20	20	20	20	Remarks
Abnormalities or Diseases of Eyes	R. E.	20/	18	16	14	12	10	20/	18	16	14	12	10				
Hearing																	
Diseases of Ears																	
Breathing	Mouth							Teeth	Good/								
Oral Cavity	Nose/								Bad								
Throat																	
Circulation: Heart	Size																
	Action																
	Murmur																
	Character																
Pulse 86																	
Chest																	
Lungs																	
Glands																	
Anaemia																	
Nervous																	
Orthopedics																	
Genito Urinary:																	
Habits:	Alcohol																
Nutrition:																	
Personal History:	Whooping cough, measles, mumps																
Family History:	Negative																
Condition																	

[Spaces left blank on this form indicate normal condition.]

[Form 8, Entire State. See p. 13.]

[PARENT'S AFFIDAVIT AND PHYSICIAN'S CERTIFICATE OF AGE.]

APPLICATION FOR PHYSICIANS CERTIFICATE

To Be Filled Out in Case No Documentary Proof of Age of Any Kind Can Be Produced
Section 13, Par. 3-D

I, *Emma Jones, mother* of *Kate Jones*
 (Name) Parent, Guardian, Legal Custodian. (Name of child)
 who lives at *908 S. Carey St.,* who was born *Aug. 29, 1902,*
 (Residence of Child) (Date of Birth)
 in *Pasadena, A. A. Co., Md.* and is therefore *14* + *10* of age
 (Place of Birth) Years Months
 certify that the date of birth of said child is not recorded in the vital statistics in
State Health Dept., that a baptismal certificate for said child is not available
 (Place where child was born)
 because *mother was told no record could be found at Baxter Ave Baptist church and that*
 no documentary proof of age can be produced because *no bible record—no other available*
proof.

In support of my statement of the age of *Kate Jones.*
 (Name of child)

I submit the following facts: -----

Physical examination shows child to be *14 yrs. + 10 mos.*
 Signed *Anna S. Abercrombie M. D.* Signed *Emma Jones*
 Examining Physician (Signature of Parent, Guardian, Legal Custodian)
 [Filing card.]

[Form 8 (reverse). See p. 20.]

Baltimore Md. July 17, 1917.
 Town County of *Kate Jones*
 THIS CERTIFIES, That I am the *Mother* of (father, mother, guardian or custodian) (name of minor)
 and that *she* was born at *Pasadena* in the county of *Anne Arundel*
 [he or she] [name of city or town] [name of county, if known]
 State of *Maryland* on the *20th.* day of *Aug.* 1902 and is now *14* years
 [or country] [day of month] [month]
 and *10* months old.

Emma Jones
 [Signature of father, mother, guardian or custodian]
 Then personally appeared before me the above-named *Emma Jones* and made
 [name of person signing]
 oath that the foregoing certificate by *her* signed is true to the best of *her*
 [him or her] [his or her]
 knowledge and belief.

Mathilde L. Selig
 [Signature of person authorized to issue certificate]

[Form 9, Eastern and Western Counties. See p. 15.]

REPORT TO COUNTY SUPERINTENDENT OF SCHOOLS ON EMPLOYMENT CERTIFICATES ISSUED.

By James Phelps during month of Aug. 1917 in New Windsor, Carroll County, Md.

No. of permit	Name of child	Vacation gen'l cert.	Date of birth	Age	Permanent residence	Occupation	Employer
16	John Jones	Vac	June 8, 1904	12	Lenwood	Preparer	J. Brown Co
17	Mary Smith	Vac	May 2, 1904	13	Berlin	"	A. Black Co
18	James Brown	Vac	Apr. 7, 1904	13	Curtis Bay	"	G. White Co
19	Mabel White	Gen'l	Mar. 5, 1903	14	New Windsor	Operator	M. Green Co
20	William Gray	Gen'l	Feb. 6, 1902	15	New Windsor	Errand boy	H. Hite Co

O. K. J. H. Preston, Supt.

[Used in Western Counties and in Cambridge to report physical examinations only.]

[Form 10, Eastern and Western Counties. See p. 15.]

[Statement used in making payments for physical examinations in counties.]

Sept. 7, 1917.

STATE BOARD OF LABOR AND STATISTICS

To John Brown M. D. Dr.

To examining Children for Child Labor Permits, as provided in Sec. 47, Chapter 731, Acts of 1912.

Granted: Regular 12 Vacation 18

Refused: Regular 4 Vacation 3

Total 37 at 50 cents each \$18.50

Received Payment,

Please return this receipt immediately.

John Brown M. D.

[Form 11, Entire State. See p. 16.]

EMPLOYMENT CERTIFICATE REFUSED.

Name Smith, Carl General

Address 514 Vale Street

Date Apr. 15, 1917 Sex Male Color White

Place of birth Baltimore, Md.

Date of birth Oct. 19, 1903 13 yrs. 5 mos.

Grade completed 7

Reason for refusing permit Under age

Bapt. cert. St. Lukes Germ. Ev. Luth. Church

School attended 94

[Filing card.]

[Form 12, Baltimore City. See p. 18.]

INSTRUCTIONS

TO GET A PERMIT TO ALLOW A CHILD TO WORK.

SAVE YOURSELF TROUBLE BY READING ALL OF THIS.

WHO CANNOT GET PERMITS TO WORK DURING THE TIME THE PUBLIC SCHOOLS ARE IN SESSION. Boys and girls not 14 years old; those 14, who cannot read and write simple sentences in English, have not studied Geography and cannot pass a simple test in fractions.

WHO CAN GET PERMITS. Boys and girls who are 14 years old and over, who are in good health, who have completed the fifth grade in school, who can read and write simple sentences in English, who have studied Geography and can pass a simple test in fractions. Those who are 12 years old and are in good health, may work during the time the public schools are not in session, in canning and packing houses, if they can read intelligently and write legibly simple sentences in the English language.

WHO DO NOT NEED PERMITS. Boys and girls 16 years old and over. They should, however, give the employer legal proof of age; a Health Department Certificate of Birth or a christening certificate. If neither of these can be obtained, the State Board of Labor and Statistics may be able to help you.

HOW TO GET A PERMIT. (1) Get from the principal of the school you last attended or from the Board of Statistics and Labor, a card to be filled out and signed by the firm that is going to hire you. (2) When this card is filled, take it back to the principal and get from him your school record. (3) Get a christening certificate from the church where you were christened or other documentary proof of your age. Bring the employment ticket, school record and the birth or christening certificate to the office where the work permits are issued. One of your parents must come with you.

WHERE TO GET A PERMIT. Room 300 Equitable Building, Fayette and Calvert Streets, Baltimore, Maryland.

WHEN TO GET A PERMIT. Between the hours of 9 a. m. and 1 p. m.

[Form 13, Eastern Counties. See p. 18.]

COUNTY INSTRUCTIONS.

TO GET A CERTIFICATE ALLOWING A CHILD TO WORK.

SAVE YOURSELF TROUBLE BY READING ALL OF THIS.

WHO CANNOT GET CERTIFICATES. Those not 14 years old during the time the public schools are in session; those who cannot read and write simple sentences in English; those who have not studied Geography and have not passed through fractions in arithmetic.

WHO CAN GET CERTIFICATES. Those who are 14 years old and over, who are in good health and who can read and write simple sentences in English; those who have studied Geography and have passed through fractions in arithmetic. Those who are 12 years old who are in good health may work during the time the public schools are not in session, in canning or packing establishments, if they can read intelligently and write legibly simple sentences in the English language.

WHO DO NOT NEED CERTIFICATES. Those 16 years old and over. They should, however, give the employer legal proof of age; christening certificate or other certificate of birth.

HOW TO GET A CERTIFICATE. Get from the physician issuing employment certificates in your vicinity (1) a card to be filled out and signed by the firm that is going to hire you. (2) Get a christening certificate from the church where you were christened or some other document, showing the date of your birth. (3) Get your school record from the principal of the school you last attended. Bring your employment certificate, school record and the christening or birth certificate to the physician issuing permits in your vicinity and apply for an employment certificate. One of your parents must come with you. A school record is not necessary to secure a VACATION PERMIT.

WHERE TO GET A CERTIFICATE. From the physician appointed by the Superintendent of Schools in your county, to issue permits in your vicinity.

WHEN YOU QUIT YOUR JOB notify the employer that you want your employment certificate returned immediately to the official who issued it to you. When you find a new job call on the same official to get a new employment certificate.

BEFORE ALLOWING THE CHILD TO BEGIN WORK, the employer is required by law to have the child's work certificate in his possession.

RETURN OF THE CERTIFICATE to the child by the employer is forbidden by law. "On termination of the employment of a child under 16 years of age, the employment certificate issued to such child shall be returned by registered mail by the employer to the official issuing the same within twenty-four hours, if said return is demanded by said child, and otherwise within fifteen days of the termination of said employment."

HOURS OF WORK. "No child under sixteen years of age shall be employed in laboring more than eight hours in any one day in any industry excepting canning and packing establishments in any part of the State, nor for more than six days in any one week, nor before the hours of 7 a. m. nor after 7 p. m. The presence of such child in any establishment during working hours shall be prima facie evidence of its employment therein."

[Form 14, Baltimore City, Western Counties, and Cambridge Office.
See p. 18.]

[When used elsewhere than in Baltimore City, the word "Baltimore" is crossed out and the name of the town or city where used is substituted.]

BALTIMORE, Apr. 12, 1917.

I hereby certify that, according to the records of the church or congregation of
English Lutheran situated at 1750 Hill St. Mary Agnes Kerman was born at
(Corporate name of Church) (Child's full Name)
Baltimore, Md., on Apr. 5, 1903 was baptized at said church Apr. 9, 1903 and that
(Place of Birth) (Date of Birth) (Date of Baptism)
she was 4 days old on that date.

[Signed]

C. E. Brown, D. D.

(Minister)

English Lutheran.

(Church)

Place
seal
here

This document has been accepted as proof of age by the State
Board of Labor and Statistics for Mary Agnes Kerman.

[Form 15, Baltimore City. See p. 21.]

APPLICATION FOR A TRANSCRIPT OF A RECORD OF BIRTH

BALTIMORE, June 11, 1917.

I respectfully ask for a Transcript from the Records of the Registrar of Vital Statistics, Board of Health, City of Baltimore, relating to the Birth of

Name, *John Jameson*. Color, *white*.
Date of Birth, *Apr. 2, 1903*.
Name of Parents, *Henry and Mary Jameson*.

Maiden Name Mother, *Mary Brown*.
Mother's Birth Place, *Baltimore*. Father's,
Baltimore.

For what purpose desired, *Issuance of employment certificate*.

Father's Occupation, *carpenter*.
Physician or Midwife, *George Long, M. D.*
No. Street where born, *626 E. Baltimore St.*

Name and Residence of Applicant *John Jameson 612 E. Baltimore St.*

[Form 16, Baltimore City. See p. 21.]

STATE BOARD OF LABOR AND STATISTICS.

June 11, 1917.

Application is made at this bureau for a permit to allow *John Jameson* aged *14* years to go to work. Please issue a transcript of birth as per Ordinance No. 246, approved March 27, 1913.

Charles J. Fox
Chairman.

[Card.]

(Reverse). See p. 21.]

HEALTH DEPARTMENT, NO. 1
CITY BUILDING, NO. 1
COURTLAND NEAR SARATOGA STS.

There is no record in this department of the person named in this application.

John D. Blake, M. D.,
Commissioner of Health.

June 13, 1917.

[Form 17, Baltimore City. See p. 21.]

B.92.267.18.289

Free Transcript if Lost or Destroyed can not be duplicated unless paid for,
50 cents each.

No. 21.943

DEPARTMENT OF PUBLIC SAFETY
SUB-DEPARTMENT OF HEALTH
CITY OF BALTIMORE

OFFICE OF REGISTRAR OF VITAL STATISTICS

A TRANSCRIPT FROM THE RECORD OF BIRTHS IN THE CITY OF BALTIMORE

BALTIMORE, Aug. 31, 1916.

HEALTH DEPARTMENT
Received For this
Date Aug. 31, 1916
By
Geo. Old,
Clerk & Registrar

Date of birth <i>July 19, 1901</i>	Name of child <i>John Green</i>	Sex <i>Male</i>	Color <i>White</i>
Place of birth <i>No. 29 Spruce St.</i>	Name of mother <i>Margaret Green</i>	Maiden name of mother <i>Bates</i>	
Mother's birthplace <i>Balto.</i>	Name of father <i>Daniel Green</i>	Father's occupation <i>Not stated</i>	
Father's birthplace <i>Balto.</i>	Name of medical attendant or person who makes the returns <i>Mary Pendleton, M. D.</i>	When recorded <i>Aug. 25, 1901</i>	
A true Copy, [SEAL]		<i>John D. Blake, M. D.</i> Commissioner of Health and Registrar <i>Geo. C. Wedderburn</i> Clerk to Registrar	

[Form 18, Baltimore City, Western Counties, and Cambridge Office.
See p. 21.]

STATE BOARD
OF
LABOR AND STATISTICS
300 Equitable Building
Baltimore, Maryland.

Chas J. Fox, 1901
Chairman
Saml. A. Keene, M. D.
Harry C. Willis,
Mathilde L. Selig,
Assistant.

Aug. 15, 1917.

DEAR SIR: The Board desires to obtain a birth record for *Edward Linton* who is alleged to have been born in *Berlin, Maryland*, on *June 27, 1902*.

If you have a record of this birth on your files, will you kindly send me a copy? If a fee is charged, I shall not expect it as the Board does not pay for birth records.

With thanks for your kindness, I remain,

Very truly yours,

Mack Herzog,
Officer Issuing Permits.

[Form 19, Baltimore City, Western Counties, and Cambridge Office.
See p. 21.]

STATE BOARD
OF
LABOR AND STATISTICS
300 Equitable Building
Baltimore, Maryland.

Chas J. Fox,
Chairman.
Saml. A. Keene, M. D.
Harry C. Willis,
Mathilde L. Selig,
Assistant.

Nov. 23, 1917.

DEAR SIR: The Board desires to obtain a baptismal certificate for *Raymond Moore* who is said to have been baptized in your church. The date of birth is given as *May 26, 1902*. The parents' names are *Richard and Agnes Moore*.

If you have a record of this baptism, will you kindly send me a copy on the enclosed blank form? I am sending enclosed a stamped envelope for reply.

With thanks for your kindness, I remain,

Very truly yours,

Mack Herzog,
Officer Issuing Permits.

[Form 20, Baltimore City, Western Counties, and Cambridge Office.
See p. 21.]

STATE BOARD
OF
LABOR AND STATISTICS
300 Equitable Building
Baltimore, Maryland.

Chas J. Fox,
Chairman
Saml. A. Keene, M. D.
Harry C. Willis,
Mathilde L. Selig,
Assistant.

May 26, 1917.

DEAR SIR: The Board desires to obtain the birth record for *Frank Lisbon* at whose birth you are said to have attended. *His parents were Ralph and Edith Lisbon*.

If you have a record of this birth, we would greatly appreciate your sending us a copy.

Very truly yours,

Mack Herzog,
Officer Issuing Permits.

[Form 21, Baltimore City, Western Counties, and Cambridge Office.
See p. 22.]

[When used elsewhere than in Baltimore City, the word "Baltimore" is crossed out and the name of the town or city where used is substituted.]

TEMPORARY EMPLOYMENT CERTIFICATES

Expires *May 15, 1917*.

Baltimore, Md., *Apr. 15, 1917*.

State Board of Labor and Statistics hereby certifies that *John Kelton*, born *Apr. 15, 1902*, has partly complied with the provision of Section 13, Chapter 731, Acts of 1912 and may therefore be employed by *B. M. Light* as a *Delivery Boy* in the *Paper Box* Industry until *May 15, 1917*.

By order of

CHAS. J. FOX, Chairman.

Countersigned *Mack Herzog*.

Office Issuing the Certificate

No minor under 16 yrs. may work more than 8 hrs. a day between 7 a. m. and 7 p. m. nor more than 6 days a week.

[Form 22, Baltimore City. See p. 23.]

[Identification card of child for whom free medical treatment is recommended.]

STATE BOARD OF LABOR AND STATISTICS.

Name *John Radcliff*Address *25 Clay Street.*Date *Aug. 10, 1917*

Examiner, Dr. A.

Diag: *Enlarged and diseased tonsils.*Treatment *Tonsils removed.*Remarks *Operation by Dr. Jones, Presbyterian Eye, Ear, and Throat Hospital.*

[Filing card.]

[Form 22 (reverse). See p. 23.]

HOSPITALS AND DISPENSARIES

Presbyterian Eye, Ear and Throat Hospital	
1007 E. Baltimore Street	Opens 2 p. m.
Johns Hopkins Dispensary	
Monument St. and Broadway	Opens 1 to 2.30 p. m.
St. Joseph's Hospital	
Caroline and Hoffman Sts	Mon. Wed. and Fri. 2 to 3 p. m.
University of Maryland Dispensary	
Lombard and Greene Sts.	Open 1 p. m.
Northeastern Dispensary	
1224-1226 E. Monument St.	Opens 2 to 3 p. m.
Balto. Eye, Ear and Throat Hospital	
625 W. Franklin St	Opens 2 p. m.
South Balto. Eye, Ear and Throat Hospital	
1211 Light St.	Opens 2 p. m.
Hebrew Hospital	
Monument St. E. of Broadway	Opens 2 to 3 p. m.
Mercy Hospital	
Calvert and Saratoga Sts.	Opens 1 to 2.30 p. m.
Franklin Square Hospital	
Fayette and Calhoun Sts.	Opens 12 to 2 p. m.
Maryland General Hospital	
Linden Ave. near Madison St.	Opens 2 p. m.

[Form 23, Eastern Counties. See p. 30.]

STATE OF MARYLAND
COUNTY VACATION CERTIFICATE

PERMITS EMPLOYMENT OF

A child 12 years old or over in a canning or packing establishment.
 A child 14 years old or over in a mill, factory, workshop, mechanical establishment, tenement house, manufactory or workshop, office building, restaurant, bakery, barber shop, hotel, apartment house, bootblack stand or establishment, public stable, garage, laundry, or as a driver in any brick or lumber yard, or in the construction or repair of buildings, or as a messenger for telegraph, telephone or messenger companies, or in any mercantile establishment, store, office, boarding house, place of amusement, club or in the distribution, transmission or sale of merchandise.

Name *Ralph Major*
 Age *14*. Occupation *doffer*
 Employer *W. A. Blakey*

All employers who employ children on vacation permits must return such permits by registered mail to the officer who issued them at the end of the summer vacation. Children who are legally entitled to remain at work after vacation must apply for the proper authorization.

If the child leaves before the end of vacation and requests the return of his permit, it must be returned by Registered Mail by the Employer within 24 hours. Otherwise within 15 days.

[Form 24, Baltimore City. See p. 31.]

STATE BOARD
 OF
 LABOR AND STATISTICS
 300 Equitable Building
 Baltimore, Maryland.

Chas. J. Fox,
 Chairman
 Saml. A. Keene, M. D.
 Harry C. Willis,
 Mathilde L. Selig,
 Assistant.

May 5, 1917.

Some time ago a temporary permit was issued to *George Black* to work in your employ. This permit expired on *May 4, 1917*, and the child should have been sent back to the Board on that date.

If the child is still in your employ, kindly send *him* back to the Board. If he is no longer working for you, please write me to that effect.

Very truly yours,

Mack Herzog,
 Officer issuing permits.

[Form 25, Baltimore City, Western Counties, and Cambridge Office.
See p. 34.]

[When used elsewhere than in Baltimore City, the word "Baltimore" is crossed out and the name of the town or city where used is substituted.]

STATE BOARD OF LABOR AND STATISTICS

300 Equitable Building, Baltimore, Md.

Authorized by Chap. 731—Acts of 1912.

Baltimore, Md. Feb. 9, 1917.

To whom it may concern:

This is to certify that this Bureau has proof that *James White* of *Baltimore, Md.* was born on *Aug. 11, 1900*. The child is therefore over sixteen years of age, and no longer requires an employment certificate or street trade's badge.

This statement should be kept on file by the employer and given to the child on termination of the employment.

CHARLES J. FOX, Chief.

Countersigned *Mack Herzog*
 Officer issuing permits

Signature of Applicant *James White*.

[Card.]

[Form 26, Entire State. See p. 41.]

State of Maryland

Department of Health

CERTIFICATE OF INDUSTRIAL DISEASE

Name of patient *Elizabeth Haywood*Address: Street and No. *2504 Dwight St.*, City or Village *Baltimore*

PERSONAL AND STATISTICAL PARTICULARS

Sex <i>F</i>	Age <i>15 y 4</i>	Color <i>W</i>	Country of birth <i>Am.</i>
-----------------	----------------------	-------------------	--------------------------------

Single, married, widowed or divorced
(write the word) *Single*

Occupation

(a) Present trade, profession or work *Floor help*Particular kind of work in such trade, etc.
*packed packages of cigarettes in trays*Date of entering present occupation *Feb. 2, 1915*Employer's name *Jones Tobacco Company*Address *495 Lexington St., Balto., Md.*Business (kind of goods made or work done) *Cigarette manufacturing*

(b) Previous occupations:

Name of occupation	Entered (year)	Left (year)
<i>Preparer, cannery</i>	<i>Oct. 1, 1914</i>	<i>Feb. 1, 1915</i>

Previous illnesses, if any, due to occupation:

Disease or illness	Year
<i>Measles</i>	

MEDICAL CERTIFICATE OF DISEASE

Diagnosis of present illness *Anaemia*Chief symptoms and conditions *Lacks strength
No muscle tone, loss in weight Haem. 50%.
Mitral systolic. Murmur at apex*Date first symptoms appeared *Has been feeling
weak and shaky*Complicating diseases (such as alcoholism,
syphilis, tuberculosis, etc.)*Family history good.**No chronic conditions.*

Additional facts:

*Father—laborer*Date of diagnosis *Jan. 25, 1916.*(Signed) *Anna S. Abercrombie, M. D.**Jan. 25, 1916 (Address) C. L. B.*

Mail to State Board of Health, 6 E. Franklin St., Baltimore.

(Over)

[Form 26 (reverse). See p. 41.]

STATE DEPARTMENT OF HEALTH OF MARYLAND

6 E. FRANKLIN STREET

BALTIMORE, MD.

By Section 5A, Chapter 165, Acts of the General Assembly of 1912 every medical practitioner attending a patient suffering from poisoning by LEAD, PHOSPHORUS, ARSENIC, OR MERCURY, OR THEIR COMPOUNDS, OR FROM ANTHRAX, OR FROM COMPRESSED AIR ILLNESS, OR FROM ANY OTHER AILMENT OR DISEASE, contracted as a result of the patient's employment is required to report such cases to the State Board of Health, with such information in relation thereto as may be required by said Board. The cooperation of the medical profession is sought by the State Board of Health, however, for the reporting not only of these industrial diseases reportable by law, but also of ANY OTHER cases of illness due, in the physician's opinion, to the nature of the patient's employment.

These forms are furnished by the State Board of Health and should be used for all reports. In filling out, note carefully the instructions below.

INSTRUCTIONS FOR FILLING OUT CERTIFICATE

IN GENERAL.—The MEDICAL CERTIFICATE on the right hand side the physician alone can furnish. The PERSONAL AND STATISTICAL PARTICULARS on the left-hand side must be secured by the physician either from the patient, or, in fatal cases, from the family precisely as for similar information in certificates of death sent to boards of health.

PRESENT OCCUPATION.—PRECISE statement of occupation is very important so that the relative healthfulness of various pursuits may be known. It is necessary to know both general trade or profession (for example, PRINTER or BRASS WORKER) and also the particular kind of work or branch of the trade (as HAND COMPOSITOR or LINTYPE OPERATOR for a printer, or POLISHER or BUFFER for a brass worker).

WRITE PLAINLY WITH INK—THIS IS A PERMANENT RECORD
N. B.—Every item of information should be carefully supplied. The exact statement of OCCUPATION is very important. Physicians should state DIAGNOSIS in plain terms. See instructions on back of certificate.

DATE OF ENTERING PRESENT OCCUPATION is important to determine how long the worker may have been exposed to the hazard before contracting the disease.

EMPLOYER'S NAME, ADDRESS, AND BUSINESS are necessary to ascertain distribution of occupation diseases by industries, many trades (e. g., machinists) being common to different industries.

PREVIOUS OCCUPATIONS need to be known, if possible, because present illness may be due to a former, rather than present occupation, and industrial disease is frequently a cause of change of occupation. Give simply the name of each distinct occupation which the patient may have followed, with the year he entered, and the year he left, each one.

PREVIOUS ILLNESSES.—This refers either to previous attacks of present disease, or to any other disease, DUE TO OCCUPATION. All that is required is the name of each such disease or illness with the year in which it occurred. Such information, when it can be secured will show whether the case reported is the first attack or not, and when combined with statement of previous occupations, will afford an outline history of the patient as to occupational disease.

MEDICAL CERTIFICATE.—Only the last two items specified for this require any explanation. In making these reports it is necessary to consider the possible influence of factors other than occupation as causes of the disease. For this reason any COMPLICATING DISEASES should be noted, such, for example, as alcoholism or syphilis in connection with arteriosclerosis in cases of lead or metal poisoning. The possible effect of other factors, such as poor hygienic conditions in the home, or other personal conditions, must be considered, and when discoverable should be noted under ADDITIONAL FACTS.

MARSHALL LANGTON PRICE, M. D.
Secretary.

[Form 27, Baltimore City. See p. 51.]

[TEACHER'S REPORT OF ABSENTEES.]

THE TEACHER TO FILL THESE SPACES.

No. Case 151 Group Date May 4 1917
No. School 18 Child's Name Wm. Strayer
Age 14 Grade 5 Address 18 E. Peyton St.
Truant yes Suspected Truant Irregular Attendant
Dates of Absence May 4, 1917
Teacher Agatha Wright. Date of Return May 6, 1917

THE ATTENDANCE OFFICER TO FILL THESE SPACES.

Date Received May 5, 1917 Date Investigated May 5, 1917 Date Reported May 5, 1917
Dates Reinvestigated
Report of Attendance Officer Boy will be punished by parent. Gave pass book.

[Form 28, Baltimore City. See p. 55.]

CENSUS OF CHILDREN

Full Name of Child.	Address of Child.	Age.	Color.	Sex.	Place of Birth of Child.
Charles Ellis	1015 E. South St.	13	White	Male	Easton, Md.
Elith Trotter	85 Lexington St.	15	White	Female	Baltimore, Md.

FROM 6 TO 18 YEARS OF AGE

The School Last Attended.	If Not at School, State the Employment, or That the Child is Not Employed.	Place of Birth of Mother.	Place of Birth of Father.
School No. 25 School No. 13	Cash girl	Easton, Md. Russia	Richmond, Va. Baltimore, Md.

[Form 29, Baltimore City. See p. 56.]

MARYLAND BOARD OF LABOR AND STATISTICS

300 EQUITABLE BUILDING

BALTIMORE, MD.

May 29, 1917.

The following pupils in your school have obtained general employment certificates.

Paul Esser
Mar Masston
Mabel Murray

Mack Herzog
Officer issuing permits.

[Postal card.]

[Form 30, Baltimore City. See p. 59.]

STATE BOARD OF LABOR AND STATISTICS

300 EQUITABLE BUILDING

BALTIMORE, MD.

Mar. 6, 1917.

We hereby notify you that your permit authorizing you to work for *G. Martin Stein* has been returned to this office. You must get another job, have an employment ticket filled out and come to this office any day between 9 A. M. to 1 P. M. (except Saturdays, 9 A. M. to 12 M.) to get another permit. If you go to work without a permit, your parents are liable to be prosecuted and fined, under the provisions of the Child Labor Law.

CHAS. J. FOX,
Chairman.

[Postal card.]

[Form 31, Baltimore City. See p. 59.]

PERMIT CHILDREN NOT AT WORK.

Name of child *William Kilroy*Address *29 Spruce St.*Date of birth *Sept. 27, 1902*Last permit secured *Sept. 16, 1917* Returned *Oct. 4, 1917*Last employed on permit by *I. Stein & Sons*School last attended *45*

[Card.]

[Form 32, Baltimore City and Western Counties. See p. 60.]

STATE BOARD
OF
LABOR AND STATISTICS
300 Equitable Building
Baltimore, Maryland.

Chas. J. Fox,
Chairman
Saml. A. Keene, M. D.
Harry C. Willis,
Mathilde L. Selig,
Assistant

Nov. 9, 1917.

DEAR SIR: *Leroy Kimball* living at *29 Poplar Street* has brought to the Board the employment certificate issued for him to work in your employ. I am sending you enclosed a copy of the Child Labor Law and wish to draw your attention to Section 11 which requires the employer to return the permit to the Board and not to the child.

Very truly yours,

Mack Herzog
Officer issuing permits.

[Form 33, Entire State. See p. 61.]

149	MARYLAND BOARD OF LABOR AND STATISTICS 300 Equitable Building Baltimore, Maryland.	530	Number of persons, including office help, employed on the 15th day of the month or on the pay day nearest the 15th.		
Registration blank for manufacturing establishments					
Industry <i>Canning Machinery</i>			Month	Number	
Articles made <i>Labeling Machines</i>			May 1916	14	
			June 1916	15	
			July 1916	15	
			Aug. 1916	15	
Business name <i>Jones Machine Company</i>			Sept. 1916	14	
			Oct. 1916	15	
			Nov. 1916	13	
Address <i>929 Greene St., Baltimore, Md</i>			Dec. 1916	11	
No. Street City County			Jan. 1917	10	
			Feb. 1917	9	
Owner's name <i>Incorporated</i> Home address			March 1917	10	
			April 1917	10	
If incorporated			No. persons, including office help, employed on day of reporting.		
President's name <i>J. T. Brown</i> Home address <i>5768 Vine Ave.,</i>					
Manager's name <i>R. J. Brown</i> Home address <i>1081 Arbor Road</i>				Males	Females
Date <i>June 25, 1917</i> Inspector <i>J. P. Smith</i>					
			16 yrs. or over	11	
			Under 16 yrs.	None	

[Filing card.]

[Form 34, Entire State. See p. 62.]

Brown and Company Name Industry Clothing		121 6th Avenue Address Nature of Business Coat Pad Manufacturers		John Lowenstein Person Interviewed Coat Pad Manufacturers		Inspection No. — District Inspector Smith							
Age and sex of children at work		Number children		Employment cert'f on file		Wall List Posted	No. Children Under 12 Yrs.	Date May 9, 1917					
		White	Col'd	Regular	Vacation	Temporary	None	Occupation of children	Girls Sit or Stand	Girls under 14	Boys under 14	Girls over 14	Boys over 14
Male 12 yrs								Operators	Sit				
" 13 "								Stamper	Stand				
" 14 "		1		1				Errand girls	Stand				1
" 15 "								Pinner	Stand				
Total		1		1				Packer	Both				
								Pickers of pads					
								Pad testers					
Female 12 yrs													
" 13 "													
" 14 "		19		18			1						
" 15 "		3		3									
Total		22		21			1						
Grand total		23		22			1						

SCHEDULE OF WORKING HOURS

No. in group	Occupation	Regu- lar		Satur- day		Sunday		Lunch period		Supper period		Recess period		Working days in week
		A. M.	P. M.	A. M.	P. M.	A. M.	P. M.	Begin	Stop	Begin	Stop	Begin	Stop	

[This space is used only when a violation of the hours of labor law is found]

Number of violations.

Over

Child labor inspection card.

[Filing card.]

[Form 34 (reverse). See p. 62.]

Name of Child	Sex	Age	Permit	Occupation
Edna Brown	F	14	Reg.	Operator
Wm. Crawford	M	14	"	Stamper
Katie Miller	F	14	"	Errand girl
Marie Simpson	F	15	"	Pad tester
Lucy Bruce	F	14	"	Errand girl
Helen Hooper	F	14	"	Pad pinner
Edith Whitely	F	14	"	Packer of pads
Catherine McCarthy	F	15	"	Tester of pads
Mary Young	F	14	"	Errand girl
Pearl Harding	F	14	"	Picker of pads
Cecelia Olden	F	14	"	Picker of pads
Florence Little	F	14	"	Pad pinner
Theresa Cross	F	14	"	Pad pinner
Katherine Landis	F	14	"	Picker of pads
Elsie Gunner	F	14	"	Packer
Anna Keating	F	14	"	Pad pinner
Frances Bowman	F	14	"	"
Mary Clements	F	14	"	Errand girl
Ida Stein	F	14	"	Pad pinner
Eleanor Swift	F	14	"	Operator
Marie Carroll	F	14	"	Pad pinner
Elizabeth Mellon	F	15	"	Pad packer
Sarah Kirby	F	14	None	Pad pinner

(over)

[Form 35, Entire State. See p. 63.]

STATE BOARD OF LABOR AND STATISTICS

Inspector *M. L. Ross* District *11* Day *Tuesday* Month *May* Date *24* 1917. City *Baltimore* Number
 Day Inspections *3* Number Night Inspections *✓* Total *3*

	Name of establishment	Address	Total No. Em- ployees				Character of in- spection	Violations	Nature of business
			Over 16		Under 16				
			M	F	M	F			
1	<i>The Parker Company</i>	<i>Charles & Edwards</i>			6	17	<i>C. L.</i>		<i>Candy Factory</i>
2	<i>Julius Johnson</i>	<i>Fifth & Evergreen</i>				6	<i>C. L.</i>		<i>Paper Box Factory</i>
3	<i>Wustburger's</i>	<i>9 Main Street</i>			8	30	<i>C. L.</i>	1	<i>Candy Factory</i>

[Additional space for entries is given on back of card.]

Inspector's daily report card (over)

[Filing card.]

[Form 36, Entire State. See p. 65.]

Name *James Spearton* Retail *Nothings* Date *Apr. 23, 1917* Inspection No. *324*
 of concern Nature of business
 Address *726 Norcross Ave.* City *Baltimore* County

On this date I inspected the establishment above mentioned and found working therein, in violation of law, the following named children. A statement admitting the specific violation has been properly executed on the back of this card.

Name of Child in full	Home Address	Age or Date of Birth	Work Engaged in	Violation
<i>John Smith Jones</i>	<i>45 Kane St.</i>	<i>June 18, 1902</i>	<i>Floor boy</i>	<i>No permit</i>
<i>Alice May Brown</i>	<i>25 High St.</i>	<i>Mar. 6, 1903</i>	<i>Cash girl</i>	<i>No permit</i>

Permits *Apr. 24, 1917.*

Orders issued *That children must have permits before they can work.* Time given to comply *Wednesday, Apr. 25, 1917.*

We hereby acknowledge the above enumerated violations and promise to comply with the inspector's instructions.

Signed *James Spearton*

J. J. Brown,
Inspector.

[Form 36 (reverse). See p. 66.]

COPY OF SCHEDULE OF WORKING HOURS FOR MINORS UNDER 16

Firm	Floor	Time of inspection																
Name of child	Occupation	Mon-day		Tues-day		Wed-nes-day		Thurs-day		Fri-day		Sat-urday		Sun-day		Lunch period	Sup-per period	Re-cess period
		A. M.	P. M.	A. M.	P. M.	A. M.	P. M.	A. M.	P. M.	A. M.	P. M.	A. M.	P. M.	A. M.	P. M.			
		Begin	Stop	Begin	Stop	Begin	Stop	Begin	Stop	Begin	Stop	Begin	Stop	Begin	Stop			
[This space is used only when a violation of the hours of labor law is found]																		

To the State Board of Labor and Statistics
300 Equitable Building

[Signed]

Manager

Baltimore, Md., Apr. 23, 1917.

DEAR SIR: We hereby acknowledge the violations enumerated and that the children whose names are set forth on the face of this card were on Apr. 23, 1917, found working (Date) in our establishment in violation of the laws regulating Child Labor in Maryland. We will see to it that no further violation of the law occurs in our establishment and we will also immediately see that the inspector's instructions are complied with. The said violations were entirely unintentional and arose as follows:

We told these children to get permits and supposed they had done so.
Address 726 Norcross Ave. Signed James Spearton

Firm Name

(Per) F. S.

INSTRUCTIONS TO PHYSICIANS AUTHORIZED TO ISSUE EMPLOYMENT CERTIFICATES IN THE COUNTIES.

The method of issuing employment certificates in the counties was changed by an amendment to the child-labor law in 1916 (see sec. 16), and under the present provisions all permits are to be issued in duplicate. It is required that a record be made of each application for an employment certificate and preserved by the officer authorized to issue certificates.

Records of applicants.

The forms provided for these records are of two kinds:

- (1) Blue cards for female applicants.
- (2) Yellow cards for male applicants.

The only variation in these forms is on the reverse side for the physical examination of the applicant.¹

The form is filled out on occasion of the first application of a child, and all subsequent applications are recorded from time to time in the spaces provided on the lower half of the form. You will, therefore, have only one form for each child with records of all permits issued or refused. If these cards are arranged alphabetically and kept in the file to be provided for that purpose, this plan should greatly facilitate matters in the issuance of permits.

General employment certificates.

QUALIFICATIONS: In accordance with the provisions of the compulsory school-attendance law, a child, in order to qualify for a general employment certificate which allows employment throughout the entire year, must be **FOURTEEN YEARS OF AGE** and over and have **COMPLETED THE SEVENTH GRADE**.

In the issuance of the general employment certificates, the following requisites are prescribed by law.

1. An employment ticket (Form 2) filled out by the employer stating **DEFINITELY** the nature of the employment.

(NOTE.—This is absolutely essential because of forbidden occupations to children under 16.)

2. A school record from the principal or chief executive of the school last attended stating the grade completed and a record of attendance.

3. Evidence of age. (Note change in law, sec. 13, par. 3.)

(a) A duly attested transcript filed according to the law with the registrar of vital statistics or other officer charged with the duty of recording birth.

(b) Baptismal certificate or passport.

(c) In case none of these proofs can be secured the officer may accept as full proof of age, the affidavit of parent or guardian, requiring any other matter that may assist in determining the age of the child. This affidavit (Form 11 filled out) must be filed according to law for 10 days. The officer may issue a temporary permit allowing the child to work during this time. If at the expiration of 10 days no facts have appeared contradicting any of the material statements, and the physical examination of applicant shows child to be of the age specified in the affidavit, then a general employment certificate may be issued.

NOTE.—In cases where affidavits are accepted, it is required by this office that they be forwarded with duplicate forms of permits.

Form to be used for general employment certificates.

Form No. 10, printed in duplicate and issued in bound form is to be given applicants who can qualify for general employment certificates. The original

¹ On the forms in use at the time of this study, printed later than these instructions, no such variation exists.

or blue form is given to the child to be filed with the employer, and the duplicate (stiff white form) is to be returned to this office for the bureau's files, as required by law.

Vacation employment certificates.

Vacation employment certificates allow minors to work until November 1, when they are required to attend school 100 days in the year.

In order to qualify for vacation employment certificates, all applicants are required to read intelligently and write legibly simple sentences in the English language.

Children 12 years of age and over may work in canning or packing establishments; for all OTHER INDUSTRIES, they must be 14 YEARS OF AGE or over.

If vacation employment certificates are issued after November 1, during the scholastic year, the applicant must produce a school record from the principal or chief executive of the school last attended, showing that he or she has fulfilled the requirements of the compulsory school attendance law, i. e., has attended the required 100 days. A child may, however, work on a vacation permit out of school hours, Saturdays and holidays.

The following requisites for a vacation employment certificate are prescribed by law:

1. Employment ticket same as for general employment certificate.
2. Evidence of age same as for general employment certificate.

Form to be used for vacation employment certificates.

Form No. 12 A, printed in duplicate and issued in bound form, is to be issued applicants qualifying for vacation employment certificates. The original (thin white form) is to be given the applicant to be filed with the employer, and the duplicate (stiff yellow form) is to be forwarded to this office.

Return of employment certificates.

On every employment certificate is a notice to the employer requesting the return of this certificate to the officer issuing same on the termination of the child's employment. These returned permits are to be preserved by you, until a subsequent is issued when the permit previously issued may be destroyed.

It has been found in county inspection work that several permits issued for the same child were filed with different employers. Please eliminate this possibility by requiring the return of the previously issued permit before issuing a subsequent.

Refused cases.

Make a record for your files on blue or yellow record forms of all applicants who are refused permits. On the lower half of form, state date, kind of permit refused and reason for refusal. Fill out Form 14 in each case of refusal and forward to this office with the duplicate forms of permits issued.

(NOTE.—I would request that you read the report on "Permits refused," page 190 of the twenty-fourth annual report.)

The State superintendent of schools has ruled that all children who secured general employment certificates PRIOR to June 1, 1916, will not be affected by the provisions of the compulsory school attendance law, but such general employment certificates are to be renewed from time to time on application of child when changing employment.

Forbidden occupations—See sections 7, 8, 21, and 22.

Note particularly that no minors are allowed to operate or assist in the operation of power machinery that is operated by power other than hand or foot power.

Hours of labor for minors.

No child under 16 years of age can be employed or suffered to work at any occupation or in any establishment excepting canning or packing establishments for more than 8 hours in any one day, nor more than six days in any one week, nor before 7 a. m. nor after 7 p. m.

Medical examination.

Minimum height 4 feet 8 inches.

Minimum weight 75 pounds for any kind of factory work.

Boys under 75 pounds and over 65 pounds allowed to be office boys, errand boys, or messengers.

Girls under 75 pounds and over 65 pounds allowed to be errand girls or messengers.

All, if poorly nourished, kept under observation.

All under 65 pounds refused.

Defects of vision to be corrected before given permits.

For all minor physical defects, treatment to be advised; temporary permits given.

For all serious physical defects permit refused; treatment advised; child sent to family physician or dispensary nearest its home.

Mentally retarded.

School statement required; thorough physical examination; all physical defects corrected or relieved; mental examination; kept under observation until 16 years of age.

I earnestly urge a strict conformity to these instructions and request that you cooperate with the school attendance officer in your county to accomplish better results in the child labor and school attendance work.

WILLIAM F. FOX,
Chairman.

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