

1918

Notes and Abstracts

Follow this and additional works at: <https://scholarlycommons.law.northwestern.edu/jclc>

 Part of the [Criminal Law Commons](#), [Criminology Commons](#), and the [Criminology and Criminal Justice Commons](#)

Recommended Citation

Notes and Abstracts, 8 J. Am. Inst. Crim. L. & Criminology 594 (May 1917 to March 1918)

This Note is brought to you for free and open access by Northwestern University School of Law Scholarly Commons. It has been accepted for inclusion in Journal of Criminal Law and Criminology by an authorized editor of Northwestern University School of Law Scholarly Commons.

NOTES AND ABSTRACTS

ANTHROPOLOGY—PSYCHOLOGY—LEGAL—MEDICINE

Intelligence Testing and Testimony.—It is now an accepted fact that securing data on the mental level of delinquents is of value in determining how their acts shall be judged and punished. But a recent occurrence in our clinic seems to indicate that psychological tests may also be of service in evaluating evidence.

There came to the clinic two sisters, Henrietta, thirteen and a half, and Helen, who lacked two months of being sixteen. The mother had died two years before. After her death they lived with the father, either alone or having housekeepers. The father made good wages, seemed intelligent, but drank to some extent. He had been cruel to the mother.

The last housekeeper, a Mrs D., had reported to the probation office that ever since the mother's death, the father had slept with both girls and abused them sexually, and that they had confessed the whole thing to her. The girls, when questioned separately by the probation officer, told the same story in every detail as the housekeeper had told, and their stories agreed perfectly. They gave details of the most revolting kind, showing knowledge which could be gained only by an habitue of houses of prostitution of the worst kind, so bad, in fact, that their probation officer, though a woman of years of experience in her work, could not even understand part of the time what they were talking about.

On the other hand, the father denied the charges absolutely and totally. He said that the housekeeper was angry at him, which she herself admitted, and that she had made up the whole thing out of whole cloth and had coached the girls in the story. In addition, it happened that when the probation officer questioned Mrs. D. concerning her own past and any references she might be able to give as to her personal probity, she was angered, confused, and refused to reply.

The penalty for the offense is a serious one, and it became necessary to prove beyond doubt which side was telling the truth. The question was: Could the girls themselves make up the story, or could they be coached by the housekeeper to tell such a story?

They were brought to the clinic for the purpose of establishing their mental level. If they proved to be feeble-minded, their testimony would probably be taken as coaching from the housekeeper, the retention of it being made possible by the wonderful memory so often found in the feeble-minded. However, if they proved to be normal, the possibility of coaching was still not eliminated.

The Terman revision of the Binet was given in routine form. The girls both proved to be borderline cases, their intelligence quotients hovering near 75%. The older girl, Helen, was far the more robust physically of the two and in every way showed less effects from her father's abuse. She was about to graduate from grammar school, but had had a hard time getting through, because, as she said, "My mind just wouldn't seem to work until lately," meaning by "lately" since she had been relieved from her father's sexual insistence. The younger girl, Henrietta, however, was not only depleted physically by her experiences, but she showed the same interesting dissolution of intelligence

which the writer has observed so often in the adult women vagrants. She was also markedly melancholic, apathetic, suffered from bad dreams and phobias.

But these general facts were of no use in solving the question as to which evidence was to be trusted, the father's or the girls'. Some particular facts brought out by the examination were of startling interest, however. The first was that both girls were decidedly lacking in imagination. This was so marked as to render it quite impossible to suppose that either one could have imagined the long tale of the harrowing experiences of years, with the wealth of revolting detail which they had given. Still more interesting was the memory lack. Neither could repeat six digits, as they appear in the 10-year group. Neither one could give the memories from the simple story in the same group. They not only could not give a sufficient number of memories, but those which they did give were confused. This memory lack stood out from the rest of the tests as an abnormality of most exceptional nature. The younger girl even failed to remember the most ordinary facts of her life, unimportant matters which she would have no reason to conceal and yet which any ordinary person would be able to recall. To think that the girls could remember coaching as to testimony which involved a multitude of happenings with the details pertaining to each and purporting to extend back for a couple of years, and that they could, when questioned separately, and by many different individuals, hold correctly to the same story, the story itself having no foundation in fact, was the height of absurdity.

The girls' evidence was taken as a true representation of fact, the father's was considered false and he was committed to the penitentiary.—*Vinnie C. Hicks*, Psychological Clinic, Oakland Schools.

COURTS—LAWS.

Act Establishing The Connecticut State Farm for Women.—The following bill was passed by the General Assembly of the State of Connecticut at its January Session, 1917, and is now a law:

Be it enacted by the Senate and House of Representatives in General Assembly convened:

SECTION 1. A state reformatory for women to be known as the Connecticut State Farm for Women is established.

SEC. 2. The Connecticut State Farm for Women shall be under the management of seven directors, who shall be appointed by the Governor, and at least three of whom shall be women. Within sixty days after the passage of this act the Governor shall appoint one director for one year, one for two years, one for three years, one for four years, one for five years, one for six years and one for seven years; from the first day of the next month after their appointment and annually thereafter the Governor shall appoint one director for seven years. He shall also fill by appointment any vacancies that may occur for the unexpired term or terms thereof. All such appointments shall be of a non-partisan character. The governor shall have power to remove any of said directors for cause. The directors shall receive no compensation for their services, but shall be paid their necessary expenses incurred while engaged in the performance of their official duties. There shall be at all times a representation of at least three women upon said board of directors.

SEC. 3. The directors are authorized to purchase in the name of the state, as a site for said farm, not less than two hundred acres of suitable land. Such land shall include woodland and tillable pasture, with a natural water

supply, and be located reasonably near a railroad. The board of directors are authorized to use if practicable, for the purpose of said institution, any site already in use by this State.

SEC. 4. The directors shall cause to be prepared plans and specifications for remodelling or erecting on such site necessary buildings for a suitable plant for the institution, which plans shall provide for cottages to be arranged for the proper classification of inmates, as to the character and needs of such inmates. The directors shall furnish and equip the same ready for use. Contracts shall be made by the directors and those calling for an expenditure of over five hundred dollars shall be duly advertised and competitive bids received thereon. In connection with the remodelling or erection of the various cottages and buildings comprising the plant of the institution, no building permit shall be required from the municipal corporation in which the institution may be located. When such buildings have been prepared and equipped, and the necessary staff of officers been organized the directors shall so certify to the Governor, who thereupon shall issue a public proclamation that the institution is ready for the reception of inmates.

SEC. 5. The sum of fifty thousand dollars is appropriated for the purchase of a site for the institution and for the preparation of the buildings necessary to start the institution and to make it ready for the reception of inmates and for the payment of salaries and running expenses for the two fiscal years after the passage of this act.

SEC. 6. The directors shall have control of the institution; determine the policy of the same and make necessary rules for the discipline, instruction and labor of inmates; form a board of parole and discharge; cause to be kept proper records, including those of inmates; fix the salaries of the officers of said institution; appoint from their own number a president and a secretary, who shall hold office for such length of time as the board may determine; hold meetings at least quarterly at said institution and audit the accounts of the superintendent quarterly. They shall report annually to the Governor, the general and financial condition of said institution, with such recommendations as they may desire to make, a copy of which report shall be sent to the Secretary of each State.

SEC. 7. The directors shall appoint and remove at discretion, a superintendent of said institution, who shall be a woman, not of their number, and who, before entering upon the duties of her office, shall give a bond to the State, with sufficient surety in the sum of five thousand dollars, and shall be sworn to a faithful performance of her duties. The superintendent shall receive such compensation as shall be fixed by the directors and shall reside at said institution.

SEC. 8. The superintendent shall manage said institution and have control over the inmates thereof, and shall make rules and regulations for the administration of said institution, subject to the approval of the board of directors. The superintendent shall, also, subject to the approval of the board of directors, determine the number, select, appoint and assign duties of all subordinate officers of said institution, who shall be women, as far as practicable, and shall be sworn to a faithful performance of their duties. There shall be a deputy superintendent and, as soon as the size of the institution demands it, a resident woman physician and a clerk. The superintendent may remove any officer appointed by her. The clerk of the institution shall give a bond to the State with sufficient surety in the sum of five thousand dollars.

SEC. 9. Women over sixteen years of age belonging to any of the following classes may be committed by any court of criminal jurisdiction to said institution; first, persons convicted of, or who plead guilty to the commission of felonies; second, persons convicted of, or who plead guilty to the commission of misdemeanors, including prostitution, intoxication, drug-using, disorderly conduct; third, unmarried girls between the ages of sixteen and twenty-one years, who are in manifest danger of falling into habits of vice or who are leading vicious lives, and who may be convicted thereof in accordance with the provisions of chapter 223 of the public acts of 1905 as amended by chapter 48 of the public acts of 1907. Only such offenders, however, may be committed to said institution, as in the opinion of the trial court, will be benefitted physically, mentally or morally by such commitment, and immediately upon commitment a careful physical and mental examination, by a competent physician, shall be made of the person committed. The court imposing a sentence on offenders of either class shall not fix the term of such commitment. Commitment to said institution shall be made within one week after sentence is imposed, by the sheriff when sentenced by the Superior Court, and by a police officer when sentence is imposed by any city, town or borough court, but no offender shall be committed to such institution without being accompanied by a woman in addition to the officer. The expenses of such commitment shall be paid the same as commitments to other penal institutions in the State. The trial court shall cause a record of the case to be sent with the commitment papers on blanks furnished by the institution. The duration of such commitment, including the time spent on parole, shall not exceed three years, except where the maximum term specified by law for the crime for which the offender was sentenced shall exceed that period, in which event such maximum term shall be the limit of detention under the provisions of this act, and in such cases it shall be the duty of the trial court to specify the maximum term for which the offender may be held under such commitment.

SEC. 10. Said board of directors shall constitute a board of parole and discharge. Any inmate of the institution, who has been in confinement within said institution, may, upon recommendation of the superintendent, be allowed to go on parole in the discretion of a majority of said board of parole under the following conditions: That she is in good physical condition, has ability to earn an honest living, has a satisfactory institutional record, based on the merit system and a proper home to which she may go, or that suitable employment has been secured in advance by the board of parole. Each person paroled or discharged from said institution shall be given, if the superintendent deems it best, suitable clothing, transportation expenses and not more than five dollars. Authority is conferred on said board of parole to establish such rules and regulations as it may deem necessary, setting forth the conditions upon which inmates may be discharged upon parole, and to enforce such rules and regulations and provide suitable supervision by agents of the institution.

SEC. 11. While upon parole, each inmate of said institution shall remain in the legal custody and under the control of the board of directors, and subject at any time to be taken back to said institution for any reason that shall seem sufficient to said board. Whenever any paroled inmate of said institution to serve the unexpired term of her maximum sentence, including the time she shall violate her parole and be returned to the institution, she may be required was out on parole or any part thereof in the discretion of the board of direc-

tors, or she may be paroled again if said board of parole so decide. The request of said board of directors, or any person authorized by the rules of said board, shall be sufficient warrant to authorize any officer of said institution or any officer authorized by law to serve criminal process within this State, to return any inmate on parole into actual custody; and it shall be the duty of police officers, constables and sheriffs to arrest and hold any paroled inmate when so requested, without any written warrant, and, for the performance of such duty, the officer performing the same, except officers of said institution, shall be paid by the board of directors of said institution out of the institution funds such reasonable compensation as is provided by law for similar services in other cases.

SEC. 12. If any inmate shall escape from said institution or from any keeper or officer having her in charge or from her place of work while engaged in working outside the walls of said institution, she shall be returned to said institution when arrested, and may be disciplined in such manner as the board of directors may determine. All the provisions of section eleven relating to the arrest and return of paroled inmates shall apply to the arrest and return of escaped inmates.

SEC. 13. The board of directors may transfer to the state prison, or to the jail of the county from which she was sentenced, any inmate of said institution who shall appear to said board to be incorrigible, or whose presence in said institution may be seriously detrimental to its well-being, provided such inmate might have been originally so committed, subject to be returned upon requisition of the board of directors. The directors may transfer to any other appropriate state institution, any inmate whose welfare, the board, after proper study and examination of her case, shall decide may be best cared for at such other institution. Whenever any inmate of said institution shall be, in the judgment of the board of directors, in need of special medical attention, such inmate may be transferred to a hospital or other appropriate state institution, subject to return upon requisition of the board of directors. The board of directors may transfer to the Connecticut hospital for the insane any inmate of said institution who may be insane, but no inmate of said institution shall be transferred except upon the written certificate of two competent physicians not connected with the institution to the effect that such inmate has become insane, and any inmate declared to be insane shall have a right to appeal to the Superior Court for the county in which said institution is located from said order of transfer. Upon the written certification of the superintendent of the Connecticut hospital for the insane that an inmate transferred has become cured of her insanity, the directors shall, by requisition, require the return of such inmate to said institution.

SEC. 14. If it shall appear to said board of directors, acting as a board of parole and discharge, that any inmate on parole, although not having yet reached her maximum term, has maintained a satisfactory parole record, and will continue to lead an orderly life if discharged, said board, by a unanimous vote of all the members present at any stated meeting thereof, may discharge such inmate from said institution.

SEC. 15. If any woman committed to said institution is, at the time of her commitment, the mother of a child under one year of age, such woman may retain such child in said institution until it attains the age of two years, when it must be removed therefrom. The board of directors may cause such child

to be placed in an asylum for the children in this state and pay for the care and maintenance of such child therein at the rate fixed by law until the mother of such child shall be discharged, or may commit such child to the care and custody of some relative or proper person willing to assume such care and pay for such child at the same rate if deemed necessary. Any child of a woman committed to said institution who is over one year of age at the time its mother's commitment, and which might otherwise be left without proper care or guardianship, shall be committed by the trial court, upon the same terms as to payment as herein provided, to each asylum for children as may be provided by law in this state for such purpose, or to the care and custody of some relative or proper person willing to assume such care. If a child shall be born to any woman while an inmate of said institution, such child may be retained in said institution until it shall be two years of age, when it must be removed therefrom. The board of directors may cause such child to be placed in an asylum for children in this state and pay for the care and maintenance of such child therein at the rate fixed by law until the mother of such child shall have been discharged, or may commit such child to the care and custody of some relative or proper person willing to assume such care, and pay for such child at the same rate if deemed necessary.

SEC. 16. The state board of charities shall have, with reference to said institution, the same authority that is conferred upon said board by sections 2858 and 2862 of the general statutes with reference to the state prison as amended by chapter 94 of the public acts of 1913.

SEC. 17. The bodies of inmates who die in said institution may, if unclaimed for a period of twenty-four hours, be at the disposal of the professors of anatomy and surgery in the medical school of Yale University, to be used for the purpose of advancing medical science in this state, and shall be subject to their order.

SEC. 18. The board of directors in making rules and regulations for the government of said institution, shall make provision for a system of general and vocational instruction, including useful trades and domestic science, and for proper recreation facilities.

SEC. 19. This act shall take effect from its passage except such provisions as provide for the commitment, custody and treatment of inmates which shall take effect upon the issuance of the proclamation by the governor as provided in section four.

Fourth Tentative Draft of Act Reported by the Committee on Vital and Penal Statistics.—[This is the same as the third draft with certain changes in the language of Section 23 to make its meaning clearer, with the addition of clauses in Sections 7 and 14 relating to judgments as to paternity, and of certain footnotes calling attention to civil service provisions, and actions in Minnesota based on the work of the Committee on Vital and Penal Statistics.

This act has been endorsed in principle by the National Conference of Commissioners on Uniform State Laws.]

A Bill—To Provide for the Registration of All Births, Still Births and Deaths in the State of ———.

Note.—After the bill has been prepared for presentation to the legislature of a state, the title should be carefully revised by competent legal authority.

Be it enacted by the People of the State of ——— represented in the General Assembly:

SECTION 1. That the State Board of Health shall have charge of the registration of births and deaths; shall prepare the necessary instructions, forms and blanks for obtaining and preserving such records and shall procure the faithful registration of the same in each primary registration district as constituted in Section 3 of this act, and in the central bureau of vital statistics at the capital of the state. The said board shall be charged with the uniform and thorough enforcement of the law throughout the state, and shall from time to time recommend any additional legislation¹ that may be necessary for this purpose.

Sec. 2. That the Secretary of the State Board of Health shall have general supervision over the Central Bureau of Vital Statistics, which is hereby authorized to be established by said board, and which shall be under the immediate direction of the State Registrar of Vital Statistics, whom the State Board of Health shall appoint within thirty days after the taking effect of this law, and who shall be a medical practitioner of not less than five years' practice in his profession, and a competent Vital Statistician. The State Registrar of Vital Statistics shall hold office for four years and until his successor has been appointed and has qualified, unless such office shall sooner become vacant by death, disqualification, operation of law, or other causes. Any vacancy occurring in such office shall be filled for the unexpired term by the State Board of Health. At least ten days before the expiration of the term of office of the State Registrar of Vital Statistics, his successor shall be appointed by the State Board of Health ^{1a}. The State Registrar of Vital Statistics shall receive an annual salary at the rate of——dollars from the date of his entering upon the discharge of the duties of his office. The State Board of Health shall provide for such clerical and other assistants as may be necessary for the purposes of this act, who shall serve during the pleasure of the board, and shall fix the compensation of persons thus employed within the amount appropriated therefor by the legislature. The custodian of the capitol shall provide for the bureau of Vital Statistics in the state capitol at——, suitable offices, which shall be properly equipped with fireproof vault and filing cases for the permanent and safe preservation of all official records made and returned under this act.

Sec. 3. That for the purposes of this act the state shall be divided into registration districts as follows: Each city, each incorporated town, and each township² shall constitute a primary registration district; provided, that the

¹The words "and shall promulgate any additional rules or regulations" may be inserted in bills prepared for states in which the State Board of Health has power to make rules and regulations having the effect of law.

^{1a}The subject of Civil Service should be kept in mind in this connection and care should be taken to see that at least the subordinate positions, are placed under the Civil Service system where the state has a reasonably satisfactory one.

²Or other primary political unit, as "town," "precinct," "civil district," "hundred," etc. When there are no such units available the following substitutes for Section 3 may be employed: Section 3. That for the purposes of this act the state shall be divided into registration districts as follows: Each city and each incorporated town shall constitute a primary registration district; and for that portion of each county outside of the cities and incorporated towns therein the State Board of Health shall define and designate the boundaries of a sufficient number of rural registration districts, which district it may change or combine from time to time as may be necessary to insure the convenience and completeness of registration.

State Board of Health may combine two or more primary registration districts when necessary to facilitate registration.

Sec. 4. That within ninety days after the taking effect of this Act, or as soon thereafter as possible, the State Board of Health shall appoint a local registrar of vital statistics for each registration district in the state.³ The term of office of each local registrar so appointed shall be for four years, and until his successor has been appointed and has qualified, unless such office shall sooner become vacant by death, disqualification, operation of law, or other causes; provided, that in cities where health officers or other officials are, in the judgment of the State Board of Health, conducting effective registration of births and deaths under local ordinances at the time of the taking effect of this Act, such officials may be appointed as registrars in and for such cities, and shall be subject to the rules and regulations of the State Registrar, and to all of the provisions of this Act. Any vacancy occurring in the office of local registrar of vital statistics shall be filled for the unexpired term by the State Board of Health. At least ten days before the expiration of the term of office of any such local registrar, his successor shall be appointed by the State Board of Health.

Any local registrar who, in the judgment of the State Board of Health, fails or neglects to discharge efficiently the duties of his office as set forth in this Act, or to make prompt and complete returns of births and deaths as required thereby, shall be forthwith removed by the State Board of Health, and such other penalties may be imposed as are provided under Section 22 of this Act.

Each local registrar shall, immediately upon his acceptance of appointment as such, and at such other times as may be necessary, appoint a deputy, whose duty it shall be to act in his stead in case of his absence or disability, and who may be removed by him; and such deputy shall in writing accept such appointment, and be subject to all rules and regulations governing local registrars. And when it appears necessary for the convenience of the people in any rural district, the local registrar is hereby authorized, with the approval of the State Registrar, to appoint one or more suitable persons to act as subregistrars, who shall be authorized to receive certificates and to issue burial or removal permits in and for such portions of the district as may be designated; and each subregistrar shall note, on each certificate, over his signature, the date of filing, and shall forward all certificates to the local registrar of district within ten days, and in all cases before the third day of the following month; provided, that each subregistrar shall be subject to the supervision and control of the State Registrar, and may be by him removed for neglect or failure to perform his duty in accordance with the provisions of this Act or the rules and regulations of the State Registrar, and shall be subject to the same penalties for neglect of duty as the local registrar.

Sec. 5. That the body of any person who death occurs in this state, or

³This method of appointment of local registrars by the State Board of Health—or perhaps by the State Registrar or upon his nomination—with a reasonably long term of service and subject to removal for neglect of duty, is the preferable one for efficient service. Should there be objection, however, to the creation of new offices, the section may be redrafted so that it will provide that township, village or city clerks, or other suitable officials, shall be the local registrars.

which shall be found dead therein, shall not be interred, deposited in a vault or tomb, cremated or otherwise disposed of, or removed from or into any registration district, or be temporarily held pending further disposition more than 72 hours after death, unless a permit for burial, removal, or other disposition thereof shall have been properly issued by the local registrar of the registration district in which the death occurred or the body was found.⁴ And no such permit shall be issued by any registrar until, wherever practicable, a complete and satisfactory certificate of death has been filed with him as hereinafter provided; provided, that when a dead body is transported from outside the state into a registration district in———for burial, or other disposition, the transit or removal permit, issued in accordance with the law and health regulations of the place where the death occurred, shall be accepted by the local registrar of the district into which the body has been transported for burial or other disposition, as a basis upon which he may issue a local permit; he shall note upon the face of such permit the fact that it was a body shipped in for interment, or other disposition, and give the actual place of death and no local registrar shall receive any fee for the issuance of such permits under this Act other than the compensation provided in Section 20.

SEC. 6. That a stillborn child shall be registered as a birth and also as a death, and separate certificates of both the birth and the death shall be filed with the local registrar, in the usual form and manner, the certificate of birth to contain in place of the name of the child, the word "stillbirth"; provided, that a certificate of birth and a certificate of death shall not be required for a child that has not advanced to the fifth month of uterogestation. The medical certificate of the cause of death shall be signed by the attending physician, if any, and shall state the cause of death as "stillborn," with the cause of the stillbirth, if known, whether a premature birth, and, if born prematurely, the period of uterogestation, in months, if known; and a burial or removal permit of the prescribed form shall be required. Midwives shall not sign certificates of death for stillborn children; but such cases, and stillbirths occurring without attendance of either physician or midwife, shall be treated as deaths without medical attendance, as provided for in Section 8 of this Act.

SEC. 7. That the certificate of death shall contain the following items, which are hereby declared necessary for the public health, welfare and convenience, and for legal, social, and sanitary purposes, which are hereby declared to be subserved by registration records:⁵

(1) Place of death, including state, county, township, village or city. If in a city, the ward, street, and house number; if in a hospital or other institution, the name of the same to be given instead of the street and house number. If in an industrial camp, the name of the camp to be given.

(2) Full name of decedent. If an unnamed child, the surname preceded by "Unnamed."

(3) Sex.

(4) Color or race—as white, black, mulatto (or other negro descent), Indian, Chinese, Japanese, or other.

(5) Conjugal condition—as single, married, widowed or divorced.

(6) Date of birth, including the year, month and day.

⁴A special proviso may be required for sparsely settled portions of a state.

⁵The following items are those of the United States standard certificate of death, approved by the Bureau of the Census.

(7) Age, in years, months and days. If less than one day, the hours or minutes.

(8) Occupation. The occupation to be reported of any person, male or female, who had any remunerative employment, with the statement of (a) trade, profession or particular kind of work; (b) general nature of industry, business or establishment in which employed (or employer).

(9) Birthplace; at least state or foreign country, if known.

(10) Name of father, provided that if the child or person is illegitimate, the name or residence of or other identifying details relating to the father or reputed father shall not be entered without his consent^{5a}; [provided further, that whenever a judgment has been entered determining the paternity of an illegitimate child, the clerk of the court where entered shall report the facts to the State Registrar who shall record the name of the father and sufficient data to identify the judgment, in connection with the record of the death of the child appearing in his office. A report by the clerk of any court subsequently vacating such judgment shall be made and recorded in like manner.]

(11) Birthplace of father; at least state or foreign country, if known.

(12) Maiden name of mother, provided that if the child or person is illegitimate, the name or residence or other identifying details relating to the mother shall not be entered without her consent; [provided further, that whenever a judgment has been entered determining the paternity of an illegitimate child, the clerk of the court where entered shall report the facts to the State Registrar who shall record the name of the mother, and sufficient data to identify the judgment, in connection with the record of the death of the child, appearing in his office. A report by the clerk of any court subsequently vacating such judgment shall be made and recorded in like manner.]

(13) Birthplace of mother; at least state or foreign country, if known.

(14) Signature and address of informant.

(15) Official signature of registrar, with the date when certificate was filed, and registered number.

(16) Date of death, year, month and day.

(17) Certification as to medical attendance on decedent, fact and time of death, time last seen alive, and the cause of death, with contributory (secondary) cause of complication, if any, and duration of each, and whether attributed to dangerous or insanitary conditions of employment; signature and address of physician or official making the medical certificate.

(18) Length of residence (for inmates of hospitals and other institutions; transients or recent residents) at place of death and in the state, together with the place where disease was contracted, if not at place of death, and former or usual residence.

(19) Place of burial or removal; date of burial.

(20) Signature and address of undertaker or person acting as such.

The personal and statistical particulars (Items 1 to 13) shall be authenti-

^{5a}Upon the recommendation of its Child Welfare Commission, Minnesota enacted a provision that whenever a judgment has been entered determining the paternity of an illegitimate child the State registrar shall record the name of the father, and sufficient information to identify the judgment both in connection with birth record, and death record if there be one, and making it the duty of the clerk of the court to notify him, and of any vacation, thereof. Sec. 4660 A, Chap. 220-Laws of Minnesota, 1917.

cated by the signature of the informant, who may be any competent person acquainted with the facts.

The statement of facts relating to the disposition of the body shall be signed by the undertaker or person acting as such.

The medical certificate shall be made and signed by the physician, if any, last in attendance on the deceased, who shall specify the time in attendance, the time he last saw the deceased alive and the hour of the day at which death occurred. And he shall further state the cause of death, so as to show the course of disease or sequence of causes resulting in the death, giving first the name of the disease causing death (primary cause); and the contributory (secondary) cause, if any, and the duration of each. Indefinite and unsatisfactory terms, denoting only symptoms of disease or conditions resulting from disease, will not be held sufficient for the issuance of a burial or removal permit; and any certificate containing only such terms, as defined by the State Registrar, shall be returned to the physician or person making the medical certificate for correction and more definite statement. Causes of death which may be the result of either disease or violence shall be carefully defined; and if from violence the means of injury shall be stated, and whether (probably) accidental, suicidal, or homicidal.⁶ And for deaths in hospitals, institutions, or of non-residents, the physicians shall supply the information required under this head (Item 18), if he is able to so, and may state where, in his opinion, the disease was contracted.

SEC. 8. That in case of any death occurring without medical attendance, it shall be the duty of the undertaker to notify the local registrar of such death, and when so notified the registrar shall, prior to the issuance of the permit, inform the local health officer and refer the case to him for immediate investigation and certification; provided, that when the local health officer is not a physician, or when there is no such official, and in such cases only, the registrar is authorized to make the certificate and return from the statement of relatives or other persons having adequate knowledge of the facts; provided, further, that if the registrar has reason to believe that the death may have been due to unlawful act or neglect, he shall then refer the case to the coroner or other proper officer for his investigation and certification. And the coroner or other proper officer whose duty it is to hold an inquest on the body of any deceased person, and to make the certificate of death required for a burial permit, shall state in his certificate the name of the disease causing death, or if from external causes (1) the means of death; and (2) whether (probably) accidental, suicidal, or homicidal; and shall, in any case, furnish such information as may be required by the State Registrar in order properly to classify the death.

SEC. 9. That the undertaker, or person acting as undertaker, shall file the certificate of death with the local registrar of the district in which the death occurred and obtain a burial or removal permit prior to any disposition of the body. He shall obtain the required personal and statistical particulars from the person best qualified to supply them, over the signature and address of his informant. He shall then present the certificate to the attending physician, if any, or to the health officer or coroner, as directed by the local registrar, for

⁶In some states the question whether a death was accidental, suicidal, or homicidal, must be determined by the coroner or medical examiner, and the registration law must be framed to harmonize.

the medical certificate of the cause of death and other particulars necessary to complete the record, as specified in Sections 7 and 8. And he shall then state the facts required relative to the date and place of burial or removal, over his signature and with his address, and present the completed certificate to the local registrar in order to obtain a permit for burial, removal or other disposition of the body. The undertaker shall deliver the burial permit to the person in charge of the place of burial, before interring or otherwise disposing of the body; or shall attach the removal permit to the box containing the corpse, when shipped by any transportation company; said permit to accompany the corpse to its destination, where, if within this state, it shall be delivered to the person in charge of the place of burial.

[Every person, firm, or corporation selling a casket, shall keep a record showing the name of the purchaser, purchaser's postoffice address, name of deceased, date of death, and place of death of deceased, which record shall be open to inspection of the State Registrar at all times. On the first day of each month the person, firm, or corporation, selling caskets shall report to the State Registrar each sale for the preceding month, on a blank provided for that purpose; provided, however, that no person, firm or corporation selling caskets to dealers or undertakers only shall be required to keep such record, nor shall such report be required from undertakers when they have direct charge of the disposition of a dead body.

Every person, firm, or corporation selling a casket at retail, and not having charge of the disposition of the body, shall inclose within the casket a notice furnished by the State Registrar calling attention to the requirements of the law, a blank certificate of death, and the rules and regulations of the State Board of Health concerning the burial or other disposition of a dead body.]⁷

SEC. 10. That if the interment, or other disposition of the body, is to be made within the state, the wording of the burial or removal permit may be limited to a statement by the registrar, and over his signature, that a satisfactory certificate of death having been filed with him, as required by law, permission is granted to inter, remove, or dispose otherwise of the body, stating the name, age, sex, cause of death, and other necessary details upon the form prescribed by the State Registrar.

SEC. 11. That no person in charge of any premises on which interments or other disposition of bodies are made shall inter or permit the interment or other disposition of any body unless it is accompanied by a burial, removal or transit permit, as herein provided. And such person shall indorse upon the permit the date of interment, or other disposition, over his signature, and shall return all permits so indorsed to the local registrar of his district within ten days from the date of interment, or other disposition, or within the time fixed by the local board of health. He shall keep a record of all bodies interred or otherwise disposed of on the premises under his charge, in each case stating the name of each deceased person, place of death, date of burial or disposal, and name and address of the undertaker; which record shall at all times be open to official inspection; provided, that the undertaker or person acting as such, when burying a body in a cemetery or burial ground having no person in charge,

⁷The provisions in brackets may be useful in states in which many funerals are conducted without regular undertakers.

shall sign the burial or removal permit, giving the date of burial, and shall write across the face of the permit the words "No person in charge," and file the burial or removal permit within ten days with the registrar of the district in which the cemetery is located.

SEC. 12. That the birth of each and every child born in this state shall be registered as hereinafter provided.

SEC. 13. That within ten days after the date of each birth, there shall be filed with the local registrar of the district in which the birth occurred a certificate of such birth, which certificate shall be upon the form adopted by the State Board of Health with a view to procuring a full and accurate report with respect to each item of information enumerated in Section 14 of this act.⁸

In each case where a physician, midwife, or person acting as midwife, was in attendance upon the birth, it shall be the duty of such physician, midwife, or person acting as midwife, to file in accordance herewith the certificate herein contemplated.

In each case where there was no physician, midwife, or person acting as midwife, in attendance upon the birth, it shall be the duty of the father or mother of the child, the householder or owner of the premises where the birth occurred, or the manager or superintendent of the public or private institution where the birth occurred, each in the order named, within ten days after the date of such birth, to report to the local registrar the fact of such birth. In such case and in case the physician, midwife, or person acting as midwife, in attendance upon the birth does not possess and cannot obtain, without independent inquiry, any item or items of information contemplated in Section 14 of this act, it shall then be the duty of the local registrar to secure from any person having the required knowledge, such information as will enable him to prepare the certificate of birth herein contemplated, and it shall be the duty of the person reporting the birth or who may be interrogated in relation thereto to answer correctly and to the best of his knowledge all questions put to him by the local registrar which may be calculated to elicit any information needed to make a complete record of the birth as contemplated by said Section 14, and it shall be the duty of the informant as to any statement made in accordance herewith to verify such statement by his signature, when requested so to do by the local registrar.

SEC. 14. That the certificate of birth shall contain the following items which are hereby declared necessary for the public health, welfare and convenience, and for legal, social, and sanitary purposes which are hereby declared to be subserved by registration records.⁹

(1) Place of birth, including state, county, township or town, village or city. If in a city, the ward, street, and house number; if in a hospital or other institution, the name of the same to be given, instead of the street and house number.

(2) Full name of child. If the child dies without a name, before the certificate is filed, enter the words "Died unnamed." If the living child has not yet been named at the date of filing certificate of birth, the space for "full

⁸A proviso may be added that shall require the registration, or notification at a shorter interval than ten days, of births that occur in cities.

⁹The following items are substantially in accord with those of the United States standard certificate of birth, approved by the bureau of the census.

name of child" is to be left blank, to be filled out subsequently by a supplemental report, as hereinafter provided.

(3) Sex of child.

(4) Whether a twin, triplet, or other plural birth. A separate certificate shall be required for each child in case of plural births.

(5) For plural births, number of each child in order of birth.

(6) Whether legitimate or illegitimate.

(7) Date of births, including the year, month and day.

(8) Full name of father; provided, that if the child is illegitimate, the name or residence of, or other identifying details relating to, the putative father shall not be entered without his consent; [provided further, that whenever a judgment has been entered determining the paternity of an illegitimate child, the clerk of the court where entered shall report the facts to the state Registrar who shall record the name of the father, and sufficient data to identify the judgment, in connection with the record of the birth of the child appearing in his office. A report by the clerk of any court subsequently vacating such judgment shall be made and recorded in like manner.]^{9a}

(9) Residence of father.

(10) Color or race of father.

(11) Age of father at last birthday, in years.

(12) Birthplace of father; at least state or foreign country, if known.

(13) Occupation of father. The occupation to be reported if engaged in any remunerative employment, with the statement of (a) trade, profession, or particular kind of work; (b) general nature of industry, business or establishment in which employed (or employer).

(14) Maiden name of mother, provided, that if the child is illegitimate the name or residence of, or other identifying details relating to, the mother shall not be entered without her consent; [provided further, that whenever a judgment has been entered determining the paternity of an illegitimate child, the clerk of the court where entered shall report the facts to the State Registrar who shall record the name of the mother, and sufficient data to identify the judgment, in connection with the record of the birth of the child appearing in his office. A report by the clerk of any court subsequently vacating such judgment shall be made and entered in like manner.]

(15) Residence of mother.

(16) Color or race of mother.

(17) Age of mother at last birthday, in years.

(18) Birthplace of mother; at least state or foreign country, if known.

(19) Occupation of mother. The occupation to be reported if engaged in any remunerative employment, with the statement of (a) trade, profession, or particular kind of work; (b) general nature of industry, business or establishment in which employed (or employer).

(20) Number of children born to this mother, including present birth.

(21) Number of children of this mother living.

(22) The certificate of attending physician or midwife as to attendance at birth, including statement of year, month, day (as given in Item 7), and hour of birth, and whether the child was born alive or stillborn. This certification shall be signed by the attending physician or midwife with date of signa-

^{9a}See provision of Minnesota law as to registration of judgment of paternity. Sec. 4660 A. Chap. 220-Laws of Minnesota 1917, also note supra 5a.

ture and address; if there is no physician or midwife in attendance, then by the father or mother of the child, householder, owner of the premises, or manager or superintendent of public or private institution where the birth occurred, or other competent persons, whose duty it shall be to notify the local registrar of such birth, as required by Section 13 of this act.

(23) Exact date of filing in office of local registrar, attested by his official signature, and registered number of birth, as hereinafter provided.

SEC. 15. That when any certificate of birth of a living child is presented without the statement of the given name, then local registrar shall make out and deliver to the parents of the child a special blank for the supplemental report of the given name of the child, which shall be filled out as directed, and returned to the local registrar as soon as the child shall have been named.

SEC. 16. That every physician, midwife, and undertaker shall, without delay, register his or her name, address and occupation with the local registrar of the district in which he or she resides, or may hereafter establish a residence; and shall thereupon be supplied by the local registrar with a copy of this Act, together with such rules and regulations as may be prepared by the State Registrar relative to its enforcement.

Within thirty days after the close of each calendar year, each local registrar shall make a return to the State Registrar of all physicians, midwives, or undertakers who have been registered in his district during the whole or any part of the preceding calendar year; provided, that no fee or other compensation shall be charged by local registrars to physicians, midwives or undertakers for registering their names under this section or making returns thereof to the State Registrar.¹⁰

SEC. 17. That all superintendents or managers, or other persons in charge of hospitals, almshouses, lying-in or other institutions, public or private, to which persons resort for treatment of diseases, confinement, or are committed by process of law, shall make a record of all the personal and statistical particulars relative to the inmates in their institution at the date of approval of this Act, which are required in the forms of the certificates provided by this Act, as directed by the State Registrar; and thereafter such record shall be, by them, made for all future inmates at the time of their admittance. And in case of persons admitted or committed for treatment of disease, the physician in charge shall specify for entry in the record, the nature of the disease, and where, in his opinion, it was contracted. The personal particulars and information required by this section shall be obtained from the individual himself if it is practicable to do so; and when they cannot be so obtained, they shall be obtained in as complete a manner as possible from relatives, friends, or other persons acquainted with the facts.

SEC. 18. That the State Registrar shall prepare, print, and supply to all registrars all blanks and forms used in registering, recording and preserving the returns, or in otherwise carrying out the purposes of this Act; and shall prepare and issue such detailed instructions as may be required to procure the uniform observance of its provisions and the maintenance of a perfect system of registration; and no other blanks shall be used than those supplied by the State Registrar. He shall carefully examine the certificates received monthly from the local registrars, and if any such are incomplete or unsatis-

¹⁰This section may be omitted if deemed expedient and the duty of supplying instructions may be assumed by the state officer.

factory he shall require such further information to be supplied as may be necessary to make the record complete and satisfactory. And all physicians, midwives, informants, or undertakers, and all other persons having knowledge of the facts, are hereby required to supply, upon a form provided by the State Registrar or upon the original certificate, such information as to the items mentioned in sections numbered seven and fourteen of this Act, as they may possess regarding any birth or death, upon demand of the State Registrar, in person, by mail, or through the local registrar; provided, that no certificate of birth or death, after its acceptance for registration by the local registrar, and no other record made in pursuance of this Act, shall be altered or changed in any respect otherwise than by amendments properly dated, signed, and witnessed. The State Registrar shall further arrange, bind, and permanently preserve the certificates in a systematic manner, and shall prepare and maintain a comprehensive and continuous card index of all births and deaths registered; said index to be arranged alphabetically in the case of deaths, by the names of decedents, and in the case of births, by the names of the children, where stated, as well as of the fathers and mothers, subject, however, to the provisions of Sections seven and fourteen of this Act. He shall inform all registrars what diseases are to be considered infectious, contagious, or communicable and dangerous to the public health, as decided by the State Board of Health, in order that when deaths occur from such diseases proper precautions may be taken to prevent their spread.

At the expiration of five years after the approval of this Act, certificates from the State Registrar containing the information herein below stated, shall be accepted by public school authorities in this state as prima facie evidence of age of children registering for school attendance and no other proof shall be required. At the expiration of fourteen years from the passage of this Act, such certificates from the State Registrar shall be required by all factory inspectors, and employers of youthful labor, as prima facie proof of age and no other proof shall be required from children born in this state or states which for fourteen years previous to the date of such certificate have had registration laws essentially identical with this Act; provided, that when it is not possible to secure such certificate for any child, the school authorities, factory inspectors and employers of youthful labor may accept as secondary proof of age any competent evidence by which the age of persons is usually established.¹¹

The certificate required by the preceding paragraph shall contain statements, taken from the birth registration certificates hereinabove required to be filed, showing the name, sex, color or race of each child, name of mother,^{11a} subject, however, to the provisions of Sections fourteen and nineteen hereof, and the city, town, village and county, as well as the date, of the birth.

If any cemetery company or association, or any church or historical society or association, or any other company, society or association, or any individual, is in possession of any record of births or deaths which may be of

¹¹A provision that no fee shall be required for school and labor certificates may be inserted, if thought best.

^{11a}It will be noted that only the name of the mother is to be given. This is to avoid the presumption which would arise in the case of an illegitimate child—if the father's name were omitted, but given in the case of legitimate children.

value in establishing the genealogy of any resident of this state, such company, society, association or individual, may file such record or a duly authenticated transcript thereof with the State Registrar, and it shall be the duty of the State Registrar to preserve such record or transcript and to make a record and index thereof in such form as to facilitate the finding of any information contained therein.

SEC. 19. Except when ordered by a court of competent jurisdiction in a case where such information is necessary for the determination of personal or property rights, and then only for such purpose, no member of the State Board of Health, nor any state nor local registrar, nor any person connected with the office of either, shall disclose the fact that any record in this act provided for, shows that any child was either legitimate or illegitimate.

The () court shall have jurisdiction, upon petition against and notice to the State Registrar, under such rules and regulations as the court may prescribe, to issue such writs or orders permitting or requiring the inspection of such records and the making and delivery of certified copies thereof as to it may seem just and proper.

SEC. 20. That each local registrar shall supply blank forms of certificates to such persons as require them. Each local registrar shall carefully examine each certificate of birth or death when presented for record in order to ascertain whether or not it has been made in accordance with the provisions of this Act and the instructions of the State Registrar; and if any certificate of death is incomplete or unsatisfactory, it shall be his duty to call attention to the defects in the return, and to withhold the burial or removal permit until such defects are corrected, if practicable. All certificates, either of birth or of death, shall be written legibly, in durable black ink, and no certificate shall be held to be complete and correct that does not supply all of the items of information called for therein, or satisfactorily account for their omission. If the certificate of death is properly executed and complete, he shall then issue a burial or removal permit to the undertaker; provided, that in case the death occurred from some disease which is held by the State Board of Health to be infectious, contagious, or communicable and dangerous to the public health, no permit for the removal or other disposition of the body shall be issued by the registrar, except under such conditions as may be prescribed by the State Board of Health. If a certificate of birth is incomplete, the local registrar shall immediately proceed to secure the missing items of information, as provided in Section 13 of this Act, if they can be obtained. He shall number consecutively the certificates of birth and death, in two separate series, beginning with number 1 for the first birth and the first death in each calendar year, and sign his name as registrar in attest of the date of filing in his office. He shall also make a complete and accurate copy of each birth and each death certificate registered by him in a record book supplied by the State Registrar, to be preserved permanently in his office as the local record, in such manner as directed by the State Registrar. And he shall, on the tenth day of each month, transmit to the State Registrar all original certificates registered by him for the preceding month. And if no births or no deaths occurred in any month, he shall, on the tenth day of the following month, report that fact to the State Registrar, on a card provided for such purpose.

SEC. 21. Immediately upon the receipt by the State Registrar of each birth certificate he shall from such certificate make a transcript containing

the items of information specified under Section 18 hereof, as those to be furnished to school authorities, factory inspectors and employers of youthful labor; and only from such transcript shall the certificates aforesaid be compiled.

SEC. 22. That each local registrar shall be paid the sum of twenty-five cents for each birth certificate and each death certificate properly and completely made out and registered with him, and correctly recorded and promptly returned by him to the State Registrar, as required by this Act.¹² And in case no births or no deaths were registered during any month, the local registrar shall be entitled to be paid the sum of twenty-five cents for each report to that effect, but only if such report be made promptly as required by this Act. All amounts payable to a local registrar under the provisions of this section shall be paid by the treasurer of the county in which the registration district is located, upon certification by the State Registrar. And the State Registrar shall annually certify to the treasurers of the several counties the number of births and deaths properly registered, with the names of the local registrars and the amounts due each at the rates fixed herein.¹³

SEC. 23. That the State Registrar shall, upon request, supply to any applicant a certified copy of the [transcript of the] record of any birth [as set forth in the provisions of sections 18 and 21 hereof] or death registered under provisions of this Act, for the making and certification of which he shall be entitled to a fee of fifty cents, to be paid by the applicant, provided, that the fact that any child was either legitimate or illegitimate or other facts from which such fact could be determined, shall not be disclosed except when ordered by a court of competent jurisdiction in accordance with Section nineteen hereof; and provided, that the United States Bureau of the Census may obtain, without expense to the state, transcripts or certified copies of births and deaths without payment of the fees herein prescribed. And any such copy of the record of a birth or death, when properly certified by the State Registrar, shall be prima facie evidence in all courts and places of the facts therein stated. For any search of the files and records when no certified copy is made, the State Registrar shall be entitled to a fee of fifty cents for each hour or fractional part of an hour of time of search, said fee to be paid by the applicant. And the State Registrar shall keep a true and correct account of all fees by him received under these provisions, and turn the same over to the State Treasurer.

SEC. 24. That any person, who for himself or as an officer, agent, or employe of any other person, or of any corporation or partnership (a) shall inter, cremate, or otherwise finally dispose of the dead body of a human being, or permit the same to be done, or shall remove said body from the primary registration district in which the death occurred or the body was found, without the authority of a burial or removal permit issued by the local registrar of the district in which the death occurred or in which the body was found; or (b) shall refuse or fail to furnish correctly, as required by this act, any informa-

¹²A proviso may be inserted at this point relative to fees of city registrars who are already compensated by salary for their services. See laws of Missouri, Ohio and Pennsylvania.

¹³Provision may be made in this section for the payment of sub-registrars and also if desired, for the payment of physicians and midwives. See Kentucky law.

tion in his possession, or shall furnish false information affecting any certificate or record, required by this Act, *or who shall disclose any information in violation of this Act*; or (c) shall willfully alter, otherwise than is provided by Section 18 of this Act, or shall falsify any certificate of birth or death, or any record established by this Act; or (d) being required by this Act to fill out a certificate of birth or death and file the same with the local registrar, or deliver it, upon request, to any person charged with the duty of filing the same, shall fail, neglect, or refuse to perform such duty in the manner required by this Act; or (e) being a local registrar, deputy registrar, or subregistrar, shall fail, neglect, or refuse to perform his duty as required by this Act and by the instructions and direction of the State Registrar thereunder, shall be deemed guilty of a misdemeanor and upon conviction thereof shall for the first offense be fined not less than five dollars (\$5.00) nor more than fifty dollars (\$50.00), and for each subsequent offense not less than ten dollars (\$10.00) nor more than one hundred dollars (\$100.00), or be imprisoned in the county jail not more than sixty days, or be both fined and imprisoned in the discretion of the court.¹⁴

SEC. 25. That each local registrar is hereby charged with the strict and thorough enforcement of the provisions of this Act in his registration district, under the supervision and direction of the State Registrar. And he shall make an immediate report to the State Registrar of any violation of this law coming to his knowledge, by observation or upon complaint of any person, or otherwise.

The State Registrar is hereby charged with the thorough and efficient execution of the provisions of this Act in every part of the state, and is hereby granted supervisory power over local registrars, deputy local registrars, and subregistrars, to the end that all of its requirements shall be uniformly complied with. The State Registrar, either personally or by an accredited representative, shall have authority to investigate cases of irregularity or violation of law, and all registrars shall aid him, upon request, in such investigations. When he shall deem it necessary, he shall report cases of violation of any of the provisions of this Act to the prosecuting attorney of the county, with a statement of the facts and circumstances; and when any such case is reported to him by the State Registrar, the prosecuting attorney shall forthwith initiate and promptly follow up the necessary court proceedings against the person or corporation responsible for the alleged violation of law. And upon request of the State Registrar, the Attorney-General shall assist in the enforcement of the provisions of this Act.

SEC. 26. All laws and parts of laws in conflict or inconsistent herewith be, and the same are, hereby repealed.

SEC. 27. This Act may be cited as the *Uniform Vital Statistics Act*, and shall be so interpreted and construed as to effectuate its general purpose to make uniform the law of the several states.

SEC. 28. This act shall take effect from and after the — day of —.
(The clauses enclosed in brackets are new.)

Report of Womans' Court, City and County of San Francisco.—During the month of August, 1917, His Honor, T. I. Fitzpatrick, Judge, Police Court,

¹⁴Provision may be made whereby compliance with this act shall constitute a condition of granting licenses to physicians, midwives and embalmers

Dept. No. 1, held all the sessions during the month and 450 cases were disposed of.

MONTH OF AUGUST, 1917.

Charge.	Number of cases	Charge.	Number of cases
Vagrancy	205	Cruelty to children	2
Drunk, public place	38	Battery	4
Keeping house of ill-fame.....	9	Petit larceny	1
Inmate of house of ill-fame....	102	Burglary	1
Soliciting prostitution	45	Violation Ordinance No. 1857	1
Begging	1	Violation Section No. 270 P. C..	1
Violation Section No. 315.....	4	Embezzlement	1
Grand larceny	7	Violation State Poison Law.....	1
Robbery	1	Cruelty to Animals	1
Assault with deadly weapon.....	2	Receiving Stolen Property.....	1
Malicious mischief	2	Non-payment of Wages.....	2
Disturbing peace	14	Violation Ordinance No. 1364.....	1
Violation Section No. 316, P. C...	2		
Extortion	1	Total	450

FINAL DISPOSITION.

Sentenced	37
Held to answer	2
Fined	6
Placed in custody of probation officer.....	12
Sent to city hospital.....	3
Dismissed	390
	450

WM. H. NICHOLL,
Chief, Adult Probation Dept.

PAROLE

Report of the Work of the Central Howard Association for April, May and June, 1917.—To the Board of Directors: That all welfare work will suffer on account of the war is to be expected. That this result should be prevented as far as possible goes without saying. In reality each social problem is more acute, and is complicated by additional burdens and responsibilities. This is particularly true of the problem of crime with which we have to deal. The Central Howard Association, therefore, instead of doing less work should enlarge its efforts to meet the following situation:

1. The increase in crime which has resulted from every war and which is already manifest during the past three years.

2. The problem of proper care for alien enemies who are incarcerated and who, for the most part, are kept in idleness, and the possible care of a much larger number of war prisoners, which is sure to result as the war continues.

3. The securing of fair and just treatment to ex-prisoners who from good motives may try to serve their country by enlisting, but who are barred by military law.

4. Active attention to preventive legislation which is likely to secure scant attention from all except those who are directly interested.

During the past three months the superintendent has been active in formulating policies as to these problems, and in securing preventive legislation. Among the bills encouraged by us, that were passed by the Fiftieth General Assembly were the following:

1. A bill providing for a state penal farm for petty offenders.
2. Passage of a measure to do away with capital punishment in Illinois, the bill, however, being unfortunately vetoed by the governor.
3. A measure to correct abuses of the third degree by police and prosecutors.
4. A bill providing for the parole of certain prisoners outside of the state.
5. A general revision of the parole law, making that law more satisfactory and more inclusive.

These measures, together with a more constructive policy in the administration of the state correctional institutions under the new Department of Public Welfare, will give opportunity for a better classification of offenders and the discovery of causes of crime.

In the meantime our work for paroled and discharged prisoners has been quiet, but effective. The total number of new applications for the months of April, May and June to date has been 124. The number of interviews involved in giving these men a new start in life was 737. The number of men under parole at present to the superintendent is 84, and these men, almost without exception, are actively at work and doing well.

During the past quarter we have received a new indication of the gratitude of our applicants. As an experiment, and on account of our special needs, we addressed a letter to about one hundred men either under parole or recently discharged from parole, asking them to make a voluntary contribution to the work of the association. Their response has thus far been quite gratifying. Seven of the number have contributed \$5.00 each, one man stating that he would give \$5.00 each month and another sending in \$1.00 each week of the period of his parole. The total amount given in sums of \$5.00 down has been \$79.50.

The receipts by subscription for the months of April and May were \$1,454.53. The receipts have barely kept pace with our current expenses and we shall hope for an increased response to meet the larger responsibilities facing us.

As I have previously stated, a much larger proportion of our income should come from Chicago. In order to secure this result, however, the superintendent will need the active co-operation of the Board of Directors and some volunteer service on the part of all friends of the association.

I would recommend an organized special campaign for this purpose at the earliest time practicable. This plan is followed by every other organization with good results.

Hoping to have your combined wisdom and support in meeting our obligations and opportunities, this report is

Respectfully submitted,

F. EMORY LYON, *Superintendent.*

POLICE

Ryan Dactyloplane.—One of the factors which has led to the rapid introduction of finger prints for purposes of criminal identification has been the ease with which such prints may be taken. Henry, in his book on the subject, states that all that is required for this purpose are white paper, printer's ink and a roller for spreading it. Although it is possible to take finger prints with such a crude piece of apparatus, just as it is possible to build a log cabin with the use of no tools other than a hand saw and a broad axe, better work can in every case be done if better tools are provided. The Ryan Dactyloplane, which has been invented by Patrick Ryan, finger print expert of the New York Municipal Civil Service Commission, is a highly perfected piece of apparatus which enables a finger print expert properly to ink the fingers of the prisoner and from the fingers so inked to take impressions for permanent record. The great value of this invention in finger-print work is shown by the fact that with its use Mr. Ryan was, on January 25, 1917, able to take the finger prints of eight hundred and fifty-four candidates for patrolman in sixty-four minutes, an average of about four seconds for each candidate.

LEONARD FELIX FULD, *New York.*

Report on Baltimore Police.—Report No. 7 of the Baltimore Bureau of State and Municipal Research is a pamphlet of thirty-one pages which contains a summary of improvements in business methods recommended by the Bureau to the Baltimore Police Department. Improvements in central purchasing and stockhouse methods have already been adopted by the police department and the Bureau's recommendations with reference to an improved modern unit cost accounting system are now being carefully considered.

LEONARD FELIX FULD, *New York.*

Annual Report of New York District Attorney.—The report of the chief clerk of the district attorney's office in New York County for 1916 is a pamphlet of fifty pages, of which forty are devoted to ten-year tables of criminal statistics. The pamphlet contains no statistical indices, graphs or analyses. The professional reader will find in this report the data which he needs in his work; the general reader will find little of interest.

LEONARD FELIX FULD, *New York.*

Finger Prints.—The twenty-two-page pamphlet on "Finger Prints," which has been prepared by City Magistrate Joseph M. Denel of New York, summarizes the present-day knowledge of the scientific, sociological, and legal aspects of this modern and to the efficient administration of the criminal law in a most convenient form for the professional reader and in a most interesting form for the general reader.

LEONARD FELIX FULD, *New York.*

PROBATION.

First Annual Report of the Juvenile and Domestic Relations Court of Richmond, Va.—In 1914 the General Assembly of Virginia passed an act providing for the establishment of Juvenile and Domestic Relations Courts in cities of 50,000 or over. In the fall of 1915, the City Council of Richmond, passed an ordinance establishing such a court. The jurisdiction of the court as set forth in the act is as follows:

"The special justices elected or appointed under this act shall be conservators of the peace within the corporate limits of the cities for which they are respectively appointed and within one mile beyond the corporate limits of such cities; and shall have, within the corporate limits, exclusive original jurisdiction, and, within the territory one mile beyond said corporate limits, concurrent jurisdiction with the justices and the circuit courts of the counties, of all the offences following, that is to say:

(1) All offenses committed by children under the age of eighteen years against the laws of this commonwealth or against ordinances of the respective cities for which each justice shall be elected.

(2) All prosecutions against men charged with ill-treatment, abuse, abandonment, or neglect of their wives and all prosecutions against parents, guardians or custodians, charged with ill-treatment, abuse, abandonment or neglect of their children or wards.

(3) All cases involving the prosecution and punishment of persons over the age of eighteen years who are charged with offenses against children under that age, or with causing, aiding in or contributing to the delinquency or dependency of such children; and

(4) All cases affecting the protection, care, custody or control of children under the age of eighteen years, of which justices of the peace or police justices now have or shall be given jurisdiction, and said special justices shall, in all such cases, possess the jurisdiction and exercise all the powers conferred upon justices of the peace and police justices by the laws of the state. Such justices shall have such other powers and jurisdiction as may be conferred upon them by the councils of their respective cities, not in conflict with the Constitution and Laws of the United States and of the State of Virginia."

The report emphasizes the value of placing in the same court the cases involving prosecutions of persons charged with offenses against children, persons charged with ill-treatment, desertion or neglect of wives or children, and the cases of delinquent and dependent children. Attention is also called to the value of combining the adult and juvenile probation work insofar as they are dealing with the above types of cases.

It is interesting to note that the ordinance creating the court provides that hearings shall be private, in the following words:

"From the hearing or trial of a juvenile offender or cases coming within the provision of Section 7 of an act approved March 10, 1914, there shall be excluded all persons not officers of the court, attorneys or witnesses in the case, or relatives of the child, or others involved in the case; provided, however, that visitors may be admitted in certain cases with the permission of the justice of the court."

The following statement in regard to the effect of prohibition is worthy of note:

"It will be observed that the largest class of adult cases before the court was that of men charged with abusing or beating their wives. This class, we are glad to say, has been greatly reduced since prohibition went into effect. For instance, the number before the court on this charge, in June, was 16 white and 18 colored; in December, 5 white and 4 colored—eloquent testimony to the brutalizing effect of alcohol. We hope that as time goes on this class of cases will be entirely eliminated.

"The next largest class of cases under this division is that of non-support.

This has also been somewhat reduced since prohibition went into effect, and we believe, will eventually be cut in half. In non-support cases, however, there are other causes to be reckoned with, such as jealousy, infatuation by the man for another woman, etc."

When a child is placed on probation it is given the following card:

"Be it remembered, that on the.....day of....., 191.,
.....is placed on probation under the charge of.....
....., Probation Officer, on the following conditions:

1. Keep out of bad company.
2. Attend divine services each Sunday.
3. Attend school regularly or keep steadily employed.
4. Report to Probation Officer on.....of each week at
.....o'clock.....M.
5. Keep well in mind that you are a ward of the court.
6. Be at home every night by.....P. M.

If you break any rule of your probation, you will be brought before the court and punished.

....., Judge." i

Something of the method of the officers of the court is shown by these paragraphs:

"In addition to the requirements set forth on the card, the boy may be required to pay a weekly installment on account of a small fine or as restitution for damage done in the commission of his offense. Sometimes special provisions are made to suit the particular case, as for instance, the boy who has been charged with speeding will be prohibited from driving his father's car for the ensuing six or twelve months. Besides the card outlined above, the probationer is required to bring a weekly report from his home signed by his parent or guardian and if he is attending school, a school report, signed by his teacher. These reports have been found to be the most effective check in holding a probationer up to strict compliance with the terms of his probation.

"If a boy is out of school, or out of work, as many of them are when placed on probation, the probation officer makes it his business to see that the child is reinstated in school, or that he secures a job, as the case may be. The probationer is required to report once a week to the probation officer and as often as possible the probation officer makes a personal visit to the homes of his probationers. During the past year, however, there have been so many children on probation that it has been impossible for the probation officers to make friendly visits to the homes of their wards as frequently as they should.

"It is generally agreed by juvenile court officials, the country over, that a probation officer should not be required to handle more than 75 or 80 children at one time; and even then, usually, the probation officer is not called upon to make investigations."

(The writer feels that no probation officer should be required to visit more than 50 families. That is the generally accepted standard, but there are very few courts that can live up to it. In the Richmond report it is not clear whether the 75 boys are in 75 families or in a smaller number.)

J. D. HUNTER, *Chicago*.

Juvenile Court of the Parish of New Orleans.—The 1916 report of this court shows the court has jurisdiction of the Compulsory Education Laws, of every misdemeanor against a child by an adult, except assault and battery, and of every offense by a child except capital cases. In the charges against children is included being "neglected." It is very pleasing to note the emphasis which is laid on compulsory education. In the report the statement is made that "one good result of the Compulsory School Movement, generally throughout the school system, is the enrollment of nearly 40,000 children in the schools, the highest attained so far in this direction."

J. D. HUNTER.

Annual Report of the Juvenile Court and Juvenile Detention Home, Cook County, Illinois.—The report in hand covers the work of the year 1916. It is embraced in 111 pages and includes the reports of the Chief Probation Officer of Cook County, the Director of Psychopathic Institute, the Superintendent of the Juvenile Detention Home and the attending physician at the Home.

The report of the Chief Probation Officer shows that in the course of successive years, beginning with 1912, there has been a continuous decrease in number of children sent to institutions. For instance, in 1912, 1913, 1914, 1915 and 1916, the number of children sent to institutions have been as follows respectively: 1422, 1200, 1154, 1044 and 975. During the year covered by the report, reputable citizens of the county had made complaint of 4,977 cases. Of these are the 975 committed to institutions; 707 were placed on probation in their own homes. These facts emphasize the point that the probation officers of this Juvenile Court are not, as some enemies of the system profess to believe, going about eagerly attempting to break up homes and take children away to institutions. Furthermore, since February 1, 1916, probation officers have been charged with the duty of visiting the homes from which children have been taken with a view to the improvement of the home and with a view to getting the parents into such a position that they can receive their children again from the institution to which they have been sent. During the year under review, 1,103 dependent children have been released from institutions and associations as against 975 who were committed.

A study of about 100 families whose mothers were receiving pensions under the Mothers' Pension Law was made. Eight children in these families were either truant or delinquent. All but one of these were delinquent or truant before the pension was granted. One of the features of this department that contributes very considerably to its success is the so-called "red tape" through which the expenditures of the pension money in the homes is supervised. This goes a long way toward assuring that the children growing up under the advantage of the pension system may become good citizens. Without this supervision, the Mothers' Pension approximates indiscriminate relief.

From pages 32 to 52 inclusive is an article by Miss Florence Nesbit, entitled, "Estimating of Family Budget." Miss Nesbit assists the pensioned mothers by making for them a budget by which they are guided in the expenditure of their pension money for family needs.

The report of the Juvenile Psychopathic Institute included in this entire report is by Dr. William Healy, late Director of the Institute. He has taken for study, the records of 325 of the earliest delinquent cases studied beginning

with April, 1914. He has undertaken to follow up the subsequent history of these 325 since the time of their examination in the Institute. In about 40% of the cases, the recommendations made by the Director of the Institute were followed by the Juvenile Court; in 40% they were not followed. In the remaining cases either specific recommendations had not been made (8%), or in 12% of cases the Institute had not been able to find out whether recommendations were carried out or not.

Of the 325 cases, the outcome is fairly well known in 65%. This group, says Dr. Healy, may be divided into 40% failures and 25% successes. This is not to be interpreted, however, as covering the successes and failures of all the Juvenile Court work, or even in selected cases; this for the reason that the 325 are most difficult cases, well established as repeaters or problem cases.

In the group in which recommendations of the Institute were followed, success was obtained in 36% and failure in 19%. In the remainder, the outcome is either pending or unknown. Where recommendations were not followed, successes were met in only 19% of cases and failure in 62%. In the remainder, the outcome is pending or unknown.

In 86% of the 325 cases, unfavorable environment was declared to be an important contributing cause of the delinquency. Of those who are allowed to remain in the old environment, 62% are failures and 32% successes. Among those removed to a better environment 27% were failures and 62% successes. In regard to those sent to institutions for some period of time, after which they were allowed to return to the former unfavorable conditions, 55% are failures and 22% are successes. It is interesting to note that one-third of the successful ones of this group who returned to their former environmental conditions are said to have returned to good homes. Temporary placement in better homes with early return to former bad conditions, resulted in 77% of failures and 12% of successes.

The report of the Juvenile Detention Home shows a considerable increase in the number of children detained as compared with past years. In 1907, for instance, the total number was 2,695; in 1916, the total number was 4,653. This rapid increase has tried the Detention Home to the utmost.

R. H. G.

Report of the Juvenile Court of St. Louis, Mo., 1914-1915.—Although this report for the years 1914-1915 did not appear until 1917, it has considerable value. The chapter headings are as follows:

- I. The Court System.
- II. Classes of Children and Manner in Which They Are Brought Before the Court.
- III. Statistical Review.
- IV. Conditions Underlying Juvenile Delinquency.
- V. Tables.
- VI. Laws and Regulations.

The statistical review was made under the direction of Dr. George B. Mangold, Director of the Missouri School of Social Economy. Some of the figures given are worthy of note.

	Charges in 1915.
Delinquent cases	1,409
(a) Boys	1,272
(b) Girls	137
(c) White	1,091
(d) Colored	318
(e) Offenses against—	
Person	44
Property	725
Morals	220
Peace	130
Violating city ordinances	140
Probation	117
Parole	76
Not report or changes of custody.....	33

Another table shows that out of these 1,409 delinquent cases, 1,178 were reported by the police, 152 by probation officers, 10 by parents, 19 by attendance officers and 50 by other people and agencies.

The first paragraph of the report shows that 17 judges have sat in the Juvenile Court of St. Louis in 13 years. It is unusual for such frequent changes to be made in large cities and it is unfortunate. In spite of it, the St. Louis court has the reputation of being one of the most efficient in the country and the report being considered shows an excellent system of organization.

In one instance, however, the report does call attention to a change in procedure, due to the change in judges. This change was in regard to the hearing of cases of delinquent girls. In one period of the court such cases were heard in chambers, the judge permitting a girl who was disinclined to talk to tell her story to a woman probation officer, who would repeat it to the judge in the girl's presence. In another period two of the women probation officers were appointed as referees. They examined all girls and heard witnesses and presented recommendations to the court. In cases of disagreement under this system the court heard all parties. This practice has been abolished now and the judge again hears such cases in chambers.

It is an excellent thing that in every case an investigation of the home, family conditions, environment, habits, associates, school and employment record is made.

Because the relationship between the police is somewhat different in St. Louis than in any other city, the following paragraph is quoted:

"If arrested for violating the law, children are taken to the station on foot or by street car by the officer making the arrest. A preliminary hearing is there held by the captain or lieutenant in charge and should facts warrant, the children are 'booked' and a report made out. A copy of this report, to be made the basis of the investigation, is forwarded to the probation officer. In spite of the large number of reports by the police, many cases are settled at the police station by conference between complainants, the parents and the police. Police file all charges of violating city ordinances. Should the facts in the report warrant a court hearing, the chief probation officer files a petition with the clerk of the court, charging delinquency, and all those concerned are summoned to appear. Children under arrest may be released on recog-

nizance by the captain of the district, where it appears that parents are sufficiently reliable to be depended upon to produce the child in court on demand. Children whose parents cannot be reached are forwarded to the House of Detention. Here the sheriff, through the superintendent, may release a child to relatives on bond, which is merely a written promise to produce the child when wanted. The fees and property qualifications of bondsmen are nearly always waived."

The statistics are better interpreted for the reader than in most Juvenile Court reports. The following percentages are interesting (the percentages given refer to 1915):

90% of the delinquents were boys and 10% were girls.

23% of the delinquents were colored. This percentage shows an increase from year to year because "agencies for social betterment among colored people are few."

64% of the delinquent girls were charged with offenses against morals and 16% of the boys.

40% of the delinquents were foreign born or colored. (A percentage much larger than the proportion of these elements in the community.)

60% of the delinquents were between 14 and 16.

JOEL D. HUNTER, Chicago.

Semi-Annual Report of Adult Department in San Francisco from January 1, 1917, to June 30, 1917:

Total number on active probation at end of June 30, 1917.....	759
Wages earned by probationers—6 months.....	\$191,425.00
Money collected from probationers, care of families and reimbursing merchants	17,645.75
Number of positions and employments secured for probationers.....	451
Number of applications for probation filed in Superior Courts: Dept. No. 6, 56; Dept. No. 11, 69; Dept. No. 12, 36.....	161
Number of probations granted in Superior Courts: Dept. No. 6, 38; Dept. No. 11, 57; Dept. No. 12, 35.....	130
Number of cases transferred to this county.....	5
Number of applications for probation denied, Superior Courts: Dept. No. 6, 18; Dept. No. 11, 22; Dept. No. 12, 11.....	51
Number of applications denied probation and sent to State Prison, 45; County Jail, 6; School of Industry, 0.....	51
Number of personal visits to homes of probationers.....	2,308
Number of probationers sent to State Hospital—drug and drink....	38
Number of probationers released, Superior Courts: Dept. No. 6, 10; Dept. No. 11, 19; Dept. No. 12, 3.....	32
Number of probationers who have violated probation and sentenced: Dept. No. 6, 3; Dept. No. 11, 6; Dept. No. 12, 2.....	11
Number of persons placed in custody of probation officer—Police Courts: Dept. No. 1, 102; Dept. No. 2, 57; Dept. No. 3, 83; Dept. No. 4, 98.....	340
Number of persons released—Police Courts.....	327
Number of probationers reporting by mail.....	3,228
Number of probationers reporting in person.....	6,380

Number of letters received.....	3,873
Number of letters sent out.....	3,704
Number of interviews in person.....	2,839

WM. H. NICHOLL,

Asst. Probation Officer in Charge of Adult Dept.

Report of Adult Probation Department of San Francisco, for the Month of August, 1917.—

Total number on active probation at end of August 31, 1917.....	720
Wages earned by probationers, month of August, 1917.....	\$32,400.00
Money collected from probationers, care of families and reimbursing merchants	3,283.92
Number of positions and employments secured for probationers.....	75
Number of applications for probation filed in Superior Courts, Dept. No. 6 (11), Dept. No. 11 (7), Dept. No. 12 (2).	20
Number of probations granted in Superior Courts, Dept. No. 6 (6), Dept. No. 11 (6), Dept. No. 12 (16).....	28
Number of applications for probation denied, Superior Courts, Dept. No. 6 (2), Dept. No. 11 (1), Dept. 12 (0).	3
Number of applications denied probation, Superior Courts, and sentenced, State Prison (3), County Jail (0), School of Industry (0).....	3
Number of personal visits to homes of probationers.....	416
Number of persons sent to state hospital, drug and drink.....	1
Number of probationers released from probation, Superior Courts, Dept. No. 6 (4), Dept. No. 11 (5), Dept. No. 12 (26).....	35
Number of probationers who have violated probation and sentenced, Superior Courts, Dept. No. 6 (0), Dept. No. 11 (0), Dept. No. 12 (0) ..	0
Number of persons placed in custody probation officer, Police Courts, Dept. No. 1 (27), Dept. No. 2 (2), Dept. No. 3 (24), Dept. No. 4 (12).....	65
Number of persons released, Police Courts.....	75
Number of probationers reporting by mail.....	597
Number of probationers reporting in person.....	1,003

WM. H. NICHOLL,

Chief, Adult Probation Dept.

N. Y. Municipal Civil Service Examination for Promotion to Chief Probation Officer, Court of Special Sessions (February 15, 1917).—

1. Prepare recommendations to the Chief Justice of the Court of Special Sessions on each of the following problems, giving your reasons in support of your recommendations:
 - (a) The assignment of cases to probation officers in accordance with the district of the city in which the probationer resides.
 - (b) The assignment of male probationers to female probation officers and the assignment of female probationers to male probation officers.
 - (c) The employment of a multigraph machine in the probation department of the Court of Special Sessions.

- (d) The assignment of one probation officer to read to the court the sworn reports of other probation officers, instead of having each probation officer read his own report.
2. Outline clearly what co-operation you would establish as Chief Probation Officer of the Court of Special Sessions with each of the following authorities:
- (a) United States Bureau of Immigration.
 - (b) New York State Hospital Commission.
 - (c) New York State Probation Commission.
 - (d) Board of Inebriety.
3. Prepare for the use of your probation officers an outline of at least five specific instructions for their guidance in the investigation of EACH of the following classes of offenders awaiting sentence:
- (a) Drug addicts.
 - (b) Alleged kleptomaniacs.
 - (c) Moral degenerates.
 - (d) Those guilty of cruelty to animals.
4. Discuss the attention which should in your opinion be given to each of the following factors in connection with the supervision of persons on probation:
- (a) Employment.
 - (b) Religion.
 - (c) Morals.
 - (d) Conjugal conditions.
5. Charges have been made to the court against probation officer A, who, it is alleged, does not perform his duties and writes fictitious reports, and probation officer B, who, it is alleged, receives bribes of money from certain of his probationers. These charges are referred to you for investigation. State how you would proceed, giving full particulars.
6. Prepare a report to the Chief Justice of the Court of Special Sessions outlining the improvements which you would recommend, as Chief Probation Officer, for increasing the effectiveness of the work in the Probationers' Court of the Court of Special Sessions. Give your reasons for each recommendation and an analysis of the shortcomings of the present procedure in each case.
- Sign this Report "John Doe, Chief Probation Officer." If you Sign Anything Else You Will Be Disqualified.*
7. Discuss briefly each of the following problems in connection with the work of probation officers, giving your recommendations and your reasons for your recommendations in each case:
- (a) Obtaining for your probation officers all of the privileges enjoyed by lawyers in their intercourse with prisoners in the city prisons.
 - (b) The use of a system of merit marks for probationers.

New York City Civil Service Examination for Promotion to Deputy Chief Probation Officer (July 17, 1917).—

PART I.

1. Prepare for use in an annual report of the Children's Court the framework of a statistical table that will show in the aggregate and proportionally the number of children arraigned in the court, either for the first time or with previous court records, on the charge of juvenile delinquency and in the various special proceedings.

Note: Do not put down any figures as only a framework is asked for.

2. Give the proper general reference to and the pertinent provisions of the law which in your opinion may be invoked:
 - (a) To punish the parent of a child who is an habitual truant from school with the parent's approval.
 - (b) To permit the dismissal, without a hearing, by a justice of the Children's Court of a case against a girl, 15 years of age, charged with having wilfully poisoned an infant, thereby endangering the life of the infant.
 - (c) To permit a justice of the Children's Court to commit to a proper institution a child adjudged formally to be a mental defective, but whose parents object to the idea of commitment.
 - (d) To bring back from Jersey City to New York City a girl recently placed on probation in the Children's Court here, but who since has absconded.

3. and 4. On pages 1 and 2 of the Investigation Report form probation officers are required to make brief entries under the following headings, among others:

- (a) Total income of family (specify items).
- (b) Number of persons in household (specify lodgers).
- (c) Sanitary conditions.
- (d) Appearance of home and environment.
- (e) Apparent general health.
- (f) Other children involved.

Page three of this Investigation Report is for such "supplementary facts and explanations" as the probation officer may see fit to make.

As Deputy Chief Probation Officer (female) charged with reviewing the Investigation Reports before submission to the court, what elaboration or amplification of any of these six brief entries would you expect to find on page three of the Investigation Report in each of the following cases? Give your reasons fully:

- (1) Improper guardianship case involving two girls, 8 and 10 years of age, respectively, who have been shamefully neglected by their drunkard parents.
- (2) Girl, 15 years of age, who has admitted having had immoral relations with men in the neighborhood of her home.

5. State whether the following considerations might influence you in assigning female probation officers to cases and explain how:
 - (a) Age of probation officer.
 - (b) Education of probation officer.

- (c) Previous employment of probation officer.
 - (d) State of probation officer (married or single).
 - (e) Service rating of probation officer (efficiency record rating).
6. (a) - In what respects may the quality of the work performed by one female probation officer surpass the quality of the work performed by another?
- (b) How would you proceed to determine what should constitute a reasonable quantity of work to be performed by a female probation officer?
7. (a) Describe a program of recreation suited to a school girl probationer, 14 years of age (disorderly child), living in a tenement district.
- (b) Describe a program of recreation suited to a working girl probationer, 15½ years of age, employed in a department store.
- (c) A girl, 15 years of age, is brought to court by her father (a widower) and is adjudged to be a disorderly child. She asks permission from the court to make her home with an aunt in another neighborhood. What should determine the fitness of the latter home for this girl?
8. (a) What opportunities does the City of New York offer girls in the way of preparation for trades?
- (b) What is the purpose of prevocational work in the public elementary schools?
- (c) State two advantages of the plan of continuation class instruction for girls over evening school work.

LEONARD FELIX FULD, *N. Y. City.*

MISCELLANEOUS.

National Chamber of Commerce Committee's Plan for Relief of Persons Dependent Upon Soldiers and Sailors.—Affecting practically every employer in the United States is the recommendation that the government enact legislation providing for reasonable separation allowances to be paid to the dependents of the enlisted personnel of the army and navy, basing such compensation on the number of dependents in each family. Such action is advocated in a report made to Secretary Baker, as chairman of the Council of National Defense, by a special committee of the Chamber of Commerce of the United States. Mr. Baker recently asked the National Chamber to investigate and report on the matter of voluntary civilian assistance in the care of dependent families of men enlisting in the military and naval forces.

The National Chamber Committee, of which F. A. Seiberling, of Akron, O., president of the Goodyear Tire and Rubber Company, is chairman, further recommends that the government officially designate some national organization to raise a general fund by voluntary public subscription and distribute the fund so raised for the alleviation of conditions not adequately met by national or state allowances. This organization would operate in conjunction with representative local bodies.

The committee is of the further opinion that pending action of the federal government in the matter and the publication of details of the ultimate plan, employers throughout the country should make only temporary commitments to the dependents of their employes who enlist, in accordance with the suggestion of the Secretary of War recently made to the National Chamber.

"In view, however, of the business uncertainty which the temporary nature

of these commitments creates," the report goes on, "and in view of the large and confusing number of individual and separate community efforts to raise funds for the anticipated needs of dependent families, all indicating the need for co-ordinated effort, this committee very respectfully urges prompt action by the government and the speedy publication of the details of the general plan.

"Large employers throughout the country already have taken the initiative, as they did during the period when troops were required for the guardianship of the Mexican border, and have made provision for the care of the dependents of their enlisted employees. It is realized, however, that this cannot continue upon any general scale, particularly in view of the uncertain period of duration of the war, without imposing hardship and embarrassment upon the smaller employers who are in the majority throughout the country. Obviously, business firms and corporations everywhere would be the largest contributors to any national patriotic fund raised for the purpose named."

Secretary Goodwin, of the National Chamber, said the plans in operation in Great Britain and Canada differ in detail though the experiences of each country seem to have been similar. In Great Britain there is a separation allowance for the dependent family. The wife receives from the government an allowance of so much a week, to which is added an allotment of so much a week out of the husband's military pay. The government makes an additional allowance for the first child, so much for the second, and so much for every other child in the family. These allowances do not do away with the necessity for relief efforts on the part of the public organizations such as the Soldiers' and Sailors' Relief Society, and other organizations whose voluntary workers and local committees take care of cases seeming to demand special assistance.

In Canada there are three sources of revenue for dependents: First, a portion of his pay, the percentage determined by individual conditions, is deducted and sent home to those dependent on the soldier or sailor. Second, the government makes a separation allowance intended to enable dependents to approximate the pre-enlistment maintenance standard. This allowance represents a flat sum, regardless of the size of the family. Third, there is a National Patriotic Fund, raised by voluntary public subscription and distributed by a corporate organization authorized by the Dominion government. This fund takes care of necessitous cases where local investigation seems to establish the need for it.

It was said in the committee report that enlisted men in the armies above referred to neither need nor desire remuneration in addition to the service pay, which, in accordance with rank, they receive as a provision of statute, for the following reasons:

They have little or no opportunity of spending money for necessities at the front.

It is undemocratic to have men serving in the ranks alongside one another with different rates of pay for their patriotism, as must happen if enlisted men receive individual allowances from their respective employers; and such differentiation has been found to be a contributing factor towards desertions from the ranks.

It has been found that men fraternize together in the trenches under circumstances which lead to exchanges of confidence as the result of a few days' intimate acquaintance not possible under normal conditions. They receive letters from home; knowledge of differences in the standard of family maintenance, emphasized by assistance from several sources breeds discontent, and discontent leads to desertions.

The fundamental aim of the present readjustments of methods on the part of the foreign governments referred to, the report concludes, seems to be: (a) To establish equality in the basis of service in the ranks; (b) to equalize the burden upon industry and people; and (c) to avoid duplication of patriotic organizations, and funds, and to combine all the machinery of family maintenance with an eye to the psychological effect upon the soldier at the front.

Imprisonment Before Trial Is a Big Handicap.—Professional bondsmen are gradually going out of existence, it's true; but cannot some method be advanced to maintain a bonding or surety bureau, to insure the appearance of all offenders in court, yet give them the opportunity to defend themselves?

Oftimes a man who is not guilty is brought before the "bar of justice," yet is not afforded the opportunity to establish his innocence. A man accused of a crime has a distinct advantage, if he is able to procure bond. The fact that he is often compelled to remain in jail awaiting trial, proves a detrimental factor in securing for him the "square deal" to which he is entitled under the law.

- The preparation of any criminal case requires time, careful work, both for the defendant and the prosecution. While the district attorney's office has been busily investigating the circumstances that enter into the case, interviewing witnesses for the prosecution, and building up evidence on which to convict the defendant, he has been compelled to languish in jail and frequently unable even to interview his own counsel, except, perhaps, through jail bars and under the most unfavorable conditions.

Can the public, therefore, wonder why most unfortunates charged with crime, who happen to be in destitute circumstances, without friends to sign their bonds, are usually convicted?

It appears that a public office of professional bondsman could be satisfactorily employed to remedy this evil which enters into thousands of cases and at present gives the district attorney the upper hand. Regulated under judicial supervision, open to all worthy defendants, stripped of exorbitant premiums, the professional bondsman could supply the needed element in properly dispensing true justice.

PHILIP J. LIBBY, 180 *Washington St., Boston.*

Mercy and Justice.—"That our courts should temper mercy with justice is a proposition from which no good man and true will dissent. No longer do we try the defendant in Star Chamber sessions, or hang him on mere rumor and suspicion. Rather than subject one innocent man to unmerited punishment, we will suffer twelve undoubted criminals to go unwhipped of justice. But have we stopped at twelve? So far have we pushed this benign theory that is now seems opportune to review the path over which we have traveled, and to ascertain whither it leads. May it not be well to ask that our courts now temper their mercy with a little justice?

"There is reason to fear that what we have thought to be mercy is not that virile virtue, but its weak counterfeit, sentimentality. Today there is scarcely a promising development in court procedure which has not fallen under its blight. The Children's Court, an admirable institution in theory, has, perhaps, saved itself in spite of its friends. Still if editors are to be credited, here and there the court's ill-advised clemency makes it a powerful, if unwitting, con-

tributor to the spread of youthful delinquency. 'I want to make this court,' a successful judge once remarked, 'a place that a boy simply hates to come to a second time.' The probation system for minor and adult delinquents, if wisely applied and vigorously administered, will certainly save many a first or second offender. But it will certainly fail if a weak court allows a defiant culprit to regard probation as an indulgence of open guilt and a plenary absolution from merited punishment. 'The disease that afflicts us,' writes Judge Marcus Kavanagh of Chicago, 'is want of respect for the law,' and this lack the judge traces, in part, to the inability or unwillingness of officials to enforce the law and to the practice of 'coddling the criminal.'

"During the last five years, there has arisen in this country, and especially in this State (New York) a disposition to coddle criminals. You cannot do that without belittling crime in the eyes of the criminal. I warn you that three-quarters of the crimes in this country today are committed by paroled criminals who were paroled before they were cured."

"Perhaps we can secure mercy and justice in their proper proportions, only by remembering that the community has rights, quite as undoubted as the rights of any criminal."—*America*.

These remarks are in the main true, but I wish to add to the weight of them some timely qualifications. The "manufactured defense and phony alibi" resorted to by criminals are only a means of self-defense against the police "frame-up"; courts are not infallible; if errors creep in they are the direct result of the dishonesty of human nature and deceit. Hospitals and physicians do not pretend to cure all of their patients; in fact we see many relapses into ill-health after discharges from hospitals. Jails and prisons, which are legal hospitals, do not pretend to make every rascal a saint. The critic of courts and the administration of justice should bear this timely truth in mind, namely; human conduct, like other branches of human inquiry, will be found to have its ultimate facts, the detection of whose causative principles is beyond our reach.

JOSEPH MATTHEW SULLIVAN, *Boston, Mass.*