

## C O N T E N T S .

- ✓ 1. Child Welfare Information Centre. Summary of the Legislative and Administrative Series of Documents of the Child Welfare Information Centre published in 1938. (1939.IV.1.) 1-28pp.
- ✓ 2. Advisory Committee on Social Questions. Enquiry into Measures of Rehabilitation of Prostitutes ( Part III and Part IV) Methods of Rehabilitation of Adult Prostitutes. Conclusions and Recommendations. (1939.IV.4.) 29-108pp.
- ✓ 3. Child Welfare Information Centre. Annual Report on Child Welfare, for the Third Session of the Advisory Committee on Social Questions (June 19th, 1939.) (1939.IV.5.) 109-210pp.
- ✓ 4. dto Summary of the Legislative and Administrative Series of Documents of the Child Welfare Information Centre published in 1939. ( 1940.IV.1.) 211-250pp.
- ✓ 5. dto Annual Report on Child Welfare, for the Fourth Session of the Advisory Committee on Social Questions (June 24th 1940.) (1940.IV.4.) 251-343pp.

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## LEAGUE OF NATIONS

# CHILD WELFARE INFORMATION CENTRE

Summary of the Legislative and Administrative  
Series of Documents of the Child Welfare  
Information Centre published in 1938.

Series of League of Nations Publications

IV. SOCIAL  
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## INTRODUCTION

The Child Welfare Information Centre is publishing a series of documents under the description : *Legislative and Administrative Series*. As far as its resources allow, it endeavours to keep the Advisory Committee on Social Questions and the authorities appointed by the Governments as correspondents informed of the legislative and administrative progress made in the different countries in the sphere of maternal and child welfare, and of the training and status of social workers specialising in that sphere. At the end of each year, the Information Centre prepares a summary of the documents published in the series during the preceding twelve months; the present Summary is the second so far published.<sup>1</sup>

The various texts are classified under subjects and the subjects themselves are arranged in alphabetical order. In Appendix II, however, will be found a classification by countries.

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The following are the headings used in classifying the material :

### 1. ADOPTION

The two enactments reported both facilitate adoption. That relating to the territory for the seat of Government in Australia establishes the possibility of and lays down conditions for adoption, while that for the United States of Mexico encourages adoption by lowering the age at which persons may become adoptive parents.

### 2. CENTRALISATION OF CHILD WELFARE WORK

The Information Centre had already drawn attention a year ago<sup>2</sup> to the appearance of a tendency towards the

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<sup>1</sup> The first Summary bore the official number C.73.M.28.1938.IV.

<sup>2</sup> See document C.73.M.28.1938.IV, page 5.

centralisation or co-ordination by an official authority of all or certain branches of maternity and child welfare work. It now records the persistence of that tendency. Bolivia and Ecuador both set up in 1937 official centralising authorities, placed, in the first case, under the Ministry of Labour and Social Welfare and, in the second, under the Ministry of Social Welfare. Mexico set up in 1937 a Department for Child Welfare. France organised in 1938 the Permanent General Secretariat of the High Council for Child Welfare, established in 1937 under the chairmanship of the Minister of Public Health.<sup>1</sup>

### 3. CHILD WELFARE (CODES AND GENERAL LEGISLATION)

In Switzerland, a new Penal Code (dated December 21st, 1937) was adopted by national referendum on July 3rd, 1938; it is to come into force on January 1st, 1942. The interval of three and a-half years between the date of the referendum and that on which the Code will take effect is designed to allow each canton in the Swiss Confederation to adapt its own legislation to the provisions of the new Federal Code.

The Information Centre has prepared an extract of those articles in the Code which deal with minors and with the family; the extract has been submitted to the competent Swiss authorities for approval.

### 4. CINEMATOGRAPH

Steps have been taken in Belgium to facilitate and extend the use of educational and scholastic films, by means of a royal decree specifying the functions of the Educational and Scholastic Cinema Centre of the National Scholastic Museum. A further decree amends, supplements and co-ordinates the provisions relating to the supervision of films for the purpose of determining which films may be shown at performances announced to the public as suitable for families and children.

<sup>1</sup> See document C.73.M.28.1938.IV, page 14.



## 5. DEMOGRAPHY

Laws aiming at the demographic increase of the nation all include a series of provisions judged to be the most effective for the protection of mothers and infants and of the family. The Italian law described in this Summary is a case in point. The Information Centre is not aware of the enactment in 1938 of other laws of this character.

## 6. EDUCATION AND VOCATIONAL TRAINING

The Information Centre published the text of the German Law of 1938 concerning compulsory school attendance on the ground that it included provisions affecting abnormal children (see "Protection of Special Categories of Children : (c) Physically or Morally Handicapped Children"). In order to enable the reader to place these special provisions within the framework of the general stipulations regarding compulsory school attendance, it was necessary to publish the latter and to summarise them in the present document.

## 7. FAMILY WELFARE

### (a) *Civil Status.*

Germany amended and supplemented in 1938 the legal provisions which govern the status of the family, and also supplemented the provisions relating to the legal status of Stateless persons.

### (b) *Penal Law.*

The Swiss Penal Code of December 21st, 1937, contains provisions for the punishment of persons guilty of offences against the family.

### (c) *Measures of an Economic Character.*

During 1938, Belgium organised the system of family allowances instituted by the Law of June 10th, 1937. Japan adopted in 1937 a law for the creation and operation of a system of assistance to mothers or grandmothers who are in need, are without help and are responsible for the care of small children. Uruguay has adopted a law authorising the constitution of a "Family Fund" which cannot be distrained upon, and which benefits from tax-reductions and various advantages as regards devolution, legal assistance, etc.

## 8. HEALTH

Ecuador has made regulations for its school health services so as to provide for the protection of the physical and mental health of the teachers as well as of the pupils.

## 9. LEISURE AND RECREATION

In Belgium, so much importance is attached to open-air games as a means of preserving the physical and mental health of children, that a Royal Decree of 1937 empowers the Minister of Public Health to approve certain playing-fields fulfilling the presented conditions and, in consequence, to make subsidies to them.

In the United Kingdom, an Act of 1938 empowers local authorities to close certain streets to traffic, so that they can be used as playgrounds.

## 10. MAINTENANCE CONTRIBUTIONS

Sweden takes a very broad view of State responsibility towards Swedish children residing in Sweden who cannot be cared for by the persons who would normally be responsible, either because the latter have died or because they are unable to work, and has therefore instituted a special system of pensions, payable out of public funds up to the age of 15.

The same notion of State responsibility forms the basis of an act authorising the advance payment, out of public funds, of the maintenance contribution of any Swedish child domiciled in Sweden whose father is under an obligation to pay such a contribution but has not done so on the due date.

## 11. MATERNITY AND INFANT WELFARE

A law was adopted in Columbia in 1938 for the protection of female workers and employees. France has organised in much detail the system of supervision and protection of infants instituted by decree-law in 1935. Sweden, in the conviction that one of the best forms of maternity protection is to make the services of a fully trained midwife available to all mothers, organised during 1937 a system of district midwives.

## 12. OFFENCES AGAINST THE MORALS OF OR TAKING ADVANTAGE OF THE WEAKNESS OF CHILDREN

The Information Centre reported in its first Summary of the *Legislative and Administrative Series*<sup>1</sup> the creation of courts for the protection of young people in every regional court in Germany. This year, the Centre has circulated a list of the courts which have been so set up under the jurisdiction of courts of first instance and have now begun their work. Additional provisions have also been introduced in Germany to improve the supervision of the issue of passports to girls who are minors and are going abroad to take up employment, or as artists taking part in a tour.

During 1936, the provisions of the Netherlands Penal Code<sup>2</sup> were amended and supplemented with a view to rendering the moral protection of minors more effective. In 1937, the colonies of Curaçao and Surinam also amended and supplemented their respective Penal Codes with the same object.

## 13. PLACING OF CHILDREN

In France, a Decree of 1938 regulates the protection of children boarded out away from their parents' homes. The *Legislative and Administrative Series* also includes a circular issued by the Baden (Germany) Department of Justice, entrusting official bodies with the direction of the boarding out of children with families.

## 14. PROTECTION OF SPECIAL CATEGORIES OF CHILDREN

### A. *Neglected or Delinquent Children.*

In its previous summary, the Information Centre stated that "the treatment of neglected or delinquent children"—a problem examined for a period of years by the Child Welfare Committee—"has been the subject of more legislative or administrative measures than any other aspect of child welfare".<sup>3</sup> The same comment may be made this

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<sup>1</sup> Document C.73.M.28.1938.IV, page 21.

<sup>2</sup> Document C.316.M.212.1937.IV, page 79.

<sup>3</sup> See document C.73.M.28.1938.IV, page 8, section 11.

year : the 1938 *Legislative and Administrative Series* includes nine enactments relating to the existence and procedure of special juvenile courts, the measures they may decide upon and the execution of such measures. Each of these new enactments gives evidence of progress in the understanding of the various aspects of this problem.

(a) *Juvenile Courts.*

Both the Argentine Republic (Province of Buenos Aires) and Guatemala instituted, during 1937, a system of juvenile courts. In the United Kingdom, during 1938, the 1933 Children and Young Persons Act was supplemented on certain points of detail. In Germany, the Youth Office and the authorities acting on its behalf have been given the right to attend hearings in court, even if held *in camera*, in cases of criminal proceedings against minors or in cases in which minors appear, in whatever capacity. The purpose of this decree is to enable the Youth Office to obtain information as to the extent to which the minors concerned have been exposed to moral neglect and to take such measures as may be required. In France, new measures have been instituted in connection with the bringing before the competent court of any public assistance ward who has given serious grounds for complaint.

(b) *Sentences passed on Minors.*

Juvenile courts in New Zealand are no longer permitted to pass sentences of whipping.

(c) *Institutions for Neglected or Delinquent Children.*

A new enactment in Germany provides that minors under 21 years of age shall serve sentences of imprisonment or confinement in special juvenile prisons, except in the case of sentences of imprisonment with hard labour. In the British colony of the Straits Settlements, young persons under 16 years of age are in certain cases to be committed to a place of detention instead of to prison. In Sweden, a Royal Decree makes detailed provision for the administration of prisons for young offenders and for the release of minors on licence.

### B. *Children born out of Wedlock.*

In Belgium, a semi-official system of guardianship of children born out of wedlock has been instituted.

### C. *Physically or Morally Handicapped Children.*

In Germany, the school inspection authorities are now to designate the special schools to be attended by children who are under a mental or physical handicap. The supervising authorities, jointly with the competent welfare authorities, may also order the placing of such children in suitable institutions, or in families approved for the purpose, if such a course is necessary to ensure their attendance at school.

In Sweden, a royal decree lays down the Government contributions to be made towards the operating expenses of establishments for children suffering from psychopathic and nervous disturbances.

### D. *Minors evacuated to Foreign Countries.*

Since September 1938, the Spanish Government, acting through the intermediary of the Spanish consuls in their capacity of children's magistrates, has undertaken the guardianship of Spanish minors evacuated to foreign countries without parents or guardians, or in respect of whom no legal representative was appointed prior to their departure from Spain.

## 15. SOCIAL SERVICE

### (a) *Centralisation.*

In Japan, a Ministry of Social Welfare was created in 1938 to centralise all activities relating to public health, social welfare and labour.

### (b) *Social Institutions.*

A Japanese Law of 1938 lays down rules applicable to six categories of social institutions as regards the rights of the competent minister and the prefects to intervene in the administration of such institutions and to supervise their activities and management.

(c) *Social Service Workers.*

A circular issued in Germany in 1938 determines the status of social service workers of both sexes. France has instituted a State diploma for hospital nurses and social welfare workers (male and female). In Japan, there was established in 1936 a system of voluntary local welfare officers, who are appointed by the prefectures and whose functions are defined in an imperial ordinance; all expenses in connection with the system are borne by the prefectures.

(d) *Persons in the Care of Social Welfare Services.*

In Germany, the competent authorities have been instructed to supervise the amount of wages paid to persons in the care of social welfare services who have been placed in agricultural undertakings.

## 16. TESTAMENTARY CAPACITY

In Germany, legislation has been introduced concerning the testamentary capacity of minors.

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## 1. ADOPTION

### **Australia (Territory for the Seat of Government).**

*Adoption of Children.*—Ordinance No. 2, of February 9th, 1938 (document C.Q.S./P.E./C.I.62, *Legislative and Administrative Series*, 56).

Upon application by any person desirous of adopting a minor who has never been married, the court may make an order authorising the adoption. Except in the case of an application by two spouses jointly, the adoption of a minor by more than one person shall not be allowed.

The ordinance contains restrictions on making adoption orders, and enumerates the matters with respect to which the court must be satisfied, the conditions which the court can impose, the consequences of the adoption as regards the civil status of the adopted child, the effects of adoption orders and provisions as to existing *de facto* adoptions.

More than one successive adoption order may be made in respect of the same minor, and the court can vary or discharge an adoption order subject to such conditions as it thinks fit.

### **United States of Mexico.**

*Lowering of the Age at which a Person may adopt.*—Decree of February 28th, 1938 (*Diario oficial*, of March 31st, 1938, No. 27, Vol. CVII) (document C.Q.S./P.E./C.I.64, *Legislative and Administrative Series*, 58).

Article I of the decree amends Article 390 of the Civil Code of August 30th, 1928, by lowering from 40 to 30 years the age at which adults in the full exercise of their rights and having no descendants may adopt a minor or a person of full age without legal capacity.

Article II amends Article 923 of the Code of Civil Procedure for the Federal District and Territories so as to bring it into harmony with Article 390, as amended, of the Civil Code.

## 2. CENTRALISATION OF CHILD WELFARE WORK

### Bolivia.

*Institution of a National Minors' Welfare Society.*—Presidential Decree of June 14th, 1937 (document C.Q.S./P.E./C.I.44, *Legislative and Administrative Series*, 39).<sup>1</sup>

By this decree, a National Minors' Welfare Society is established, with headquarters at La Paz, to exercise State tutelary protection over children and minors in general, and, in particular, deserted children and children born out of wedlock. This society, with its departmental and provincial committees, is under the direct control of the Ministry of Labour and Social Welfare.

The decree details the functions of the Minors' Welfare Society and its departmental and provincial committees, and also the methods to be followed in maternal and child welfare work. It lays down the educational principles to be observed in establishments for the welfare of young people and indicates the method of financing the National Society's work.

### Ecuador.

*Social Welfare Homes.*—Organic Law of October 25th, 1937 (*Registro Oficial* No. 15, of November 12th, 1937) (document C.Q.S./P.E./C.I.61, *Legislative and Administrative Series*, 55).

This law provides that all establishments for the protection, training and education of children and adolescents shall be grouped under the general name of "Social Welfare Homes". They are to be under the control of the Ministry of Social Welfare and attached to the Department of the Director-General of Social Welfare.

The establishment and organisation of official Social Welfare Homes is to be undertaken by the Ministry of Social Welfare. Public and private institutions and pri-

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<sup>1</sup> The text of the decree has been taken from the *Boletín de l'Instituto Internacional de la Protección a la Infancia*, of July 1938, pages 164 to 168.



vate persons remain free to establish Social Welfare Homes, subject to the obligation to inform the Ministry of Social Welfare, and to comply with the regulations embodied in the law and with the schemes of work, regulations and curricula prescribed by the Ministry.

Social Welfare Homes will take charge of children and adolescents at the various stages of their lives, and will strictly observe such an order as will make it possible to give the care and education that are appropriate having regard to the individual and social differences, the psychological characteristics, the tendencies and inclinations and the health of the children. With these ends in view, the Social Welfare Homes are organised into four categories.

The first category includes crèches, orphanages, training homes for children of either sex and agricultural and industrial co-operative colonies for minors who are orphans, in need of protection, or necessitous, or whose parents set them bad examples.

The second category is to consist of all nursery schools that may be established.

The third category includes establishments for re-education for minors between the ages of 10 and 18 years, who are neglected, backward or refractory in respect of education, or who are vagrants or are exposed to moral danger.

The fourth category includes colonies in the mountains and at the seaside for children of either sex who are in a weak, ill-nourished or pre-tuberculous condition.

The law contains provisions concerning the building and administration of the four categories of homes and stipulates how they are to be organised, the way in which the children are to be chosen, the duties and powers of members of the staff, and the way in which the establishments are to be financed.

## France.

*Organisation of the Administrative General Secretariat of the High Council for Child Welfare.*—Presidential Decree of January 17th, 1938 (*Journal officiel of the French Republic*, of January 19th, 1938) (document C.Q.S./P.E./C.I.59, *Legislative and Administrative Series*, 52).

This decree provides for the organisation of the permanent general secretariat mentioned in the Presidential

Decree of September 30th, 1937, which set up a High Council for Child Welfare under the auspices of the Minister of Public Health.

## Mexico.

*Establishment of a Department for Social Assistance to Children.*—Decree of June 22nd, 1937, supplementing the Law on State Secretariats and Departments and setting up a Department for Social Assistance to Children (*Diario oficial*, Sección primera, of the United States of Mexico, No. 43, of June 30th, 1937) (document C.Q.S./P.E./C.I.47, *Legislative and Administrative Series*, 42).

The decree enumerates the divisions of the executive, and modifies the competence of certain of these divisions. It sets up a Department for Social Assistance to Children, and defines its functions, among which may be mentioned: every aspect of prenatal care, the welfare of children of pre-school age, the training of women teachers for pre-school educational centres, the establishment, supervision and control of social assistance services for mothers and children, social insurance for mothers and children, and, generally, the creation, establishment, supervision, control and co-ordination of the social assistance services provided for mothers and children by the Confederation, States, municipalities or private individuals.

## 3. CHILD WELFARE

### (a) CODES AND GENERAL LEGISLATION

#### Switzerland.

Provisions of the Penal Code of December 21st, 1937, concerning the Protection of Minors (document C.Q.S./P.E./C.I.83, *Legislative and Administrative Series*, 76).

These provisions are classified in the Code under the following headings:

Forfeiture of paternal authority or guardianship (Article 53);

Delinquent minors and those in moral danger (children, young persons and minors between 18 and 20 years of age) (Articles 82 to 100);

Offences against life and against the person (infanticide, abortion, non-punishable interruption of pregnancy, ill-treatment and neglect, overworking of children and subordinates and prevention of alcoholism) (Articles 116, 118 to 121, 134 to 136);

Crimes and offences against liberty (kidnapping) (Article 185);

Offences against morality (indecent assault on children and on minors over 16 years of age, unnatural offences, seduction, professional procuring, encouragement of immorality, traffic in women and minors, obscene publications, and the endangering of minors by immoral pictures or writings) (Articles 191, 192, 194 to 196, 199, 200, 202, 204, 208, 212);

Judicial records (measures taken in regard to young persons) (Article 361);

Procedure in regard to children and young persons (Articles 369 to 373);

Institutions (private institutions, premises for the detention of young persons, federal subsidies and cantonal supervision) (Articles 384 to 388, 391);

Some of the final provisions deal with the abrogation of provisions of the Federal Laws and the revision of Federal Laws (Articles 398<sup>m</sup> and 399<sup>a</sup>).

## (b) INFORMATION CONCERNING ENACTMENTS

### Canada

The Canadian Welfare Council (Council House, Ottawa) publishes annually a digest of legislation in Canada. It covers the dominion legislation and provincial legislation; the Canadian Welfare Council is usually good enough to forward to the Secretariat of the League of Nations a sufficient number of copies of this digest for annual distribution to the Advisory Committee on Social Questions.

### United States of America.

Document C.Q.S./P.E./C.I.71, *Legislative and Administrative Series*, 64.

This note announces the issue of a publication by the Children's Bureau of the United States Department of

Labor (Publication No. 236), containing a summary of laws passed in 1937 on subjects affecting child welfare by the legislatures of forty-three States, Alaska, Hawaii and Puerto Rico.

#### 4. CINEMATOGRAPH

##### Belgium.

*Educational and Scholastic Cinema Centre.*—Cinema.—Royal Decree of February 4th, 1938 (*Moniteur belge*, No. 64, of March 5th, 1938, page 1252) (document C.Q.S./P.E./C.I.54, *Legislative and Administrative Series*, 48).

The décret specifies the functions of the Educational and Scholastic Cinema Centre of the National Scholastic Museum. The Centre is responsible for facilitating and extending the use of educational and scholastic films, for carrying out all the operations stipulated with a view to the application of the Convention of October 11th, 1933, for facilitating the international circulation of films of an educational character, and for reporting to the Ministry of Education on films to be admitted free of Customs duty, in conformity with the provisions of Article V of the Convention.

The decree also sets up a Council to assist the Centre and to decide on its composition.

*Supervision of Cinematographic Films.*—Royal Decree of February 25th, 1938, amending, supplementing and co-ordinating the Provisions relating to the Supervision of Cinematographic Films. (*Moniteur belge*, of March 9th, 1938) (document C.Q.S./P.E./C.I.75, *Legislative and Administrative Series*, 68).

A Board responsible for issuing the licences provided for in the Law of September 1st, 1920, authorising the exhibition of films in cinema programmes announced to the public as suitable for families and children, is set up at the Ministry of Justice. The president and members of the Board (and their respective substitutes) are appointed for one year by

the Minister of Justice, who can grant them attendance vouchers. They are eligible for re-appointment. The Board is divided into sections of first instance and into one or more appeal sections. A secretary-accountant, and the officials and other employees required for the work of the Board, are appointed by ministerial decree.

The decree lays down the composition and provides for the functioning of the sections of first instance together with the composition of the appeal section.

Films may be passed by the Board subject to cutting, and the Board indicates the procedure to be followed in such cases. A rejected film may be re-submitted after it has been altered. Applicants for licences are entitled to appeal against the decisions of the sections of first instance.

The decree lays down the conditions governing the exhibition of films to minors under 16 years of age. To facilitate supervision of the way in which decisions of the Board are carried out, the decree grants all serving members (in Greater Brussels) and cantonal delegates of the Board specially appointed by the Minister of Justice, the right of admission to all public cinemas. Finally, the Board has the right to authorise without viewing and subject only to the formalities set out in the decree, the exhibition of films at performances not organised for profit and having an exclusively educational or instructive character. Documentary and news films may be licensed without being viewed.

## 5. DEMOGRAPHY

### Italy.

*Demographic Increase of the Nation.*—Royal Legislative Decree No. 1542, of August 21st, 1937, XV (*Gazzetta ufficiale*, No. 215, September 15th, 1937, XV, page 3449) (document C.Q.S./P.E./C.I.45, *Legislative and Administrative Series*, 40).

The decree enacts various measures for the demographic increase of the nation.

Chapter I makes provision for family loans granted to promote the founding of Italian families and ensure their development. Such loans are granted by the provinces,

which will make provision for families founded and taking up their residence within their administrative areas. The administration of this service is entrusted to the National Fascist Social Welfare Institute, which supplies to the provinces the requisite funds for that purpose in the form of loans.

Chapter II of the decree deals with taxes. Persons who have five or more living children dependent on them are granted a rebate in respect of the graduated supplementary tax for each child, beginning with the fifth. (Only legitimate children are taken into account.) The tax on bachelors is applied to categories which were previously exempt. Employees and other persons in the service of the State are granted total or partial exemption from various taxes according to the number of their children (school fees, fees for registration and attendance, fees for admission, leaving certificates, matriculation and proficiency certificates). Certain new provisions are inserted in the single text for local finances (see Royal Decree No. 1175, of September 14th, 1931), dealing, *inter alia*, with the minimum for exemption fixed by each commune in respect of house tax and the minimum taxable income; these minimum levels are raised in proportion to the number of the taxpayer's children.

Chapter III of the decree introduces special measures concerning persons in the service of the State and of other public bodies: anticipated granting of periodical increments at the birth of a child, raising of the age limit for admission to public competitive examinations for appointment to posts in the Government administrations in the case of married candidates who have a family, abolition of the constitution of dowry income in the case of officers of the armed forces of the State about to marry, increase of the military allowance granted in certain cases to officers of the Reserve, preference for the granting of loans on the security of pay and for the allocation of dwellings given to the employees with the largest families, and, where the number of children is equal, to those who have been married the shorter time.

Finally, Chapter IV lays down rules for the care of female personnel in the service of State Administrations during pregnancy and confinement.

## 6. EDUCATION AND VOCATIONAL TRAINING

### Germany.

*Compulsory School Attendance.*—Law of July 6th, 1938 (*Reichsgesetzblatt I*, page 799) (document C.Q.S./P.E./C.I.88, *Legislative and Administrative Series*, 81).

The law lays down a general educational obligation, which involves the attending of a Reich school.

So far as concerns elementary schools, it fixes the normal commencement of compulsory attendance at 6 years of age, the ordinary duration being for a period of eight years.

The law establishes and regulates compulsory vocational training by attendance at such vocational school as is prescribed in each case by the school supervising authorities. The period specified for such attendance is three years, or, in the case of agricultural occupations, two years. Nevertheless, in certain cases, the period may be reduced and the obligation may be cancelled.

Children and young persons capable of education who fail to comply with their school attendance obligations may be taken to school under constraint.

The law further lays down the responsibility of third parties for the fulfilment of obligations in the matter of school attendance, and specifies the penalties applicable to them in certain cases.

## 7. FAMILY WELFARE

### (a) CIVIL STATUS

### Germany.

*Family Law.*—Reich Law of April 12th, 1938, amending and modifying the provisions relating to family law, and concerning the legal position of Stateless persons (*Reichsgesetzblatt I*, page 380) (document C.Q.S./P.E./C.I.60, *Legislative and Administrative Series*, 54).

Document C.Q.S./P.E./C.I.60 (*Legislative and Administrative Series*, 54) contains extracts from this law, which

constitute the series of clauses affecting child welfare selected for publication in the review known as *Deutsche Jugendhilfe* (formerly *Zentralblatt für Jugendrecht und Jugendwohlfahrt*), edition A, May 1938, page 53 *et seq.* The selected provisions relate to :

- Exemption from marriage disabilities;
- Contestation of legitimacy;
- Determination of filiation by means of examinations to determine heredity and race (the law provides for blood-tests for the examination of blood-groups, if such action is necessary to determine the filiation of a child);
- The remedying of defects of form in connection with adoption;
- Judicial termination of adoption;
- Declarations of legitimacy;
- The legal position of Stateless persons.

#### (b) PENAL LAW

##### Switzerland.

Provisions of the Penal Code of December 21st, 1937, concerning the protection of the family (document C.Q.S./P.E./C.I.83, *Legislative and Administrative Series*, 76).

These provisions relate to the following matters :

Crimes against the family (incest, suppression and falsification of civil status, breach of maintenance obligation, desertion of a woman with child, breach of the duty of bringing up a child, and abduction of a minor) (Articles 213, 216 to 220).

#### (c) MEASURES OF AN ECONOMIC CHARACTER

##### Belgium.

*Family Allowances—Note for Information.*—Document C.Q.S./P.E./C.I.74, *Legislative and Administrative Series*, 67.

This note states that a "Royal Decree organising the system of family allowances established by the Law of June 10th, 1937, for employers and independent workers" was issued on May 12th, 1938, and published in the *Moniteur*



*belge*, No. 145, of May 25th, 1938. As the decree deals exclusively with the technical organisation of the above system of family allowances, it was not considered necessary to publish the text in the *Legislative and Administrative Series* of the Information Centre's publications, but merely to indicate that it had been issued.

### Japan.

*Protection of Mothers and Children.*—Law No. 19, of March 31st, 1937 (document C.Q.S./P.E./C.I.57, *Legislative and Administrative Series*, 51).

The purpose of the law in question is to assist necessitous mothers who have to provide for children under 13 years of age, and who have no husband or other person to support them. Mothers whose husbands are serving a sentence, or incapacitated by physical or mental infirmity, or have disappeared or deserted them, are deemed for the purposes of the law to have no husband. Grandmothers who have to provide for grandchildren under 13 years of age are assimilated to mothers. Mothers deemed unfit to bring up their children on account of misconduct or for any other reason are excluded from assistance.

By the terms of the law, such assistance, which comprises subsistence, maintenance and education of children, employment or the provision of work at home, medical assistance and, where necessary, funeral expenses, is granted by the mayor or head of the village in which the mother lives, in collaboration with the local welfare officers.

The law defines the cases in which the mayor or head of the village may terminate such assistance, and provides for the application, *mutatis mutandis*, of certain provisions of the Poor Relief Law in respect of costs of assistance and burial and of expenditure occasioned by the work of the local assistance officers and the institutions necessary to the welfare of the assisted mothers and their children. It provides penalties for persons obtaining assistance, or obtaining it for others, fraudulently or in any other unfair manner.

### Uruguay.

*Constitution of Homesteads.*—Law of April 19th, 1938, authorising the constitution of homesteads and laying down the conditions to attach thereto. (*Diario oficial* of the

Republic of Uruguay, No. 9505, May 10th, 1938) (document C.Q.S./P.E./C.I.80, *Legislative and Administrative Series*, 73).

This law authorises the constitution of properties into homesteads, consisting of a dwelling-house or farm-holding occupied or cultivated by the members of the family. Such properties, the value of which must not exceed 5,000 pesos, will be taxed at only 50% of the standard rate, without prejudice to the exemptions provided for in the law on the taxation of immovable property.

The law enumerates the various forms of property included in the homestead which, on the issue of the instrument constituting it, ceases to be liable to forced execution. The law provides for the constitution of a homestead by husband or wife, by both spouses (even if divorced) for the benefit of the children of their marriage still under age (if any), or by grandparents responsible for grandchildren who have no father or mother or grandchildren who have been deserted by their parents. Property mortgaged, attached or the subject of a restrictive injunction or pledged or encumbered with any other manner of charges may not be constituted into a homestead (which may be constituted of one or more properties).

The law lays down the conditions and formalities relating to the constitution of homesteads. It deals with questions connected with their administration, sale or exchange. Finally, it contains provisions concerning the formalities connected with succession, exemptions from duties and taxes and the granting of poor persons legal assistance in connection with applications for the benefits attaching to homesteads.

## 8. HEALTH

### Ecuador.

*School Health Service.*—Decree No. 9, dated January 26th, 1938, of the Ministry of Public Education establishing general regulations for the School Health Service. (*Registro oficial*, Nos. 96 and 97, of February 18th and 19th, 1938) (document C.Q.S./P.E./C.I.70, *Legislative and Administrative Series*, 63).

This decree determines the organisation and functions of the School Health Service of the Republic, which is to

act as a branch of the Ministry of Public Education from the administrative point of view, while retaining full autonomy in technical matters. It must, however, adapt its activities to the needs and character of the different provinces and work in harmony with all organisations dealing with welfare and social assistance. Its essential aim is to watch over the physical and mental health both of teachers and of pupils. The decree enumerates the main aspects of the health service work. The School Health Service consists of a general directorate with headquarters in the capital and provincial services.

The decree also sets up a School Medical Council, the main duties and powers of which are to propose desirable innovations and reforms to the Ministry of Education and to take decisions on difficulties and abnormal conditions which may arise in any of the Provinces of the Republic.

## 9. LEISURE AND RECREATION

### Belgium.

*Physical Education and Sport.*—Royal Decree of June 12th, 1937 (*Moniteur belge* of June 21st and 22nd, 1937) (document C.Q.S./P.E./C.I.78, *Legislative and Administrative Series*, 71).

Under this decree, the Minister of Public Health may approve playing-fields created by provinces, communes and associations of communes, and by private organisations of a non-commercial character. The decree states the conditions attached to such Government approval, defines the method of allocating official subsidies and gives indications as to the staff to be attached to playing-fields.

### United Kingdom.

*Street Playgrounds Act, 1938* (1 and 2 Geo. VI, CH. 37) (document C.Q.S./P.E./C.I.73, *Legislative and Administrative Series*, 66).

The act in question empowers local authorities to close certain streets to enable them to be used as playgrounds. To that effect, it authorises the Council of any county (other than the administrative county of London), metro-

politan borough, county borough, borough or urban district, to make an order prohibiting or restricting the use of any specified road by vehicles, or by vehicles of any specified class or description, either generally or on particular days and during particular hours, provided that the order in question makes provision for permitting reasonable access to premises situated on or adjacent to the road. No such order shall be of any effect until it has been confirmed by the Minister of Transport, who may make any such modifications as he thinks fit. He may at any time revoke, vary or amend the order.

The law lays down the penalties to be inflicted in cases of contravention of an order made under the law. It gives to all councils which are entitled to make an order concerning roads to be used as playgrounds the power to make by-laws authorising the use of the road for that purpose. The Minister of Transport is the confirming authority as respects such by-laws.

## 10. MAINTENANCE CONTRIBUTIONS

### Sweden.

*Child Welfare Contributions.*—Law No. 382, of June 18th, 1937 (document C.Q.S./P.E./C.I.36, *Legislative and Administrative Series*, 35). (Meddelanden från Kungl. Socialdepartementets Byrå för Fattigvårds- och Barnavårdsärenden, No. 68, October 1937).

This law establishes special contributions from public funds for the maintenance and education, up to the age of 15, of children whose parents, adoptive parents, father, adopter or adopter's spouse have died, or whose father, step-father, mother, adopter or adopter's spouse is incapable of working. As a general rule, children are entitled to contributions only if they are Swedish nationals and habitually resident in Sweden; but the King in Council may, on condition of reciprocity, conclude agreements with foreign countries with regard to the application of this law to their nationals.

The cost of child welfare contributions is borne by the State and the communes, and matters relating thereto are dealt with by the pensions administration and the pensions

boards. The law determines the cases in which contributions are payable, the rate of payment, which varies according to the category in which the child's habitual place of residence is classed, and according to the annual income of the mother or of the person incapable of work, the combined income of the spouses if the latter is married, or the income the child might have over and above what it might gain by work. The contribution is increased until the end of the month in which the child attains the age of 2 years.

The law determines the methods of payment and the procedure to be followed in making application for a child welfare contribution. The right to contributions of this kind is inalienable, so that they cannot be seized in satisfaction of debts.

*Advance Payments of Maintenance Contributions for Children.*—Law No. 383 of June 18th, 1937 (Meddelanden från Kungl. Socialdepartementets Byrå för Fattigvårds- och Barnavårdsärenden No. 68, October 1937) (document C.Q.S./P.E./C.I.37, *Legislative and Administrative Series*, 36).

The law authorises in certain cases an advance payment of maintenance contribution to any child up to the age of 16 years whose father is liable, under a decision of the court or a written agreement, to pay maintenance contribution. The advance may be applied for if the maintenance contribution has not been paid on the date on which it was due. The law provides that such an advance payment shall be granted, in principle for one year, out of public funds by the Child Welfare Council in the commune where the child's mother was last registered, or, if there is no such place of registration, in the commune where the child habitually resides. The provisions in this connection shall not apply, however, to a child whose mother lives with the child's father.

Only children who are Swedish nationals and who are domiciled in Sweden are entitled to such advance payments, but the King in Council may, on condition of reciprocity, conclude agreements with foreign countries with regard to the application of the present law to their nationals.

The law fixes the methods of making advance payments.

It specifies the annual rates of payment, which vary according to the number of children, the different categories of places of residence, and the mother's income, or the mother's together with her husband's if she is married. It mentions the cases in which advance payments are not made (admission of the child to a general educational institution or penal institute). It also specifies the cases in which the request for an advance payment may be refused or stopped, and makes provision for repayment.

## 11. MATERNITY AND INFANT WELFARE

### Colombia.

*Maternity Welfare.*—Law No. 53, of April 22nd, 1938. (*Diario oficial*, April 29th, 1938) (document C.Q.S./P.E./C.I.65, *Legislative and Administrative Series*, 59).

This law provides for holidays for women during confinement, prohibits the dismissal of a female employee or worker on account of pregnancy or lactation, fixes the special indemnity payable to a woman dismissed without good reason three months before or after confinement, grants every mother who is a worker or employee intervals of freedom to feed her child and specifies the special consideration to which an expectant mother is entitled in her occupation. The law lays down penalties for any breach of its provisions.

### France.

*Organisation of Infant Welfare Services.*—Decree dated September 1st, 1938 (*Journal officiel* of the French Republic, of October 22nd, 1938, page 12199) (document C.Q.S./P.E./C.I.84, *Legislative and Administrative Series*, 77).

This decree deals with the organisation of the Infant Supervision and Protection Services established by the Decree of October 30th, 1935, amending the Law of December 23rd, 1874, relating to the protection of infants. (*Official Journal*, of October 31st, 1935). In the Department of the Seine, these Services are entrusted to the Director of the General Public Assistance Administration, and, in the other Departments, to the prefects.

The decree lays down the methods of supervision and the composition and activities of the departmental committees; it specifies the duties of the medical inspectors. It also contains a statement of the obligations of wet-nurses, dry-nurses or custodians, of directors of employment agencies and of agents for the placing of children; it lays down the form of declarations, certificates, registers and other documents provided for in the Decree-law of October 30th, 1935, chief among which are the development chart, the declaration required from any person placing a child out to be nursed, weaned or cared for, the declaration required from any person taking a wet-nurse into the house, the certificate issued by the mayor to any person wishing to board an infant, or one or more children to be weaned or cared for, and the register to be kept by the directors of employment agencies and persons boarding wet-nurses.

#### Sweden.

*Organisation of the Service of District Midwives.*—Law of June 4th, 1937 (*Svensk Författningssamling*, No. 298, 1937) (document C.Q.S./P.E./C.I.66, *Legislative and Administrative Series*, 60).

By the above law, the Kingdom is divided into midwifery districts, each having at least one resident district midwife. The division of the territory into districts is carried out by the Medical Board, which determines the number of midwives for each district in accordance with the proposals of the midwifery boards. It may also declare that a town which is not attached to a provincial council is to be excluded from the division into districts, provided that such town has entered into an agreement with a sufficient number of midwives who are to serve as district midwives.

In each division of a provincial council and in each town not attached to a provincial council but included in the division of districts, there must be a midwifery board to deal with matters concerning the profession of midwifery in the said division or town. Each division of a provincial council must have one or more reserve midwives.

The law lays down the professional duties of district and reserve midwives. It makes provision for both categories as regards payment in cash, perquisites and travelling allowances.

## 12. OFFENCES AGAINST THE MORALS OF OR TAKING ADVANTAGE OF THE WEAKNESS OF CHILDREN

### Germany.

*Courts for the Protection of Young People.*—Order of the Reich Minister of Justice dated September 1st, 1937 (3230/1 - III.a<sup>4</sup> 995; *Deutsche Justiz*, page 1339), containing a list of courts for the protection of young people (document C.Q.S./P.E./C.I.58, *Legislative and Administrative Series*, 53).

This decree contains the list of courts for the protection of young people, set up under the jurisdiction of the courts of first instance, which came into operation on September 1st, 1937. There are fifty-one of these courts.

*Issue of Passports to Minors.*—Circular from the Ministry of the Interior of the Reich and of Prussia, dated December 21st, 1937 (Pol. S - V6 - 2591/37 - 451 - N) amending the additional provisions of §12 of the Decree of June 7th, 1932, concerning passports (*RMBLi.V.* 1937, page 2027) (document C.Q.S./P.E./C.I.42, *Legislative and Administrative Series*, 34).

The circular instructs the competent authorities to ascertain, before issuing passports to girls under age going abroad as artistes taking part in a tour, that the personal character of the manager or the nature of the undertaking does not give rise to any objections. For this purpose, the Reich Central Office for the Campaign against International Traffic in Women, which is attached to the Reich Criminal Police Office at Berlin, should be consulted.

The circular also states that one of the main emigration consultation services of the Reich and the Reich Central Office for the Campaign against the International Traffic in Women should be consulted when girls under age, unaccompanied by adult members of their family, have to travel with a view to taking up any form of employment abroad.



## Netherlands.—Colonies.

### CURAÇAO

*Offences against the Morals of Children.*—Ordinance of January 18th, 1937, amending and amplifying the provisions of the Penal Code of the Colony of Curaçao concerning offences against morals, for the better protection of minors (*Publicatieblad*, No. 89, 1937) (document C.Q.S./P.E./C.I.72, *Legislative and Administrative Series*, 65).

The ordinance prescribes terms of imprisonment of from three to six years for any person who persuades or incites a minor to commit immoral acts with him or with a third person, by promises of gifts of money or in kind, by deceit, or by abuse of authority resulting from relationship, guardianship, custody, official rank or professional position.

Further, the ordinance provides that any person who knowingly offers, gives or lends, hands over, or shows to a minor under the age of 18, any obscene writing, picture or object, or any contraceptive or means of procuring abortion, or any person who reads out the contents of an obscene writing in the presence of such a minor, shall be punished by imprisonment or detention in custody for a term not exceeding six months or a fine not exceeding 600 florins.

Any person who publicly exhibits, offers or displays any writing, picture or object likely to excite the sensuality of the young, or publicly reads out any writing likely to have the same effect, is liable to be punished by detention in custody for a term not exceeding two months or by a fine not exceeding 200 florins.

### SURINAM

*Offences against the Morals of Children.*—Ordinance of April 5th, 1938, amending and amplifying the provisions of the Penal Code of the Colony of Surinam concerning offences against morals, for the better protection of minors (*Official Journal (Gouvernementsblad)* of Surinam, No. 36, 1938) (document C.Q.S./P.E./C.I.56, *Legislative and Administrative Series*, 50).

The ordinance provides for terms of imprisonment ranging between three and six years for any person inducing

or inciting a minor to commit immoral acts with him or with a third person deceitfully or by promises of gifts of money or in kind, by abuse of authority resulting from relationship, guardianship or custody, or from official rank or professional position.

The ordinance also provides that any person who knowingly offers, gives or lends, hands over or shows to a minor under 16 years of age any obscene writing, picture or object, or any contraceptive or means of procuring abortion, and any person who, in the presence of such a minor, reads out the contents of an obscene writing, shall be punished by imprisonment for a term not exceeding six months, or a fine not exceeding 600 florins, or detention in custody for a term not exceeding three months.

Any person who publicly exhibits, offers for sale or displays any writing, picture or object likely to excite the sensuality of the young, or who publicly reads out the contents of any writing likely to produce the same effect, shall be punished by detention in custody for a term not exceeding two months or by a fine not exceeding 200 florins.

### 13. PLACING OF CHILDREN

#### France.

*Protection of Children placed out away from their Parents' Homes.*—Decree of June 17th, 1938 (*Journal officiel* of the French Republic, of June 29th, 1938) (document C.Q.S./P.E./C.I.63, *Legislative and Administrative Series*, 57).

The decree places under the protection of the public authority all children not protected by the Law of December 23rd, 1874, but below compulsory school age, when they are placed for payment, singly or with others, away from the home of their lineal ascendants, collateral guardians, or relatives to the fourth degree.

The prefect is responsible for the supervision of such placing-out.

The conditions to be complied with to obtain an authorisation to provide board and lodging for minors and the composition of the departmental supervisory bodies are specified in the decree.

Penalties are provided for any breach of the provisions of the decree (imprisonment of from one day to one month and a fine of from 25 to 2,000 francs, or one of these two penalties only).

### Germany.

#### *Protection of Children boarded out of their Families.—*

Circular of the Baden Department of Justice, dated August 2nd, 1938, No. 23031 (*BAVBl.*, page 921) (document C.Q.S./P.E./C.I.87, *Legislative and Administrative Series*, 80).

This circular instructs the Divisional Headquarters of the National Socialist People's Welfare Organisation to undertake the provision of foster-homes and their inspection, and to notify the results of this inspection to the Youth Office, which is competent to issue permits for keeping foster-children and to withdraw such permits. The supervision of foster-children who have not completed their second year remains in the hands of the Youth Office, and that of children of more than two years is placed in the hands of the Divisional Headquarters of the National Socialist People's Welfare Organisation. In the case of any complaint being made, the Youth Office must carry out an inspection of the foster-home, and see that all foster-children under school age are taken not less than once a year to the State Public Health Office or to a local consulting centre for examination.

## 14. PROTECTION OF SPECIAL CATEGORIES OF CHILDREN

### (a) NEGLECTED OR DELINQUENT CHILDREN

#### Argentine Republic.

*Institution of Juvenile Courts.—*Law No. 4664, of December 21st, 1937, instituting Juvenile Courts in the province of Buenos Aires (*Revista Parlamentaria*, No. 73, April 1938) (document C.Q.S./P.E./C.I.82, *Legislative and Administrative Series*, 75).

By this law, a juvenile court consisting of a single magistrate is set up in the chief town of each judicial area.

The courts are entrusted to stipendiary magistrates who must be qualified lawyers, married, at least 30 years of age and specialised in the subject. Their appointments and dismissals are effected in accordance with the constitutional requirements regarding other magistrates of the first instance.

Juvenile courts are competent in all cases where minors under 18 appear as perpetrators of, or accomplices in, an offence to order measures for their punishment and correction. They are further competent in cases where minors require protection owing to incapacity, serious neglect or bad conduct on the part of their parents, guardians or custodians, or where they have to be defended against third parties infringing the legal provisions on education or labour, or where orphans and other minors in moral danger require protection, or where misbehaviour by minors obliges their parents or guardians to have recourse to the judicial authorities for their correction.

Juvenile courts may order the provisional release on bail of a minor who is brought before them, or may entrust him to the care of an institution supervised by the General Child Welfare Administration, or leave him in the hands of his parents, guardians or custodians.

In regard to judgments, should there be a conditional sentence, the court may have the minor placed in an establishment under the authority of the General Child Welfare Administration. When a minor has been sentenced to imprisonment, he must serve his sentence in a special establishment under the Administration. In cases of acquittal, the court may exercise control over the minor for an indefinite period, and in certain cases up to the age of 21. The court may likewise sentence parents, guardians or custodians found guilty of ill-treating or of seriously or continually neglecting the minors in their charge in such a way as to constitute an offence.

The law determines the possibility of appeal, together with the procedure to be followed in all matters connected with juvenile courts.

#### United Kingdom.

*Children in Moral Danger.*—Children and Young Persons Act, 1938 (1 & 2 Geo. VI, cap. 40) (document

C.Q.S./P.E./C.I.76, *Legislative and Administrative Series*, 69).

The object of this law is to supplement, on certain points of detail, the Children and Young Persons Act, 1933.

It enlarges the powers of juvenile courts in respect of the various groups of young persons of either sex brought before them; it amends certain clauses of the Education Act, 1921, concerning children's non-compliance with school attendance orders, and makes certain changes in the constitution of juvenile courts in the metropolitan police court area.

## United Kingdom.—Colonies.

### STRAITS SETTLEMENTS

*Establishment of Places of Detention for Children and Young Persons.*—Ordinance No. 46 of 1937, *Straits Settlements Government Gazette*, December 31st, 1937, page 3871 (document C.Q.S./P.E./C.I.55, *Legislative and Administrative Series*, 49).

The Children and Young Persons (Places of Detention) Ordinance, 1937, provides that children under 14 and young persons under 16 years of age who are males, shall be committed to a place of detention instead of to prison in the following cases :

- (1) When they are arrested and not released on bail.
- (2) When they are remanded in custody.

In these two cases, an exception may be made if the officer in charge of the police station certifies, or the court decides, that such detention is impracticable, that the person arrested is of so unruly or depraved a character that he cannot be safely detained or that, owing to his state of health or mental or bodily condition, it is inadvisable to detain him.

- (3) When they are committed for trial by a Court.

An exception may be made in the case of a minor between the ages of 14 and 16 who is unruly or depraved.

In such a case, he must be remanded in custody or committed to prison.

The ordinance lays down that such place or places of detention as may be required will be provided or appointed by the Governor in Council. In selecting the place of detention, the court or police official will have regard to whether it is suitable for the purpose, and the Governor will be responsible for its inspection. The expenses incurred in respect of such places of detention, including the expenses of the maintenance of any child or young person detained therein, will be defrayed out of the general revenue.

The Governor in Council may make rules for carrying this ordinance into effect.

### France.

*Children in Moral Danger.*—Presidential Decree of May 6th, 1938, concerning refractory or depraved wards of the Public Assistance Authorities (*Journal officiel* of the French Republic, June 16th, 1938) (document C.Q.S./P.E./C.I.81, *Legislative and Administrative Series*, 74).

This decree deals with the right of the prefect, in his capacity of guardian, to bring before the competent court any public assistance ward who has given very serious grounds for complaint. In urgent cases, the prefect of the department where the school is situated in which the ward has previously been placed in virtue of Article 1 of the Law of June 28th, 1904, also has this right.

The court, having had the case referred to it under the conditions laid down by the decree, takes a decision concerning the placing of the ward, and, if necessary, entrusts him for a period not exceeding six months to a qualified organisation, or, failing such, to the penitentiary administration. After each period of six months, if his conduct has not improved, the court takes a decision as to his disposal in accordance with the same procedure and under the same conditions. The prefect, in his capacity of guardian, has the right, according to the results obtained, and on the proposal of the Inspector of Public Assistance, to have the ward withdrawn at any time, even before the expiry of the period fixed by the court.

The decree contains provisions relating to wards entrusted to qualified organisations and institutions, and to those handed over to the penitentiary administration.

### Germany.

*Execution of Sentences on Juvenile Prisoners.*—Executory Regulations of the Reich Ministry of Justice of March 2nd, 1938, 4412.III.S<sup>1</sup>, 271, in amendment of the Executory Regulations of January 22nd, 1937 (*Deutsche Justiz*, page 369) (document C.Q.S./P.E./C.I.52, *Legislative and Administrative Series*, 47).

Under §1, paragraph 2, of the Regulations, persons sentenced to imprisonment with hard labour (*Zuchthausstrafe*) shall not be subject to the special penitentiary regime of juvenile prisoners.

§3, paragraph 1, also lays down that sentences of imprisonment (*Gefängnisstrafe*) and police sentences of confinement (*Haftstrafe*) passed on minors who, on beginning to serve the sentence, have not completed their 21st year, shall be served in juvenile prisons if the convicted person has to remain not less than one month in confinement. The same applies to shorter sentences of imprisonment and police sentences of confinement additional to the sentences mentioned above.

*Protection of Children who are abandoned or in Moral Danger.*—General Decree of the Reich Ministry of Justice, dated August 13th, 1938 (4210-III.a<sup>4</sup>, *Deutsche Justiz*, 1938, No. 33, page 1295) (document C.Q.S./P.E./C.I.86, *Legislative and Administrative Series*, 79).

This decree gives the Youth Office and the authorities acting on its behalf the right to attend hearings in court, even if held *in camera*, in cases of criminal proceedings against minors or in cases in which minors are concerned as witnesses or injured parties, or in any other capacity. The purpose of this provision is to enable the Youth Office to obtain information as to the extent to which minors who are charged or subpoenaed as witnesses have been exposed to moral neglect and to enable the Office to take such measures as may be required.

## Guatemala.

*Juvenile Courts.*—Law of November 15th, 1937 (*Diario de Centro America*, Volume XXI, No. 20, November 18th, 1937) (document C.Q.S./P.E./C.I.46, *Legislative and Administrative Series*, 41).

By the terms of this law, minors under 15 years of age accused of any offences or misdemeanours (*faltas*) will come exclusively before special courts.

These juvenile courts are to be presided over by judges of first instance of the criminal branch, and are to include four other persons nominated by the Department of the Interior and Justice, over 25 years of age, resident in the town where the judges sit, of good reputation, and regarded as suitable for such duties. The law fixes the procedure to be followed, and authorises the court to decide on and enforce the following measures, according to the case :

In the case of minors between 10 and 15 years of age who are profoundly depraved or admittedly dangerous, confinement in a disciplinary reformatory for minors only; in other cases, admonition, internment in an educational establishment, placing in charge of their parents or in a family of recognised respectability, under official supervision, or placing in an instructional establishment.

Juvenile courts are also empowered to take such measures as may conduce to the removal of the causes which led to the commission of the acts in the various cases brought before them.

If absolutely necessary, the judicial authorities may order the detention of a minor under 15 years of age, but such detention may not be in common prisons, and in the absence of an appropriate establishment the minor is to be released on bail to the care of his own family or to trustworthy persons.

Conflicts of jurisdiction between juvenile and ordinary courts are to be resolved by the competent chamber of the court of appeal, or, where necessary, by the Supreme Court of Justice, in accordance with the provisions of the constitutive law of the judiciary.



## New Zealand.

*Corporal Punishment.*—Amendment to the Statutes (No. 58, of 1936) abolishing whipping inflicted by order of the Children's Courts (document C.Q.S./P.E./C.I.35, *Legislative and Administrative Series*, 32).

Under the terms of this amendment, the punishment of whipping shall not be inflicted on any child or young person by order of a children's court established under the Child Welfare Act of 1925, notwithstanding anything to the contrary in the Justices of the Peace Act of 1927 or in any other act.

## Sweden.

*Prison System in the case of Youthful Offenders.*—Royal Decree No. 135 of April 8th, 1938, governing the care and treatment of persons sentenced to detention in a prison for youthful offenders (*Svensk Författningssamling*, Nos. 115 and 116, of April 12th, 1938) (document C.Q.S./P.E./C.I.79, *Legislative and Administrative Series*, 72).

The decree is divided into three chapters.

The first deals with the physical, mental and moral care and treatment to be given by the establishment to its inmates; it enumerates the punishments which may be inflicted on them for breaches of the rules; and it provides for labour bonuses.

The second chapter deals with the care of inmates to be released on licence by the Youthful Offenders' Prison Board; the Board determines the conditions of release and arranges for the minor's supervision to prevent his relapse into evil ways.

The third chapter relates to the duties of the Youthful Offenders' Prison Board, which include visiting the prisons, examining proposals for release on licence submitted by the director of the establishment or by a member of the Board, and controlling the supervision of those released on licence.

(b) CHILDREN BORN OUT OF WEDLOCK

**Belgium.**

*Guardianship of Natural Children.*—Law of March 7th, 1938 (*Moniteur belge*, No. 71, of March 12th, 1938, pages 1408-1409) (document C.Q.S./P.E./C.I.43, *Legislative and Administrative Series*, 38).

This law inserts various new provisions in the Belgian Civil Code concerning the registration of the birth of a natural child (Article 57 *bis*), the guardianship of natural children (Article 396 *bis*) and the choice of a guardian (Article 401 *bis*). Furthermore, Article 405 of the Civil Code is supplemented by provisions specifying additional cases in which a family council convoked by a Justice of the Peace is to appoint a guardian; the duties conferred on the guardian thus appointed will come to an end if the child is acknowledged voluntarily, subsequent to his appointment.

(c) PHYSICALLY OR MORALLY HANDICAPPED  
CHILDREN

**Germany.**

*Compulsory School Attendance.*—Law of July 6th, 1938 (*Reichsgesetzblatt I*, page 799 (document C.Q.S./P.E./C.I.88, *Legislative and Administrative Series*, 81).

Children who are under a mental or physical handicap are required to attend the special schools appropriate to their case, which will be designated by the school inspection authorities. The conditions relating to age and the duration of school attendance (compulsory school attendance normally begins at the age of 6 and lasts 8 years) will vary in such cases. Furthermore, the law lays down that if, in order to secure the school attendance of such children, it is necessary to place them in suitable institutions or homes, or in suitable families, such a course may be ordered by the school inspection authorities jointly with the competent welfare authorities. The latter will be

responsible for carrying out such measures in conformity with the provisions concerning compulsory assistance.

Children incapable of receiving education may be exempted from compulsory school attendance.

### Sweden.

*Government Contributions to the Operating Expenses of Establishments for Children suffering from Psychopathic and Nervous Disturbances.* Royal Decree of June 4th, 1937 (*Saml. av. förf., etc., Ang. Medicinalväs, 1937, A. No. 70*) (document C.Q.S./P.E./C.I.68, *Legislative and Administrative Series, 62*).

This decree lays down the conditions governing the grant of Government contributions to the operating expenses of establishments maintained by child welfare societies, or by associations or foundations for psychopathic or neuropathic children.

The grant, which is payable quarterly and is to amount to 2 crowns per day per inmate, will be made only to establishments which after inspection by the Medical Administration have been approved for the above purposes, and if the establishment in question is found to answer to a genuine need.

### (d) MINORS EVACUATED TO FOREIGN COUNTRIES

#### Spain.

*Guardianship of Minors evacuated to Foreign Countries.*— Decree of September 7th, 1938 (*Gaceta de la República, No. 251, September 8th, 1938, page 1126*) (document C.Q.S./P.E./C.I.77, *Legislative and Administrative Series, 70*).

This decree declares that Spanish minors who have been evacuated to foreign countries, and whose parents or guardians are within the national territory, or in respect of whom no legal representative was appointed prior to their departure from Spain, are under legal guardianship. Such guardianship is assumed by the Spanish State, which exercises it with application in each case of the relevant civil status of minors; it is organised by the Ministry of Justice and exercised through the inter-

mediary of the Spanish consuls acting in their capacity of children's magistrates. Relations with the authorities of the country concerned will be maintained through the diplomatic and consular representatives. In regard to the education and assistance of the said minors, the Ministries of Education and of Labour and Social Assistance will continue to discharge such duties as come within their competence.

## 15. SOCIAL SERVICE

### (a) CENTRALISATION

#### Japan.

*Establishment of a Ministry of Social Welfare.*—Imperial Ordinance No. 7, of January 10th, 1938 (document C.Q.S./P.E./C.I.48, *Legislative and Administrative Series*, 43).

This ordinance makes the Minister of Social Welfare responsible for questions concerning public health, social institutions and labour. It determines the composition of the Ministry of Social Welfare and the functions of each of its five offices (offices of public health, hygiene, prophylaxis, social office and labour office). The ordinance defines the duties of the personnel of the various services. It announces the abolition of the social office attached to the Ministry of the Interior.

### (b) SOCIAL INSTITUTIONS

#### Japan.

*Social Institutions.*—Law No. 59, of March 31st, 1938 (document C.Q.S./P.E./C.I.50, *Legislative and Administrative Series*, 45).

This law begins by defining the categories of institutions to which it applies. It then deals with the rights and prerogatives of the competent minister and the prefects with respect to the activity, administration and supervision of social institutions, the conditions attached to any collection of subscriptions on behalf of such institutions, the exemptions granted in certain cases from taxes and prefectorial or municipal levies, the allocation of Government subsidies and cases in which such subsidies may be suspended or required to be repaid.

The law fixes the penalties applicable to breaches of its provisions. It mentions a Central Commission for Social Institutions and provides that the statute of this commission shall be issued by imperial ordinance.

### (c) SOCIAL SERVICE WORKERS

#### Germany.

*Status of Communal Social Workers.*—Circular of the Reich Minister of the Interior and the Reich Minister of Finance, dated May 20th, 1938 (*RMBLi.V.* page 905) (document C.Q.S./P.E./C.I.89, *Legislative and Administrative Series*, 82).

This circular contains instructions concerning the status of communal social workers (of either sex) employed in the health and social assistance services and in the youth welfare organisation. It specifies the cases in which they shall have the status of officials, and those in which they may only be given the status of employees. The inspection authorities are requested to ensure that the instructions contained in the circular are complied with whenever new posts are created. The status of persons already in the service when the circular was issued is not affected.

#### France.

*Institution of State Diplomas (Ordinary and Higher) for Hospital Nurses and Social Welfare Workers (Male and Female).*—Decree of February 18th, 1938 (*Journal officiel* of the French Republic, February 19th, 1938) (document C.Q.S./P.E./C.I.67, *Legislative and Administrative Series*, 61).

Part I of the decree institutes a diploma for hospital nurses (male and female) and a diploma for State social welfare workers (male and female). The period of training is two years for the former and three years for the latter. Certain exemptions from training are granted to holders of the nurses' diploma who wish to obtain the social welfare workers' diploma, and *vice-versa*. The decree lays down the conditions for permission to enter for the training, the way in which teachers are to be appointed, and the relation between the training curricula of the two

branches. It makes the Minister of Public Health responsible for fixing the conditions under which schools are approved for the purposes of training, and for the curriculum, the organisation of probationary employment, the organisation of the examinations and the award and continuation of bursaries. The decree also states what rights are conferred by the diplomas.

Part II of the decree institutes a higher diploma for hospital nurses and State social welfare workers (male and female), which can be awarded after a year of additional training to persons who have held a State diploma for more than five years, who submit evidence of service of at least three years and who are not less than 30 years of age and have obtained a favourable advisory opinion from the authorities to which they are or have been subordinate. The Minister of Public Health determines the composition of the Examining Board which awards the diploma and he appoints its members. He awards bursaries to candidates who have been allowed to take the entrance examination for higher social service schools. The number of places at such schools is restricted to the number of bursaries available.

The higher diploma is a prior qualification for the post of director, inspector or any other similar senior post in any public establishment or any private establishment wholly or partly supported by private funds collected with the assistance or permission of public bodies.

The decree allows the French Red Cross to retain the right to issue certificates or licences for Red Cross nurses, such certificates or licences remaining distinct from the official diplomas and conferring only limited rights.

The end of the decree contains a number of transitional provisions.

## Japan.

*Organisation of a System of Local Welfare Officers.*— Imperial Ordinance No. 398, of November 13th, 1936 (document C.Q.S./P.E./C.I.49, *Legislative and Administrative Series*, 44).

This ordinance establishes a system of voluntary local welfare officers responsible for the distribution of relief to

necessitous persons and for affording them moral guidance in a spirit of solidarity. These officers are appointed for a period of four years, on the recommendation of the Commission for the Appointment of Local Welfare Officers, by each prefecture, which also assigns to them their respective areas.

The ordinance defines the functions of local officers and the method of co-ordinating their activities. It provides for the setting-up by each prefecture of a council on the work of local welfare officers, to advise the prefect and act as a centre for liaison and supervision in respect of enquiries and discussions on this subject; its organisation is to be determined by the Minister of the Interior.

The ordinance lays down that all expenses in connection with the system shall be borne by the prefecture.

#### (d) PERSONS IN THE CARE OF SOCIAL WELFARE SERVICES

##### **Germany.**

*Payment for the Labour in Agricultural Undertakings of Persons in the Care of Social Welfare Services.*—Circular of the Reich and Prussian Minister of Justice, dated March 23rd, 1938—VW 2459/17.12.37.II (*Reichsministerialblatt*, page 535) (document C.Q.S./P.E./C.I.51, *Legislative and Administrative Series*, 46).

The circular requests the authorities responsible for the instructional training of persons in the care of Social Welfare Services to arrange in all suitable cases for the payment of wages, as fixed by the Labour Trustee, to such persons placed in agricultural undertakings.

Furthermore, the circular prohibits the placing of such persons with employers who are unwilling to pay the customary wage, or who use them for the purpose of lowering wages or as stopgaps. It does not permit exceptions to this rule unless the working capacity of the person concerned is reduced.

## 16. TESTAMENTARY CAPACITY

### Germany.

*Testamentary Capacity of Minors.*—Law on the making of Testaments and Testamentary Contracts of July 31st, 1938 (*Reichsgesetzblatt*, 1938, I, page 973) (document C.Q.S./P.E./C.I.85, *Legislative and Administrative Series*, 78).

This law includes certain provisions specifying the conditions under which a minor over 16 years of age may be allowed to make a will; he may do so without the assent of his legal representative, but can make only a "public" testament which must comply with certain conditions as to its form. A minor may not witness the making of a will.

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Geneva, July 1st, 1939.

LEAGUE OF NATIONS

ADVISORY COMMITTEE  
ON SOCIAL QUESTIONS

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**ENQUIRY INTO MEASURES  
OF REHABILITATION  
OF PROSTITUTES**

(Part III and Part IV)

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**METHODS OF REHABILITATION OF ADULT  
PROSTITUTES**

**CONCLUSIONS AND RECOMMENDATIONS**

Series of League of Nations Publications

**IV. SOCIAL  
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## NOTE

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Since 1934, the League of Nations Committee on Traffic in Women and Children and its successor the Advisory Committee on Social Questions have conducted an enquiry into the rehabilitation of prostitutes. The results of this enquiry are now being published in four parts. "Prostitutes: Their Early Lives" (Part I) and "Social Services and Venereal Disease" (Part II) have already appeared. This volume, on "Methods of Rehabilitation of Adult Prostitutes" (Part III), completes the study and also contains the "Conclusions and Recommendations" (Part IV), which, in the opinion of the Advisory Committee on Social Questions, emerge from the whole enquiry.

It has been decided to complete the study with a report on the prevention of prostitution. Mr. S. Cohen, General Secretary of the Jewish Association for the Protection of Girls, Women and Children, has acted as Rapporteur throughout the enquiry.

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## PART III

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### INTRODUCTION

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The information contained in this report was assembled through two questionnaires<sup>1</sup> sent out to Governments and voluntary organisations<sup>2</sup> by the League of Nations Committee on Traffic in Women and Children. Their principal aim was to discover what social services existed for the rehabilitation of adult prostitutes, how they were financed and organised, the methods used, the difficulties encountered and the results attained.

Rehabilitation, in this context, is generally taken to mean the process of helping prostitutes to abandon prostitution and to re-enter the normal working life of the community. As the following pages will show, however, the second part of this definition would not be universally accepted, for it is the avowed aim of some of the religious homes that the women they assist should never return to the life of the world.

Until recently, the question of rehabilitating prostitutes and the problems which it raises had received little attention. Indeed, for a considerable time, the rehabilitation work of the Roman Catholic church stood practically alone. The situation was altered by the rapidly growing interest in social questions which led to the creation of so many

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<sup>1</sup> For the text of the questionnaires, see Annex I.

<sup>2</sup> For the names of Governments and voluntary organisations, see Annex II.

humanitarian and charitable organisations in the second half of the nineteenth century, but, even then, the many societies concerned in one way or another with assisting prostitutes were more anxious to abolish regulated prostitution<sup>1</sup> or to protect girls and young women from *souteneurs* and traffickers than to reform the professional prostitute. To-day, though social services for adult prostitutes exist, they are greatly outnumbered by those for minors; indeed, many countries with an admirable State system of assistance and protection for girls who are on the streets or in moral danger, have no organisation for adult prostitutes at all.

It is not difficult to see the reasons for this. First, there is the individualist doctrine: the belief that sane adults are the proper guardians of their own happiness and must be allowed to live the life they choose so long as they do not interfere with others. The State assumes obligations towards minors; they can be removed from their homes, placed under guardianship or in institutions. But, over adult women who are neither criminal nor insane, it has, in most countries<sup>2</sup> no such authority. Reluctance to interfere is made all the stronger by the fact that most professional prostitutes do not seem to wish to change their lives, or at any rate are not prepared to make any effort to do so. Experience has shown that assistance offered is often refused and that even the women who accept shelter in a home for a short time often return to their old life when they leave.

Another reason why this problem has received little attention is that the most recent developments in social service have been towards preventive rather than curative action. Often the replies to the questionnaire stated that,

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<sup>1</sup> For the legal position regarding regulated prostitution (registration of prostitutes and licensed brothels), see Annex III.

<sup>2</sup> In many parts of the United States, prostitution is a legal offence and prostitutes can therefore be sentenced to internment in an institution as law-breakers. Under the Scandinavian vagrancy laws, directed partly, at any rate, against prostitutes, they can be sentenced to internment in a labour home.

although the services they described assisted women who asked for help, their principal work was preventive. This was particularly noticeable in the countries where social services have not been long in existence. They often have to operate very economically and it is considered that better results are obtained by concentrating on prevention rather than on reform and rehabilitation. Again since poverty, overcrowding and low wages are clearly contributory causes of prostitution, many investigators have felt that measures of general social reform to raise the standard of living and increase security, are likely to be more effective than any special measures of assistance.

These arguments carry weight; nevertheless there are grounds for believing that some kind of social service for the rehabilitation of prostitutes is necessary. Although it may be true that the majority of prostitutes do not make use of the available facilities for help, this must be due, at least in part, to the great influence which *souteneurs* and their associates are able to exercise over them, to their distrust of the possibility of disinterested help and to the apathy which their physical condition and their way of life seems to engender. There is evidence to show that if the effect of these factors can be lessened, many more prostitutes wish for help. And it is undeniable that a certain number do everywhere apply for assistance of their own accord.

It is unlikely, too, that measures of social reform alone will render rehabilitation unnecessary. They have undoubtedly affected prostitution; insurance against unemployment and illness makes it easier to tide over difficult periods, payments to the mothers of illegitimate children and the existence of homes for mothers and children render it less likely that women will be obliged to prostitute themselves to keep their children, and so on. But, great though the social improvements have been, they have not abolished poverty and bad labour conditions; in addition, investi-

gations have made it plain that the causes of prostitution among women lie to a considerable extent in character and temperament and not in external conditions. These two factors work together, for it is the women whose mentality makes it difficult for them to succeed in a normal working life—the lazy, the mentally abnormal, the erratic and unstable—who are likely to benefit least by social improvements, since they are reduced to doing the most unpopular work under the worst conditions.

Finally, advances in the study of criminal psychology and the treatment of delinquents have made the problem of rehabilitation far more interesting and important than in the past. For now it appears probable that, at least in the Western countries, the mentality which pre-disposes women to drift into prostitution is not peculiar to them but is closely allied to the mentality which predisposes towards crime and all anti-social action. Moreover, investigations have shown that a large proportion of professional prostitutes are mentally abnormal or deficient. Rehabilitation no longer appears, therefore, as a small problem affecting only a fraction of the population but, on the contrary, as part of a wide problem affecting society in general.

The answers to the questionnaires make it clear that the extent and nature of the social services for rehabilitation vary greatly from country to country; these variations are due, in part, to differences in the problem with which the social workers are faced. For example, since prostitution is above all an urban phenomenon, in agricultural districts with no large towns the number of prostitutes is too small to justify the creation of special services.

Again, as a recent League publication<sup>1</sup> has observed, in vast territories in the East, prostitution "is the consequence of social habits rather than of individual failings and for

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<sup>1</sup> "The Work of the Bandoeng Conference" (document C.516.M.357.1937.IV).

whole groups of women it is the inevitable outcome of circumstance". Social reformers in those countries therefore direct their efforts more towards abolishing the customs which destine girls to prostitution irrespective of their own wishes than towards rehabilitating prostitutes.

In many countries in Europe and America, and especially those without regulated prostitution, the problem of rehabilitation has greatly altered in the past twenty years. The percentage of professionals among prostitutes has become lower, but the rehabilitation of these professional prostitutes has become more difficult. For, as the laws against procurers and *souteneurs* have increased in severity and as the social services have improved, fewer women have been forced to prostitute themselves by others or by the pressure of poverty. As a result, in countries with well-developed social services, most professional prostitutes are women who had a particularly strong predisposition for this life or who could not earn a living in other ways because of mental deficiency or abnormality. It is obviously far more difficult for women of this kind to renounce prostitution finally than for the innocent victim of the traffickers. Most of them are weakened physically by disease or excessive drinking and bound closely by habit, fear and affection to the milieu in which they have lived. Generally, they can only recover their health and independence by a long stay in an institution.

This decline in the number of women entirely engaged in prostitution appears to have been accompanied by an increase in the number of girls and young women living promiscuously, some of whom drift into casual prostitution for a time when they are unemployed or in need of money for other reasons. These women, one reply remarks, do not resemble the professional and cannot easily be distinguished from the average woman in the street. They may require help in the form of medical treatment, public relief, free accommodation, offers of work or the obtaining of an

affiliation order but they probably do not need or wish for training in an institution. Nor will they be willing to accept help which is known to be especially for prostitutes. In countries where this development has taken place, social workers engaged in rehabilitation have therefore two separate problems to deal with.

#### ARRANGEMENT OF THE REPORT

The material collected by the two questionnaires has been arranged as follows. The first two chapters of the report describe the steps taken to make the services for rehabilitation known to prostitutes and any classification which may have been made (according to health, education, possibilities of reform, etc.) of those who apply for help. The third and fourth chapters deal with the services for rehabilitation themselves—viz., institutions and the methods of training and re-education they employ—and forms of assistance other than institutional treatment—such as, for example, the provision of hostels and the finding of work. The next three chapters give an account of the general principles of rehabilitation, the difficulties encountered and opinions on the possibility of rehabilitation. They are followed by the concluding remarks.

It was intended that the report should deal only with the rehabilitation of adult prostitutes, since many of the services for minors have already been described in other publications.<sup>1</sup> There are, however, practically no institutions or organisations which only assist adults; the great majority of those which accept adults also accept minors. The accounts therefore inevitably cover some services for minors.

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<sup>1</sup> "Institutions for Erring and Delinquent Minors" (document C.I.M.I.1934.IV); "Auxiliary Services of Juvenile Courts" (document C.P.B.238(I)); "Child Welfare Councils" (document C.8.M.7.1937.IV).



One form of assistance to adult prostitutes which many social workers expect to see still further developed in the future is in combination with the treatment for venereal disease. In many countries, prostitutes now can and do receive help from the social service nurses in hospitals and clinics. Sometimes social workers who are attached exclusively to venereal disease clinics have received a specialised training or, through long experience, have developed their own method of helping prostitutes who apply for treatment. In the Union of Soviet Socialist Republics, there are even special institutions giving medical treatment for venereal disease together with education and training. These various ways of combining medical and social treatment were the subject of an earlier publication—"Social Services and Venereal Disease"<sup>1</sup>—and are therefore not described here. Nevertheless, they are of great importance for the subject of this report and, to obtain a picture of the total assistance given, the two reports should be studied side by side.

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<sup>1</sup> Document C.6.M.5.1938.IV.

## HOW FACILITIES FOR ASSISTANCE ARE MADE KNOWN

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Rehabilitation cannot be imposed. Even if it were possible to compel adult prostitutes to enter institutions or undergo periods of training, this result would not be attained, since success depends on the person's own desire to alter her way of life. Nevertheless, it is clearly an important condition of success that all prostitutes should know of the welfare services available and that the proper agencies should be told of women in need of help.

### (i) BY THE AUTHORITIES

The replies to the questionnaire show that part of this work of publicity—sometimes the main part—is carried on by the authorities. In many countries, the police and the police welfare workers direct prostitutes who ask for assistance to suitable agencies and institutions; Courts and their probation officers also give information. A few replies mention that facilities for rehabilitation are made known through poor relief officials, visiting teachers, employment agencies, youth and public welfare offices or the health commissions which supervise prostitution. The rôle of the authorities in this matter, however, is generally a passive one. Information is offered to those who ask for it, but generally no attempt is made to convert any who refuse assistance. Much of the value of this official action lies in its wide range. The addresses of charitable organisations may not be common knowledge but everyone knows where

the police station and the employment exchange are and police and police welfare workers are known to prostitutes whom other organisations may never reach.

(ii) BY VOLUNTARY ORGANISATIONS

Like the authorities, voluntary societies also have offices where prostitutes can apply for help. But, at the same time, they often carry on a more active work of propaganda. For example, replies from Austria, Belgium, Bengal, Germany, Italy and Poland mention that welfare societies post bills, giving their addresses and explaining their work, in railway stations, on church doors or in prisons or work-houses. Some societies insert notices in the Press; others distribute leaflets or give public lectures in hospitals and prisons.

It is quite common for voluntary workers to visit regularly the places where prostitutes are likely to be found: police stations and courts, venereal disease clinics, maternity homes, prisons and so on. For example, a social assistant interviews the prostitutes brought to the Police Prefecture in Paris; in Danzig, representatives of voluntary agencies attend the criminal police office daily. The Association for Moral and Social Hygiene states that, in India, the only way to get into touch with prostitutes is to visit them in their houses; this is done through women workers in each area. Besides making the work of their societies known, some of these workers try directly to persuade prostitutes to change their way of life. In Norway, for instance, street missionaries and other social workers attempt to intercept beginners seen on the streets. The Irish reply states :

“ In Dublin, girls who have adopted a life of prostitution are sought out energetically by the Legionaries of the Legion of Mary who visit, at least weekly, the lodging houses where such women reside, the hospitals to which they go for treatment, the prisons, etc.

The Legionaries also picket the streets between 8 o'clock and 11 o'clock each night. The girls are invited to enter Santa Maria Hostel. They have therefore no difficulty in finding someone who will help them should they wish to give up their way of life."

Several countries report that cases are brought to notice through the Midnight Missions.

In countries with regulated prostitution, voluntary societies sometimes arrange with the police authorities to have a representative present when prostitutes apply for registration. This is done by the Hungarian National Committee for the Suppression of Traffic in Women and Children. Its representative interviews all the women and offers them work and shelter. In Uruguay, prostitutes are only registered eight days after their application; it is stated that the police officials ask the women during this time to call at the office of the Uruguayan League for the Suppression of Traffic in Women and Children.

### (iii) BY HOSPITALS AND CLINICS

In this work of publicity, an increasingly large part is being played by hospitals and clinics. Many of these now have welfare workers whose business it is to provide patients with the social assistance they require. These workers keep in touch with voluntary and official agencies and are able to direct their patients to them.

The reply from Poland states that notice is sometimes given by the prostitute's parents or guardians; in some Indian provinces, members of the public are said to notify cases to the police.

Do these measures of publicity attain their end? On the whole, the authorities are satisfied that they do. It is true that, in Eastern India, the majority of women concerned are said to be ignorant of the facilities for assistance, and that, in Uruguay, prostitutes are said to know of

medical but not of social assistance,<sup>1</sup> but the rest of the evidence shows that these are exceptions. Thus, for example, the French answer states "Generally speaking, prostitutes wishing to give up their mode of life, know where to apply". The Czecho-slovak reply observes that "any prostitutes who want to give up their mode of life usually know where to apply for help. Any police officer in the street will supply the necessary information", and other replies make the same remark. Voluntary agencies in the Netherlands state that the agencies working in this field are generally known and any woman or girl can easily get in touch with them.

Since this is the general opinion, it would be interesting to discover how often prostitutes themselves apply for help. Both in Austria and Yugoslavia, prostitutes are said to consult the police freely for assistance and advice. The United Kingdom, Polish and Swedish answers state that applications for help sometimes come from the women themselves. One welfare organisation in Germany writes that, in many cases, prostitutes report at the refuges of charitable organisations; another states that in towns where the work is well established, the facilities for refuge are so well known that prostitutes "can find their way to us themselves, and that does actually happen".

As this last quotation suggests, however, it is probably only the minority who take the initiative themselves. In Belgium, although notices are posted in prisons and work-houses, prostitutes rarely apply to associations of their own accord; a reply from a voluntary association in Denmark also states that it is extremely rare for any prostitutes to enquire about admission to a home for a long stay. In Uruguay, as stated above, prostitutes about to be registered are asked to call at the offices of a welfare agency. It is

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<sup>1</sup> From the reply sent by the Uruguayan branch of the International Bureau for the Suppression of Traffic in Women and Children.

said that they rarely do. This may be because at the time when they apply to be registered they have almost certainly been prostitutes for some time. The Malayan reply states that adult women cannot under the law be committed to a Po Leung Kuk home. "They are welcome if they apply voluntarily for admission, but the number so applying is negligible." In Canada also, the number of women who seek out the social services themselves "is and always will be extremely small. The service must seek out the woman and attempt to arouse within her the wish for another type of life, with a promise of assistance, equipment, care and, finally, placement. If a woman really desired to change her mode of life, she would know where to apply". The Czechoslovak reply states that prostitutes rarely ask for help. Some do, however, at the end of the autumn, because they wish to find shelter. The number of applications falls in the spring.

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## CLASSIFICATION OF CASES

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The answers to the questionnaires show that nearly everywhere there is an elementary classification of the women to be assisted. Pregnant women are sent to separate homes, the diseased and the mentally deficient receive special treatment and often adults and minors are treated in different institutions or under different regulations. But beyond these almost inevitable distinctions (and sometimes also a separation according to religion), little is done in most countries to sort out the different classes and types of women until they actually enter an institution.

Replies from a few countries show that there are exceptions to this rule. In the United Kingdom, for instance, there is said to be more classification than formerly; when necessary, women can be referred to specialised agencies. Probation departments in large cities in the United States investigate the history, social surroundings and sometimes the psychology of convicted women in order to discover the best treatment. Two other answers also make interesting comments. The Copenhagen Chief of Police suggests that an enquiry should be made to discover if it is necessary to place prostitutes who suffer from certain defects under observation in order to decide what kind of rehabilitation measures should be applied in the interest of the person concerned or of the community. A voluntary association in Poland is so convinced of the importance of preliminary classification that it has planned to set up stations where prostitutes would be kept long enough to give them a rest and to have them observed by specialised lady doctors and pedagogic experts. From there, the

women would be passed on to special establishments (for the abnormal, the sick, the pregnant, etc.), to voluntary workhouses to receive moral and vocational training, and, finally, to collective or individual workshops where they would be helped by social guardians acting in co-operation with the directors of the workhouses.

Whatever the advantages of this preliminary sorting, it is still comparatively rare. Probably, in most countries, there are not enough institutions which accept prostitutes for them to be able to specialise still further nor enough prostitutes who apply to make classification necessary. The greater part of the classification which exists at present takes place within the institutions themselves. They offer every variation; on the one hand, the prophylactoria in the Union of Soviet Socialist Republics and the Polish homes of labour where the conditions of life are the same for all the inmates; on the other, institutions possessing their own psychiatrist who examines the women and decides the course of training they should follow.

The institutions which make no distinction at all between their inmates seem to be in the minority. Besides those mentioned above, associations in India and Switzerland state that no classification is made or that the classification of prostitutes is extremely difficult. It is more usual, however, to find that the women are divided according to their behaviour, possibilities of rehabilitation or standards of education, and sometimes, too, according to their state of health or capacity for work. In the opinion of those in charge of the Salvation Army, it is also "useful to classify according to the social standing of the women".<sup>1</sup>

Many Catholic homes have quite an elaborate system of classification according to merit. A home in Belgium has

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<sup>1</sup> International Social Council Addresses (Part II), "The Women's Social Work", by Mrs. Booth (The Salvation Army, 1912).



an observation section where the women are examined and the causes which led them into prostitution are studied. The social, medical, pedagogical and psychological aspects of the problem all receive attention, in order that the proper scientific and educational treatment can be given. Moreover, all the women are kept under observation during their stay and even after they have left. The home is divided into four departments and when she leaves the observation section, the woman is sent to one of these. They are the departments for (1) the deeply depraved, (2) those capable of reform, (3) the reformed and (4) the department of semi-freedom. Obstinate depraved cases are sent to other institutions. In an institute in Czecho-Slovakia, each woman, on entry, undergoes a medical and psychiatric examination. Each is classified, educated and trained according to the specification of the psychiatrist.

To sum up, there seems to be a growing opinion that prostitutes who apply for assistance should be classified and that this classification should be founded on the observations of a trained psychiatrist. This practice would probably prove of even greater value as a means of preventing prostitution.

A compulsory psychiatric examination might, of course, bring with it its own dangers. A report presented to the Advisory Committee on Social Questions by Mme. Avril de Sainte-Croix pointed out that errors are often made when girls in a state of nervous exhaustion are subjected to scientific tests. It is essential that they should have time to rest and to recover some strength.

“ It would . . . be extremely dangerous to attempt, at the time of their arrest or arrival at the home, to place these women and girls into strictly defined categories—normal, defective, abnormal, etc., after a rapid examination, without taking into account the life they had led during the months, weeks or days preceding, . . . the influences they had undergone and the accidental and temporary nature of the resulting loss of balance.”

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## INSTITUTIONAL TRAINING

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### (i) SOME TYPES OF INSTITUTIONS

It is now intended to describe some rehabilitation institutions, and the methods they employ. They are either institutions managed by societies with branches in several countries—" Good Shepherd ", Salvation Army, " Houses of Bethany "—or institutions which have some particular interest, such as the " Conde de Agrolongo " Institute and the " Abri Dauphinois " at Grenoble. The prophylactoria in the Union of Soviet Socialist Republics, which should find a place in this section, have already been described in the booklet on " Social Services and Venereal Disease ".<sup>1</sup> No attempt is made to give a complete picture of the rehabilitation institutions existing in the different countries which have contributed to this report.

The description of individual institutions will be followed by an account of the general characteristics of institutional training as shown by the answers to the questionnaire.

#### (a) CATHOLIC INSTITUTIONS <sup>2</sup>

##### *The " Good Shepherd " Institute.*

A characteristic type of Roman Catholic rehabilitation institution is to be found in the " Good Shepherd " Insti-

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<sup>1</sup> Document C.6.M.5.1938.IV.

<sup>2</sup> The description of the work of Catholic organisations in the field of rehabilitation, contained in this chapter, is chiefly based on a report submitted to the Traffic in Women and Children Committee by the International Union of Catholic Women's Leagues in 1935. This report, established in collaboration with

tute, with its two branches, the Institut de Notre Dame de Charité du Bon Pasteur d'Angers, and the Institut de Notre Dame de Charité du Refuge. This institution, of French origin, dating back to the middle of the seventeenth century, now has ramifications in all quarters of the globe, and its various houses have taken advantage, in so far as their funds allowed, of the most recent technical improvements, as regards both internal equipment and methods of work.

The " Good Shepherd " Institute of Angers now possesses upwards of 300 houses, grouped into 34 Provinces : 133 houses in Europe; 71 in South America; 66 in North America; 15 in Asia; 10 in Africa; 9 in Oceania, 6 in Central America; 3 in the Malay Archipelago.

Between 1829 and 1925, the Institutes admitted 565,000 women and girls in need of rehabilitation, 2,401,985 prisoners and 249,500 children or girls requiring protection.

Between July 1829 and July 1929, the " mother house " at Angers opened its doors to 6,671 girls or women in need of rehabilitation, 800 prisoners and 2,996 girls requiring protection.

Notre Dame de la Charité du Refuge has 7 houses in France and 27 distributed among the following countries : Italy, Ireland, England, Spain, Austria, America. These two branches together group about 15,000 nuns who have dedicated their lives to the safeguarding and rehabilitation of women and girls.

In every " Good Shepherd " house, a distinction must be made between two quite separate classes :<sup>1</sup> the " petite

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the International Catholic Association for the Protection of Young Girls, is a summary of documentation received from those various religious congregations and organisations which concern themselves specially with the re-education and rehabilitation of minors and adult women. The information has been regrouped and, in some cases, amended by material received from other sources by the League Secretariat.

<sup>1</sup> The nuns of the " Good Shepherd " refer to the class of persons requiring rehabilitation as the " *grande classe* ".

classe", consisting of those requiring to be safeguarded; the "grande classe", consisting of girls in need of rehabilitation.

A large number of the persons received by the "Good Shepherd" are minors; but although in many houses the age-limit is fixed in principle at 21 years, the limit is extended as a rule to 22, 25, 30 or even 40 years. In fact, any adult who applies voluntarily for admission to the "grande classe" has to be received. Their educational object is in every case the re-adaptation to social life of the persons who are entrusted to them or who may present themselves of their own accord. Persons who have attained their majority are offered situations suited to their attainments and presenting the necessary moral guarantees; but the persons admitted can remain in the house as long as they wish.

In addition to the "Good Shepherd" establishments, there are the re-educational institutions in Belgium; in particular, the Institut Sainte Madeleine, at Auderghem, Brussels, and the Institut de Ste. Marguerite de Cortone, at Antwerp.

In other countries, the orders in question are, in Poland, the Congregation of Our Lady of Mercy; in Spain, the Congregación de las Religiosas Adoradoras and the Hermanas Trinitarias, who are also found in the Argentine and in Venezuela; in Italy, the Congregation of Sisters of Charity, the Nuns of Sainte Marie-Madeleine, etc.

Mention should also be made of the recent foundation of the Opera del Magnificat, at Turin, which receives, irrespective of age, on discharge from hospital, women who have been suffering from venereal disease. This institution also opens its doors to the former inmates of licensed brothels.

It is impossible to enumerate all the Orders which come under this heading. In France, more than ten

different Congregations have replied to the enquiry :

Tiers ordre régulier de Saint-Dominique;  
Religieuses franciscaines, franciscaines servantes de Marie;  
Sœurs de la Charité, Nevers;  
Religieuses de la Sainte Famille;  
Instituts du Bon Pasteur, Nantes and Orleans (as distinct from  
the Instituts du Bon Pasteur of Angers and of Notre-Dame de la  
Charité du Refuge);  
Sœurs de Marie-Joseph (" prison sisters ");  
Religieuses de Notre-Dame de la Miséricorde, etc.

This last-named institution, due to the initiative of a humble laundress, Thérèse Rondeau, was founded in 1818 at Laval; it is open to any girl who wishes to resume her social place in the world by founding a respectable home. It is neither a reformatory nor a " Good Shepherd " house proper; girls come to it of their own free will, and it is not a closed community. Thus Catholics have constantly concerned themselves with women and girls who are particularly exposed or who have already taken to immoral ways, not only by directing them to orders specially engaged in work of rehabilitation, but by promoting a multitude of private institutions.

The Refuge Sainte-Anne, at Châtillon-sous-Bagneux (near Paris), is a typical example. It was founded in 1854 by Mlle. Chupin, a former inspectress of the Saint Lazare prison, who, after seeing much misery, realised that many young girls succumb simply because no help is given them at the critical moment. The institution to which Mlle. Chupin devoted herself for forty years, and which she handed over in the interests of stability to the Nuns of the Tiers-Ordre de Sainte Dominique, was recognised as a institution of public utility in 1861. Girls are entrusted to it by their families, or benefactors, or come to the refuge of their own accord. In every case, they enter voluntarily and may leave as soon as they wish. During upwards of half a century, 10,000 persons have been received.

These few congregations and private institutions have been mentioned in order to make it clear that, in addition to the specialised orders, such as the " Good Shepherd ", a large number of nuns and lay women are also engaged in the re-education of women and girls.

### *Funds.*

These institutions have been able to develop and modernise their activities by their own often very arduous efforts and by the assistance given them by private charity.

In all the Catholic institutions dealt with in this chapter, the funds may be divided under three heads : subsistence allowances, which are paid for minors either by the authority by whom they were handed over—communes, public relief authorities, prison service, judicial authorities—or by their parents, if the latter possess means, or by children's organisations.<sup>1</sup>

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<sup>1</sup> Some examples may be given of the subsistence allowances paid by the authorities :

In Belgium, the rate fixed per child per day ranges from 5 francs to 9.20 francs.

In Austria, the figures given were 1 schilling for young children and 1.50 schillings for persons from 14 to 25 years.

In Poland, the municipal relief pays, for a certain number, from 1 zloty to 1.50 zloty per day.

In Switzerland, the communes pay from 1 franc to 2.50 francs per day per child.

In Italy, for all the institutions which replied to the enquiry (in 1930), the daily allowance ranged from 2.50 lire to 5 lire.

In the Netherlands, 1 florin is typical.

In France, 4.50 francs, in a certain number of towns (paid by the judicial authorities), or 2.50 francs to 3 francs, paid by the public relief authorities.

In France, the parents are asked from 30 to 60 francs a month and the various organisations from 80 to 100 francs per month. These allowances are not sufficient to cover the cost of food, clothing or, indeed, sickness. Moreover, this small sum is paid only for a certain number of children, as the parents and even the organisations are often unable to pay. Persons who come of their own free will or decide to remain after their majority pay nothing.

The inadequacy of the allowances has to be made up for to a large extent by the work of the nuns and the inmates themselves. Organised on rational lines, this work may pay quite well—laundry work, for example—but part of the proceeds are set aside as savings, and the women and girls are given an outfit when they leave.

Additional contributions must therefore be asked for, in the form of Government subsidies, given, as a rule temporarily, in the form of grants.

Private charity supplies the balance and indeed often contributes the largest part.

#### *Methods of Re-education.*

The replies of the institutes contain an account of methods of re-education. They are all on much the same lines. In the best organised houses, there is, first, a separate observation section, in which new arrivals have to remain for about two months. After prolonged examination, the woman is placed in one of three categories: naturally depraved, capable of reform, reformed. At the Sainte-Marguerite de Cortone Institute, at Antwerp, for instance, the reformed are gradually brought back to freedom by being placed at a home of semi-freedom separated from the Institute by the whole length of the garden. These girls work in town, leaving the home in the morning and returning at midday and in the evening. They are affiliated to trade unions and fulfil all the ordinary social duties. Some attend evening classes. They all pay a small sum for board and lodging. Obstinate depraved cases are sent to the State establishments of St. Servais, at Namur, or the Section for Disorderly Female Inmates, at Bruges. Almost all institutes that group their inmates not according to age but according to moral standing, classify the girls and women to be re-educated along such lines, though not quite so methodically as at the Institute at Antwerp mentioned above (reports from the Netherlands, from the " Good

Shepherd ", at Rome, the Monastery of Notre-Dame du Refuge, at Chevilly, France, the Dominican Nuns, at Châtillon-sous-Bagneux, France).

*Principle of Individual Treatment.*

Thus, from the outset, the whole work of re-education is based on the principle of treating each woman as a separate individual.

" Each case must become an entirely separate entity. It must be dealt with through its own personality. . . . Each case comes to see that she is a human individual recognised and cared for as such. She begins to become conscious of her personal dignity and her possibilities." (Reply from Belgium.)

This acquisition or recovery of a consciousness of personal dignity would seem to be the most effective means of all in the work of re-education. " The one essential thing ", writes a nun of the " Good Shepherd " concerning her charges, " is to restore their self-respect ".

Another woman educator writes : " The girls come to us with such broken hearts, often after being cast off by those who deceived them, that they can hardly believe that anyone can still take a sincere interest in them; they believe themselves no longer good for anything. It is essential therefore to recreate their self-esteem and persuade them that they possess resources hitherto unknown to themselves. Working on these lines, veritable transformations have been wrought. . . ." (Reply of Notre Dame de Charité du Refuge, France.)

*Adequate Standard of Living.*

In order that they may regain a consciousness of their dignity as human beings, every effort is made to place these girls and women in a physically and morally healthy atmosphere. In the first place, they are provided with reasonable comfort. " The surroundings produce a reflex



within them . . . they acquire a consciousness of their personal dignity. We consider it essential that their surroundings should be not only scrupulously clean but even in good taste." (Report from the "Good Shepherd", France.)

One of the replies points out that "extreme poverty leads to a rebellious outlook on life" (report of the "Good Shepherd" of Villars-des-Joncs, Switzerland); all agree that comfort should be "moderate, adapted to the young woman's social status, the sort of comfort that she would enjoy in a respectable family" of her own class. "This rule is based on the wisdom acquired by experience; luxury might create the danger of transforming a prostitute into a luxurious hetaera."

The instructions which the foundress of the Angers Institute gave to her nuns make it abundantly clear that, although their slender resources may oblige certain convents to establish restrictions which they themselves deplore, these restrictions do not form part of a system. "We order you", wrote Mother Pelletier, "never . . . to give the 'children' unpalatable food or cold food, or to allow them to remain without heating in winter. . . ."

At the "Good Shepherd" houses, each "class" is housed as far as possible in a building separated from the others by large courtyards or gardens. Refectories and classrooms are light and airy. Though most of the exteriors are severe, when once the threshold has been crossed—the aspect suddenly changes.

Physical development is not forgotten. The "Good Shepherd" convent at Turin does not disdain, in its reply, to mention, besides the gold medal received for its embroidery work and the diploma for "La redenzione sociale" bestowed on its directress, the honours and prizes won in gymnastic competitions.

Provision is made for a health and medical service—bathrooms and shower-baths play their proper part. Certain Belgian houses, for instance, are remarkably well

equipped in this respect. The Sainte Marguerite de Cortone Institute at Antwerp has a special laboratory attached to the observation section, with two qualified psychiatric practitioners, a laboratory for general medicine and, more particularly, for venereal disease. Treatment, which is fully adequate for all cases, is given by two certificated nurses, one religious, the other lay.

### *Family Atmosphere.*

The moral atmosphere is perhaps of even greater importance than a certain degree of physical comfort. The homes endeavour to create a family atmosphere, the lack of which in the girls' own home has often been the determining factor in their fall. For instance, the girls are divided into groups, which form a collective body composed of "families", and this system aids rehabilitation (reply from the "Good Shepherd" at Angers).

The reply from Canada sums up a point found in all the other reports: "disciplined family life in peaceful surroundings". The life must not be monotonous, or lead to introspection. Consequently, singing as an effective psychological aid is deemed to be necessary from the standpoint of development and of education. "It is astonishing what a part hearty and happy song may play in the creation of a new mentality." (Reply of the "Good Shepherd", France.)

### *Formation of Will-power.*

The influence of surroundings alone cannot suffice. The young woman must herself take an active part in her own re-education.

Impressionable, weak-minded persons, who are often very docile throughout their stay in the home, almost invariably relapse into their old ways on leaving the institution, unless it has been possible to develop their will-power. The main agent in this direction is work. "For

vigorous natures, which need bodily exercise, laundry-work is an excellent occupation, providing both movement and variety of work in washing, mangling and ironing. The less sturdy can do ordinary sewing, fine embroidery or mending by the latest methods. . . . The imagination of others is stimulated, and an outlet is provided for their individual talents, by the making of dainty underwear, or even by certain branches of art. A young woman's taste and physical aptitude are given due weight in the general effort to ensure her moral welfare." (Reply from the " Good Shepherd ", France.)

Machinery is being increasingly used. Chevilly and Toulouse have their model laundries. Cannes has machines for embroidery, scalloping and hemstitching, worked by an electric motor. Those machines, without fatiguing the worker, produce work which is very pretty and greatly interests the young women. Some monasteries have printing works.

A whole range of local industries—such as boot- and shoe-making, mattress-making, silk shawl fringes, and the glove industry in the Lyons region—provide variations from the usual type of work.

Regularity of work helps to create orderly habits. Constant effort devoted to a " progressive but always adequate " task gradually strengthens the will-power.

In many cases, this regularity of occupation has helped women to keep a hold on themselves after they have returned to normal and healthy life. " In spite of a fixed time-table, work should nevertheless, particularly among the older charges, stimulate a sense of initiative—they should, for example, be entrusted with small responsible tasks—for girls destined to become mothers should learn to calculate, exercise foresight and order their lives, using all their intelligence and goodwill to these aims."

### *Education.*

To achieve this result, mechanical habits will not suffice. An endeavour is therefore made to lead these young women to reflect and think for themselves. The illiterate are taught to read and write. Others, with a slightly better education, are required to make a mental effort—for instance, they are asked to write short accounts of lectures they have heard. Sometimes indeed (for instance, at the Sainte Marguerite de Cortone Institute) all the lessons, very suitably devised to provide those intellectual and practical attainments which the young women will need in life, are grouped around some suitably chosen central theme, such as: “One day you will be a wife and a mother.” The young woman is then taught, in a manner adapted to her circumstances, the origin of family life, what marriage means, how to organise a home, etc. Another series of lessons is grouped round the theme “Young women: Their work at home, occupations for women, the young woman’s intellectual life, moral life, choice of books”, etc.

### *The Religious Factor.*

The psychological methods applied in the “Good Shepherd” homes cannot be properly understood if emptied of their spiritual content. The religious atmosphere pervading these homes is an essential factor in bringing peace of mind. Furthermore, the moral training, solidly grounded on religious principles, remains, even when the young woman has left these religious surroundings.

### *Importance of Educator’s Personality.*

The personality of the educator is of capital importance in the work of re-education. The success of rehabilitation depends, particularly at the beginning, on the degree of mutual confidence which can be established between her and the young women. The success of a rehabilitation

home may largely depend on the personal influence of some lady superintendent or teacher. The traditional methods of the " Good Shepherd " homes, in particular, their strict but maternal discipline, widely adaptable to meet varying situations, are the result of an experience which all educators might in many respects study with profit.

For the improvement of educational methods and their adaptation to modern needs, nuns frequently seek the aid of women inspectors or social welfare workers better acquainted than they with the affairs of the outside world. This collaboration has proved to be particularly useful in the guidance of women who require rehabilitation.

### *Results.*

The proportion of cases which, it is estimated, have been reformed and have become useful members of the community varies on an average from 25 % to 70 %.

The continuance of good conduct obviously depends on the duration of the rehabilitation period—which should not be less than two or three years—on the influence brought to bear and on the woman's surroundings on leaving the home.

A progressive system of liberty on probation and the organisation of rehabilitation homes and welfare centres conducted on freer lines to which former pupils voluntarily return, have already produced good results.

The methods which have succeeded with the ordinary inmates of the " Good Shepherd " homes have also proved their value in the case of prostitutes.<sup>1</sup> Women received into the " Good Shepherd " and other homes have included and still include prostitutes and even former inmates of

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<sup>1</sup> The International Union of Catholic Women's Leagues states that the " Congregation of the Good Shepherd ", which has hitherto not felt itself able to admit women suffering from venereal disease, in 1936, contemplated taking steps to ensure that henceforth treatment should be available in two of its homes.

licensed brothels. In the opinion of the majority of the Catholic organisations, the methods which usually prove successful with minors need intelligent adaptation and more elastic application for the rehabilitation of prostitutes.

In many cases, weak-minded or unintelligent women ask to remain all their lives in the home which has received them and continues to protect them; but among those who do not wish to return to ordinary life we find a small *élite*—women who either desire to pass on to others the benefits they have themselves received by aiding the nuns in their work of re-education without, however, taking vows, or who seek higher perfection in a full religious life. For this latter category, the " Good Shepherd " Organisation has founded a special congregation governed by nuns of the " Good Shepherd ".

*" Bethany "*<sup>1</sup>

There are only a few " Houses of Bethany " and the number of women who have entered them for rehabilitation during a period of more than a hundred years is not very large. The following full description may therefore seem out of proportion with the quantity of work done, but it is not disproportionate to its interest and its originality.

The task of this study is to describe the work of the Dominican nuns of Bethany and the rules governing it, not to give a full account of the religious aspect. But it must first of all be stated that " Bethany " is founded on the ideas of the redemption of sin and the imitation of Christ. The system is only an attempt to create the necessary framework for this spiritual endeavour.

The first " House of Bethany " was founded in 1866 by Father R. T. Lataste, of the Order of St. Dominic. The Dominican Sisters of Bethany constitute to-day a separate

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<sup>1</sup> The information in this section has been drawn chiefly from " *Béthanie: Les Madeleines réhabilitées* ", by the Reverend Father DE BOISSIEU.

diocesan congregation. Apart from the observance of the three vows of poverty, chastity and obedience, common to all the Catholic orders, the special aim of this congregation according to its constitution is "the rehabilitation of released women prisoners and the moral regeneration of those who have acted wrongly and dishonourably without undergoing imprisonment. The congregation gives the means of persevering and growing in virtue to all who are genuinely converted through repentance and the love of God; to those who may have a religious vocation, it offers the opportunity of advancing by stages to the point of making their profession."

The congregation therefore accepts all ex-convicts who come of their own accord and are willing to remain there for the rest of their lives, but "Bethany" addresses itself, not only to ex-convicts, but also to other women who have led lives outside or counter to society.

The Dominican Nuns of Bethany have always been allowed to visit women's prisons, though the number of these visits has occasionally been subject to regulations; they go from cell to cell and inform the prisoners that on release they may, if they wish, enter the "Bethany" houses; sometimes prostitutes come of their own accord to seek admission. Women are welcomed from the ages of 16 to 35; other women are, however, often admitted. Where a minor has voluntarily sought admission, enquiries are made as to who exercises paternal authority over her, and arrangements are made to obtain this person's consent. The nuns never agree to receive women with children permanently; the women are given to understand that their first duty is to bring up their children, and they are directed to institutions that are able to assist them in this task. It not infrequently happens that many years later, when the children are grown up, the mothers return and seek admission to the "Bethany" house which could not accept them so long as their maternal duties remained unfulfilled.

As the extract from the constitution has shown, the chief characteristic of the work of "Bethany" is the gradual assimilation of the rehabilitated woman to the rehabilitant. Ex-convicts or ex-prostitutes entering a "House of Bethany" of their own free will are taken from the beginning into an atmosphere of family life.

If they feel the urge of a religious vocation and if they are considered worthy, they can raise themselves to the dignity of a Dominican sister, and neither in duties, position nor dress will they be in any way different from the other sisters of the congregation.<sup>1</sup> This can be accomplished after they have spent five years in the convent, after very strict tests and a very severe probationary period. The woman is an "aspirant" for one year, a "little sister" for three years and a "postulant" for one year. The practical reason for this five-year period is that the police authorities are entitled to keep ex-convicts under supervision for five years and it seemed to the founders of "Bethany" quite out of the question that a woman wearing the dress of a Dominican sister should be under police supervision.

It is evident that this vocation is only destined for women of exceptional strength of character. Those who do not feel that they can follow the vocation and who do not want to remain "little sisters" living in the community without becoming nuns, can leave at any time. Others who have

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<sup>1</sup> There is only one serious departure from the general rule of fully assimilating the rehabilitated woman who has taken the vows to rehabilitants of the same rank. It is formally recommended to the Mother Superiors of the convents not to promote the rehabilitated to tasks giving them authority over other persons before they enjoy the right of vote in the convent, which is eighteen years after they have taken their first vows. As to the even more delicate question of the possibility of the election of a rehabilitated woman to the highest position of Mother Superior, she must possess the right to be elected, which for previous "little sisters" is given twenty-five years after having taken the first vows; moreover, the case has to be submitted for special authorisation to the Holy See.



not been able to adapt themselves to the austere atmosphere of the place are asked to leave the community.

“Bethany”, however, does not relinquish such women to their fate, but attempts to place them in occupations giving them moral and material safeguards against a return to their former lives.

*Some Characteristics of the Methods of “Bethany”.*

The life in a “Bethany” house shows a number of characteristic traits which shed light on the methods in force.

(a) The general rule in convents lays down that every novice must bring with her a dowry and a trousseau. Exemption is only granted in very special circumstances. It is characteristic of “Bethany”, which tries to eliminate the difficulties confronting the rehabilitated woman, that this rule is waived for the rehabilitated in their convents and they are admitted to the novitiate without dowry and without trousseau.

(b) If a rehabilitated woman, in the course of her postulate or novitiate,<sup>1</sup> finds the religious life too austere, she is allowed to resume the habit of a “little sister” and to return to the group in which she has been living for several years. In order to safeguard the sensibilities of the woman, who must feel that she has failed in following a higher vocation, she is sent to another house of the congregation.

(c) Great care is taken to cut the woman off entirely from her past. This is done not only by the dress she wears, which is entirely indistinguishable to the outside world from that of a rehabilitant, but by the fact that her past is known to nobody inside the convent but herself and the Mother Superior.

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<sup>1</sup> Aspirants are the future “little sisters”, postulants the future nuns.

(d) In contrast with any other rehabilitation home or institution, there is no separation between the rehabilitants and the rehabilitated inside the house, except for those rules in force in all convents, which are prescribed by the Pontifical Law, and which are due to difference in the rank of the inmates. Recreation is taken in common, and there is no isolated quarter for the "little sisters"—*i.e.*, the rehabilitated.

"Bethany" is a daring attempt to carry to its logical conclusion the Christian conception that the repentant sinner may aspire to a higher level than the innocent. The juxtaposition of those who have never known the world and those who have fallen victims to temptation, and the fact that the repentant sinner can rise higher in the world of "Bethany" than those who have never gone astray, constitutes one of the most courageous spiritual experiments ever attempted. It has much in common with the most modern attempts in the most progressive lay institutions, which also try to raise the rehabilitated above her original station in life. "Bethany" has realised the highest aim of any attempt at rehabilitation.

(e) It would be tempting to show, in a comparative study, likenesses between the methods used in "Bethany" and those in force in the most representative of the other Catholic institutions, for instance, the "Good Shepherd" homes. There is the same attempt to restore the self-respect of the woman to be rehabilitated. There is a similar, if not identical, emphasis upon the importance of work.<sup>1</sup> There is the same type of discipline which aims rather at the voluntary discipline of a family than that of a penitentiary.

More interesting, however, than the links of "Bethany" with the older Catholic institutions are the new departures

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<sup>1</sup> The founder of "Bethany", whilst appreciating the importance of work, has warned his collaborators against neglecting spiritual duties for the sake of work.

which it has made. The most important is, of course, the abolition of distinctions between the rehabilitants and the rehabilitated. Whereas nuns in the "Good Shepherd" homes, as a Catholic writer puts it, are the superiors of the rehabilitated women; in "Bethany", they are their "sisters", their equals and may even become their inferiors in rank. Smaller divergences are due to differences in aim: the one aiming at training the woman for the outside world and the other for a higher religious vocation. This explains, for instance, why there is, in "Bethany", no classification of cases.

*Proportion of Rehabilitants to Rehabilitated.*

An institution of the character of a "Bethany" house must establish a proportion between rehabilitants and the rehabilitated, in order to safeguard its tradition and its essential character. The proportion established is in force for all the houses and can only be altered by a special dispensation. It is as follows:

|                      | Choir sisters | Lay sisters       |
|----------------------|---------------|-------------------|
| Rehabilitators ..... | $\frac{2}{3}$ | $\frac{1}{2} + 1$ |
| Rehabilitated .....  | $\frac{1}{3}$ | $\frac{1}{2} - 1$ |

The congregation had, in 1931, four houses in France and one in Belgium<sup>1</sup> (the Convent of Venlo established in the Netherlands does not form part of the Congregation of St. Mary Magdalene, but constitutes an autonomous and separate branch run on the same lines as the houses of the congregation).

The following figures show, not only the number of persons comprised in the Congregation of St. Mary Magdalene, but also the proportion of rehabilitated to rehabilitants, and the percentage of rehabilitated who take the religious vows.

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<sup>1</sup> In 1939, the Dominican nuns of Bethany had two houses in Belgium, one at Sart Risbart and one at Lint.

The position on January 1st, 1929, was as follows :

Rehabilitated : 576 aspirants had received the dress of " little sister " ; 225 had left after having become " little sisters " ; 71 had become nuns—*i.e.*, one-fifth of the " little sisters " who remained in the Convent.

Rehabilitants : 180 choir sisters ; 96 lay or auxiliary sisters—*i.e.*, a total of 276 nuns.

To this figure have to be added twenty-six choir sisters coming from the ranks of the rehabilitated and forty-five lay sisters who had been rehabilitated—*i.e.*, seventy-one.

The total of the nuns belonging to the Congregation of St. Mary Magdalene is 347 ; the proportion of rehabilitated having become choir sisters, one-seventh ; the proportion of rehabilitated lay sisters, one-half minus six ; for the whole of the nuns, the proportion of the rehabilitated to the rehabilitants is one-fifth plus eight.

*" Conde de Agrolongo " Institute.*

The Institut Conde de Agrolongo was founded by " Resgate ", a feminine association which has the task of " morally and technically re-educating girls in moral danger, especially minors ". The institute, however, admits women of all ages. Only women are admitted who of themselves, and without any compulsion, manifest a wish to become inmates. Under certain circumstances, girls sent by the authorities are also received in the institute. The inmates undertake to stay in the institute as long as the management judges it necessary from the point of view of their moral and vocational training, even if they have attained their majority.

The fundamental aim of this institute is to prepare the pupils for a normal life after the completion of their training. The method therefore consists in the progressive adaptation

of the inmates to normal life. The official monograph of the institute describes it as follows :

“ In order to obtain a more or less accurate idea of the moral progress of the inmates of the institution, the authorities try to bring them into touch with other members of society, still keeping them under supervision but without exercising any constraint.

“ Parents and relations can visit pupils on the days fixed by the authorities.

“ Once the first period of strict supervision is over and the pupil has given clear evidence of good behaviour, she is entrusted, by way of trial, with duties involving a certain amount of responsibility. She may be placed, for instance, in charge of some particular piece of work, or given the task of supervising some of her companions or acting as door-keeper; she is allowed to go out for walks or to go to market or go shopping, etc., under the charge of some responsible person.

“ When they have reached the final stage, pupils may be sent out alone on errands by the principal. They may, by way of trial, be allowed to go and spend a short time at home or, if they have no family, with some reliable individual. By means of these progressive tests, the principal obtains an idea of how the pupils are getting on from a moral point of view and can correct any slight faults that may still be noticeable.”

Apart from rare exceptions, the women entering the institute are illiterate. They receive primary and, wherever their individual faculties allow, higher education. They receive instruction in singing, gymnastics, personal hygiene, as well as in housekeeping. The institute therefore prepares its inmates either for domestic professions or for any particular occupation for which they show special preference or aptitude, such as nursing, dressmaking, millinery, floristry, shorthand, etc.; in some cases, applied art, horticulture, etc. There is regular medical inspection of all the inmates. In spite of great difficulties, it has been possible to send out some of the inmates to sanatoria.

A special problem is constituted by abnormal inmates. Contrary to the practice of most other institutions, the Institut Conde de Agrolongo does not refuse them, but

has reserved for them a department where they are dealt with by different methods from the normal one. A department is also reserved for girls and women from higher strata of society who wish to enter the institute. Special training is given to those women.

The institute does not consider its mission completed with the re-adaptation of women to normal life. It makes a special effort to find for ex-inmates situations giving every guarantee from the moral point of view. In case of unemployment, previous inmates are allowed to return to the institute until they find a new employment. In case of marriage, the institute helps in the preparation of their trousseau, and in the arrangement of their future home.

Up to October 1931, 104 women of different ages had passed through the institute since its foundation at the end of 1923; the majority, however, were minors. The report states that not all the women stayed long enough in the institute for complete rehabilitation, and that a certain number could not submit to the discipline of the house. Others were recalled by their parents or other persons belonging to the family, and a certain number appeared to be incorrigible and had to be sent away.

#### (b) PROTESTANT INSTITUTIONS<sup>1</sup>

##### *The Work of the Salvation Army.*<sup>2</sup>

Prostitutes who apply to the Salvation Army for assistance are generally admitted to a receiving home, from

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<sup>1</sup> Whilst the Catholic rehabilitation work is referred to as Catholic work by the reporting organisations, a great part of the Protestant work is not specifically mentioned as such. The work of the Salvation Army is, of course, Protestant, as is also the work of the International Federation for Aid to Young Women, which is fully dealt with in the next chapter. Moreover, a great deal of other voluntary work mentioned in the report, especially in the Anglo-Saxon countries, was started or is being carried out by Protestant organisations.

<sup>2</sup> This section follows closely a report submitted by the inter-

which they are restored to their friends, passed on to the industrial homes or helped in some other way. They may, however, be admitted directly into the industrial homes (all of which are organised especially for their assistance) or to the hostels for young working women, clerks, etc., established by the Salvation Army. In accordance with the general practice, women are not allowed to remain in these hostels if they are leading an immoral life. Prostitutes are also admitted temporarily to the "Quarters of the Midnight Rescue Officers", where rooms are always in readiness for them. Unless a prostitute is an expectant mother she is not admitted to the homes for unmarried mothers. In the words of the Salvation Army, "unmarried mothers are not prostitutes", a point of view shared to-day by practically all the social workers of the world.

#### *Length of Stay in the Homes.*

No hard and fast rule governs the length of a stay in the industrial homes.

The orders and regulations state :

"The warden will decide when each woman will pass out of the home. The women should be made to understand that all arrangements are made in their interest and that they will be passed out as soon as such a course is deemed advisable. No absolute rule can be made as to the woman's tarry in the home, which should not, except as otherwise arranged, be more than six and not less than three months. If, during this time, the influence upon her is kept at 'white heat', probably all that can be reasonably expected will be done for her, and with such subsequent supervision as is arranged for in those orders she will be fitted for a fresh start in life. When, in any particular case, a longer term in the home is deemed necessary . . . the period set forth in the preceding sub-paragraph may be extended, but not beyond twelve months in all, except by consent of the Commissioner."

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national headquarters of the Salvation Army in September 1938, in reply to a special questionnaire sent to the Army to obtain information on this work.

From this, it will be seen that the length of time which the Salvation Army considers sufficient for rehabilitation is rather less than that given by most of the other specialists in this work.

### *After-care.*

The particular circumstances of each woman are considered in detail directly the officers of the Salvation Army come into touch with her and find that she is willing to be helped. If she is estranged from her family, efforts towards reconciliation are made. Wherever possible and desirable, the Salvation Army attempts first to restore the girl or woman to her home and family.

Prostitutes are admitted into the Army's industrial homes on condition that they are willing to stay as long as the matrons consider advisable and that they will afterwards go into the domestic situations found for them by the Army.

In order to keep the women mindful of what they have been taught during their stay, the Salvation Army has a highly-organised system of after-care for all who have passed through its homes. Girls who have passed satisfactorily through the homes are known to the officers as "associates". They are encouraged to regard the institutions as a real home and to turn to the officers for advice or guidance in any difficulty or trial. Special accommodation, which often includes bedrooms, is set apart for "associates". They spend much of their free time at the home. They are also visited in their situations by the officers and thousands of personal letters of encouragement and advice are sent from the industrial homes to the "associates" every year.

Many of those who leave the homes for an occupation become Salvationists. They are introduced to the officer commanding the nearest Salvation Army Evangelistic Centre, known as the "corps", of which they become ordinary members. No reference is ever made to their



past life and no distinction is made between them and other members of the corps. Many previous prostitutes who have become members of the corps take an active part in its public services. This attitude towards the past is a characteristic of the Salvation Army which it shares with the houses of "Bethany", described in a previous section.

#### *Personal Interest.*

Intimate talks with each woman sometimes show that a special method must be devised to meet her peculiar needs. Any problems which are troubling her must if possible be dealt with. She may have a child to support; the officer who introduces her will assure her of the Army's willingness to help her and her child. The Army's Children's Aid Department will approach the father of the child and secure, on the mother's behalf, his contribution to its support, if necessary by means of legal procedure. If the woman is in undesirable lodgings, steps are taken to make it possible for her to leave them in an honourable manner. If she is in debt, the officer will see that the debt is *bona fide* and not merely an attempt to extort money. If it is genuine, an officer will see the persons concerned and endeavour to gain time to make the necessary arrangements for payment. The Salvation Army organisation, in its own words, "while closely woven, is always elastic and is devised to help individuals, not groups".

#### *Characteristics of the Industrial Homes.*

The industrial homes are, as a rule, large, detached dwelling-houses, with nothing of the institution in their appearance. They are cheerful and airy, usually surrounded by their own grounds, which sometimes afford opportunity for the women to work amongst flowers and vegetables and frequently to take suitable recreation in the open without being overlooked. There is never any sign describing the home beyond a neat brass plate on the door

with the words, " The Salvation Army Industrial Home ". Any expression such as " rescue ", " penitentiary ", " Magdalen ", is always avoided.

The rooms are arranged to give the greatest comfort to the women as well as convenience in the management of the home. The best and largest rooms are devoted to the women. On each landing, a bedroom which gives command of the women's rooms and the landing is reserved for the use of the officer. The beds of the women and of the officers are of the same character and of good quality. Whenever possible, a separate washstand is provided for each woman. There are no more bolts and locks than are usually found in a well-appointed dwelling-house. In the furnishing arrangements, everything savouring of the institution is avoided and these institutions resemble ordinary homes as far as is possible. Apart from simple directions for the convenience of the women, no printed rules are displayed about the house.

#### *Organisation of Homes and Methods employed.*

Each home is under the direction of a resident officer of experience and there are at least six officers to assist her, all of whom live in the home. Each woman is kept under the observation of an officer during the daytime and reasonable oversight is maintained during the night.

The report of the Salvation Army states : " All methods employed aim at securing the woman's co-operation for her deliverance from the practice and power of sin of every kind—not merely from sexual immorality." Any doubts and fears the woman may have on entering the home are, as a rule, quickly dispelled by the confidence manifested by the home Mother when she first crosses its threshold. The women are helped to break away from the evil influence of old companions; they are told of the consequences of their previous life and are given an opportunity to form new habits under the influence of understanding, sympathy and

kindness. They are trained in work which will be likely to assist them to earn a livelihood. "A new centre of interest, full of happy and hopeful associations, is now given to them. They are surrounded by loving thought and are assured that the officers will continue to mother them and watch over their interests after they have left the home. All the methods employed are designed to help them both to understand Christ's salvation and to enter into a personal experience of His grace and power."

Firm but kindly discipline is considered essential. Many of the women have had an unhappy upbringing without any training in self-control or in those principles which are the basis of decent living. Explanations and enforcements of the elements of morality must often, in the opinion of the writer of the report, be repeated over and over again. Personal private interviews with an officer are a valuable means of giving these instructions in an acceptable manner.

Care is taken to avoid all causes of irritation. Officers are expected to enforce obedience by personal influence and moral suasion. Experience shows that, as a rule, the fewer commands laid upon the women the better. Industrious application by the women to the work given them is essential. Every home has a needlework room and various household duties have to be performed as part of the training for domestic service; but the officers are alive to the importance of varying a woman's work as far as possible lest it become irksome to her before she has become accustomed to the discipline of sustained diligence and application.

#### *Proportion of Prostitutes among Inmates.*

The proportion of prostitutes or women in danger of becoming prostitutes among the inmates varies very much from country to country. In most of the industrial homes of the Salvation Army, there is a fair proportion of previous prostitutes, but in such countries as Japan, Korea and China, almost all the inmates have come to the home

because they wish to escape from the life of prostitution into which they have fallen, not always by their own choice or with their own consent.

*Difference in Treatment of Minors and Adults.*

In the words of the report: "The main policy with minors lies, as with adults, in the religious conversion of the individual and in her acceptance of the salvation of Jesus Christ." Wherever possible and expedient, separate homes are established for women and girls who have for a long time practised prostitution or for those in danger of falling into a life of prostitution. No more than fifty girls are accommodated in each girls' home. After-care is organised on the same system as for adult women and is carried on as long as is found necessary.

*Countries in which Homes are to be found.*

The report of the Salvation Army states that industrial homes exist in the following countries or territories: Union of South Africa, the United States of America, the Argentine, Australia, Belgium, the United Kingdom (also in the West Indies and Ceylon), Brazil, Burma, Canada, China, Czecho-Slovakia, Denmark, Finland, France, Germany, India, Ireland, Italy, Japan (including Korea) Netherlands (including the Netherlands Indies), New Zealand, Norway, Sweden and Switzerland.

From Salvation Army statistics, it appears that the number of industrial homes, maternity hospitals, etc., for unmarried mothers and girls<sup>1</sup> throughout the world is 186; the number of women who passed satisfactorily through these homes during the year 1937 alone is 27,265. This figure gives an idea of the importance of the work done by the Salvation Army in this field.

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<sup>1</sup> Separate figures for the industrial homes only are not available.

(c) A LAY INSTITUTION

*The Abri Dauphinois.*

The Abri Dauphinois near Grenoble (France) differs from almost every other rehabilitation institution, in the fact that it is intended especially for adult prostitutes. It is willing to accept minors if no other shelter can be found for them, but this is considered an exception to its general rule, and the great majority of women who have passed through it have, in fact, been adults.

The founding of the Abri Dauphinois was a consequence of the closing of tolerated brothels in Grenoble in 1931. In the following years, the Association dauphinoise pour l'Hygiène morale, which was known to have fought hard for the abolition of the brothels, was often asked for help by former prostitutes. The work of assistance was handled at first solely by the Women's Committee of the association, and with some success. But experience showed that some sort of home or shelter was indispensable and thus the Abri Dauphinois was opened in 1934.

*Management and Funds.*

The home remains under the management of the Women's Committee (superintended by the Association for Moral Hygiene) and the Committee receives a weekly progress report from the directress of the home. The municipal authorities of some towns pay a small grant towards the maintenance of any of their citizens who are lodged there. Apart from this, the home is financed entirely by voluntary subscriptions, which makes its situation rather precarious: the management hopes eventually to obtain a State grant.

The home itself is in the country, outside Grenoble. It is a two-storied house standing in a garden with flowers and vegetables, a poultry-yard and fruit-trees. The house can accommodate about twenty women, but only nine or ten if each is to have a room to herself, which the manage-

ment considers by far the most satisfactory arrangement. The bedrooms are not all alike, as each woman is allowed to arrange and decorate her room as she chooses, but they, and the whole house, are plainly furnished and show that there has been little money to spare. A directress and a nurse are in charge of the establishment.

It is a rule of the home that the women must be free to come and to leave. Each newcomer must, in fact, write a declaration that she comes of her own free will and that she wishes sincerely to abandon prostitution. The management now make enquiries to discover if possible if these statements are correct, as it was found that the home was sometimes used by women who only wished to stay for a month or two and intended to return to prostitution when they left. It is through doctors and social assistants at clinics that the great majority of the women are told of the home and helped to come there.<sup>1</sup> Some arrive completely destitute, possessing nothing beyond the clothes they are wearing; nearly all have venereal disease and many are ill in other ways as a result of excessive drinking, drugs or physical exhaustion.

After a woman has been a week or a fortnight in the home, the directress fills in a very complete set of forms covering her age, nationality, civil status, her origin, medical and social history, present medical and social condition, character, standard of intelligence and education. This enquiry goes into very great detail. For example, the questions on medical antecedents ask at what age the woman began to walk, at what age she began to talk, what vaccinations she has had, what illnesses, what operations, at what age she had her first sexual experience, with whom, and so

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<sup>1</sup> The home does not accept children. But the Association for Moral Hygiene co-operates with the Child Welfare Association, and if any women with babies apply for help it makes arrangements either for them both to be sent to a special home or for the children to be looked after in a *crèche* at Grenoble.

on. The section on social history includes questions on her life as a prostitute, how much she earned, how many clients she usually received, whether she drank with them. The directress considers that if this enquiry were made on arrival the answers given would often be fictitious but that, after a fortnight's stay, most of the women are prepared to speak freely. After the first few days, in fact, she does not find them at all reluctant to confide in her or to speak of their past life; she believes, though, that they very much resent any reference to it among themselves.

### *Conditions of Life in the Home.*

During their stay in the home, all who are well enough are employed in the house, and the various kinds of work—cleaning, cooking, laundry, washing-up—are done by different women each week. Any girls who are fond of animals look after the chickens and rabbits and others sometimes do easy work in the garden; on the whole, though, few have the strength or the inclination to do any outdoor work. The housework starts at eight o'clock and generally takes the morning. There is a rest after lunch till three o'clock and then the women are free to knit, sew or read, as they choose.

The directress considers that it would be difficult to give the majority of the women any more advanced professional training. They are slow learners, partly because of their age, partly because of sickness, and they lack application. They will begin ten different things and leave them all unfinished. Some do sewing or knitting on commission, but the work is so badly paid that they generally find it discouraging. It is impossible for reasons of economy to buy them material and help them to make their own clothes but the directress thinks that this would be a good policy as it would give them a greater personal interest in the work.

At present, the greater part of the women's leisure time is spent in the house and garden. The home has a wireless and a gramophone which are used a great deal. Sometimes there are walks or excursions but these are not easy to arrange as many of the women are not used to long walks or are not strong enough to go far. It is rare for any woman to be allowed into town by herself, although some of the more reliable are occasionally sent shopping or go to the clinic alone. The directress admits that to give them gradually more liberty would develop a sense of responsibility and also accustom them to the life they will return to, but, from unfortunate experiences in the past, she thinks that, on the whole, more harm than good would result. This is interesting because, apart from this restriction, the discipline is not severe.

Do the women enjoy their life in the home? In the opinion of the directress, both "yes" and "no". On the one hand they are very appreciative of the restful life, of the affection offered them and of the fact that they are treated with respect. On the other hand, they suffer from having no money, particularly as they are used to spending a great deal, and at times too they miss the cafés, cinemas and dance-halls to which they are accustomed. The directress wishes it were possible to take them more often to see a film or listen to music, but, at present, this is impossible for reasons of economy.

#### *Length of Stay and After-care.*

The length of stay in the home varies between a day and three years. The women who have been poisoned with drugs or alcohol are considered to need about three years to recover their health; many of them never become strong enough again to do hard work. The Women's Committee tries to find employment for those who leave, and in addition a certain number of the members undertake to care for individual women. They write to them or



visit them, help them when they are unemployed or in difficulties, and advance them money for clothes or a journey. The directress also keeps in touch with as many of the former inmates as she can. They are all told that the home is open to them at any time.

*Results obtained and Difficulties encountered.*

Since this experiment is unique in France, it is interesting to know what success it has achieved. Opinion is unanimous that from the physical point of view its results have been wholly admirable. With rest, open air and good food, the health and strength of all the women improve. From the moral point of view, the success has been, naturally, less complete and is more difficult to measure.

The directress considers, however, that probably about half the women do not return to prostitution. Some make happy marriages, others go back to their homes or find work. She names as the two chief obstacles to rehabilitation the women's own mentality and physical condition and the strong hold which their former associates still possess over them. As far as the first of these is concerned she finds most of the women goodhearted but unstable. Partly owing to ill-health many are nervous, excitable and moody, which makes them difficult to live with; however, they generally improve in this respect the longer they stay. They respond quickly to interest and affection but are easily influenced. Their temperament makes it difficult for them to persevere in uninteresting, badly-paid work and their choice of employment is often limited by physical weakness.

The experience of the home provides evidence of the extraordinary tenacity with which brothel-keepers and *souteneurs* follow up women who have once been prostitutes. They visit them in hospital, try to meet them at their discharge and also to visit them at the home. Some women, who left to work, have returned to the home out

of fright because they had been threatened. Because the women are weak and easily dominated and because the *souteneurs* are able to play on their affections and their fears, the power which they are able to wield is very great.

(ii) GENERAL CHARACTERISTICS OF INSTITUTIONAL TRAINING

It is now generally recognised that both institutional training and outside care can be of service in rehabilitating prostitutes. For most women, however, training in an institution is considered to be the most effective form of re-education. A period of training gives the women time to acquire habits which will help them when they make a new start in life. This preference for institutional care is, of course, strongest when the institution in question is specially adapted for the training of prostitutes. If no special institution is available, individual help may be resorted to. Usually, the answers state that treatment must be adapted to the circumstances of each individual case.

Preference for institutional training is expressed in the answers from Austria, France and the Union of Soviet Socialist Republics, despite differences in the social and economic structure and in the religious and philosophical outlook of these countries. In the majority of English-speaking countries, both methods seem to find equal favour.

Opinions differ as to what the character of the institutions should be. Some social workers still advocate strict discipline, while others point out the need for more elastic methods, maintaining that compulsion cannot be applied, and that therefore adult women come to these homes voluntarily or not at all. The real problem is how to combine discipline and liberty in such a way as to make the institution sufficiently attractive for adult prostitutes to enter it voluntarily and to stay there until the end of their training. The solution may be found in a combination of

discipline during the hours devoted to work and education, with comparative freedom outside those hours.

The difficulty has for a long time been felt by everyone concerned in the rehabilitation of prostitutes; as a result, authorities in nearly all countries are in favour of making the homes more unconventional and the lack of liberty less acute. Apart from the homes in which women are expected to stay for life, as in some " Good Shepherd " homes and houses of " Bethany ", nearly all the institutions have evolved or are evolving a system of progressive adaptation to liberty and life in the outside world. This applies equally to the " Agrolongo " Home at Lisbon directed by Franciscan nuns and to the prophylactoria in Soviet Russia, where the system of progressive liberty seems to be carried to its logical conclusion.

#### *Types of Institutions and Methods employed.*

Since this study is concerned with the rehabilitation of adult prostitutes, a great number of institutions have not been included. As stated in the introduction to this volume, all the institutions to which minors are sent by the courts have been dealt with by the League of Nations in connection with the study of erring and delinquent minors. There are only a very few rehabilitation institutions for adults only and there are very few homes exclusively intended for prostitutes; the criterion applied for the inclusion of institutions in this study was whether adult prostitutes were received, or whether minors were allowed to remain in the institution after having reached their majority.

There are practically no rehabilitation institutions for adult prostitutes fully financed and run by the authorities. The only outstanding exception is to be found in Soviet Russia where special rehabilitation institutions, the so-called prophylactoria, have been created by the authorities.

Although not State institutions strictly speaking, their general policy is controlled by the People's Commissar for Public Health. These houses, which have been described in the volume on "Social Services and Venereal Disease",<sup>1</sup> do not differentiate between adults and minors.

Nearly all the answers observe that no State institutions for adult prostitutes exist; wherever the answer is not negative, the institution in question was found on investigation to be for minors only, but, in certain cases, women were retained or could stay after having reached their majority. The reason for this lack of institutions for adult prostitutes has been given in the Belgian reply, which states that rehabilitation measures should be accessible to all adult prostitutes who desire to make use of them but that, in actual fact, the large majority refuse to change their way of life. "There is no reason therefore to organise a system of measures of rehabilitation which could be applied to the thousands of registered and non-registered adult prostitutes."

From the answers, it appears that the tendency to treat all the women alike, which was one of the chief drawbacks to institutional life about fifty years ago, is now diminishing. The times have gone by when prostitutes entering an institution were automatically taught needlework (the practical value of which has very much decreased with the progress of machinery) or laundry work, which for many years was considered the most suitable occupation for prostitutes and which at that time may have been profitable to the institution.

Modern psychiatric and psychological methods are applied in nearly all the homes, but even where they are not systematically applied, the individuality of the inmate is taken into consideration to a degree previously unknown.

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<sup>1</sup> "Social Services and Venereal Disease" (document C.6.M.5. 1938.IV).

Women who are obviously mentally defective are either not accepted in the type of home with which this report deals or are treated in separate departments.

As far as the length of training is concerned, two opposing tendencies can be observed. The bulk of opinion advocates institutional training for a period of at least two years. The Polish reply, coming from a voluntary source, is less definite, however, and gives the time necessary as from three months to four years. The summary of voluntary reports from the United Kingdom states that "the modern tendency is to shorten the period of training; recently more homes have been organised taking girls for a six- or even three-months' course of training". But taking into account the task which institutional training has to fulfil, it seems likely that a longer period is more adapted to present needs.

The greater demands which modern work makes on the faculties of the worker have influenced methods of re-education. Owing to the great competition in nearly all the fields of feminine work (domestic service excluded) the only women who are likely to succeed are those who are able, not only to readjust themselves socially, but to hold their own with women who, having acquired the habit of work, need no special effort in carrying out the daily routine of their occupation. One of the principal duties of institutional training, therefore, is to accustom the women to the sustained effort required during the number of hours of the average working-day in factories or workshops in the modern world. This idea underlies the system in force in the Union of Soviet Socialist Republics. The answer from this country states that: "The essential task of the prophylactoria is to re-educate through work, to accustom the inmates to working, and to inculcate a love of work."

Any special training, important as it may be, is a secondary consideration. A woman who is able to sustain the effort of working for from six to eight hours a day will be

better able to earn her living under modern conditions than a woman who has received special training but has not been used to working continuously for fixed periods.

### *Dangers of Institutional Life.*

One of the chief disadvantages of the institutional training is the character of institutional life. The products of institutional work have not usually to be put on the market in competition with other goods, and the intensity of work is usually far below that in the ordinary factory or workshop. The consequences are very often a false sense of the efficiency of the work done, both among the persons in charge as well as among the inmates themselves.

The Belgian report stresses this danger in stating :

“ There is something artificial in institutional life. After a few years, the children acquire a special mentality; they are ‘ institutionalised ’; fit to live in an institution but not fitted for life in the world. It is important then, especially in the case of young prostitutes, who will have to struggle hard to remain honest when they do leave the institution, to transfer them after a certain time to homes conducted on lines of semi-liberty and readaptation. . . . There they will serve their apprenticeship of liberty and will go and work outside in selected workshops under discreet supervision, which cannot be undertaken in these circumstances by the personnel of the home.”

The Belgian report is therefore not fully in favour of adults being trained in institutions unless the institutions are specially adapted to their needs.

The Czecho-Slovak report states similarly that many former prostitutes “ work in an institution under discipline. No sooner do they leave the institution than they return to their former mode of life.”

### *Standard of Living.*

The question, on what principle should the standard of living in institutions be established, received strikingly

different answers. The point of view upheld by most of the Catholic organisations and associations is that the standard of living must never fall below a certain level, but that it should be adapted to the woman's social status. The report of the International Union of Catholic Women's Leagues, for instance, states that comfortable surroundings and healthy food greatly aid the work of rehabilitation, but "the standard of comfort should not be higher than it would be in the circumstances in which the women will subsequently have to live", otherwise there might be a danger that "the young prostitute will simply become a luxurious hetaera". Some institutions, like the Portuguese "Agrolongo", for example, have a special house for women and girls coming from a higher class of society than the others.

The point of view of the lay organisations or the Protestant associations differs with the nationality of the reporting organisation. But Anglo-Saxon social workers often protest in strong terms against the principle of setting up a low standard of living, especially if this is done in order to inculcate humility in the women because of their past. They object to such notions on psychological grounds. The answers are, in fact, influenced by religious opinions, experience with a particular group of women, national traditions and considerations of a theoretical and practical nature.

The apparently contradictory opinions, however, which seem to point to different experiences with different types and classes of women, lose some of their dissimilarity when it is remembered that the standards of living in different countries are so varied that an artificially high standard in one country would be artificially low in others. The standard of living in some of the hostels in London, for instance, which are to a great extent occupied by servant girls infected with venereal disease, would correspond to the standard of a middle-class family in some other countries.

In England, it corresponds to the standard of life of those girls when they are in service. Standards which would be an incentive to a love of luxury for a servant girl in a poor country would be quite natural to a girl of the same class in England.

This does not explain the whole position however. The fact remains that some social workers would rather set a lower standard of living than a higher one, while others, especially those in North America, do not consider that a higher standard of living constitutes a danger. They would on the contrary argue that whatever the woman's standard in later life might be, rehabilitation can be accomplished more easily in an atmosphere of well-being and that the moral state reached during this training would be permanent enough to prevent the atmosphere acting as an incentive to vice.

The social workers advocating a high standard of living in institutions often belong to countries where the barriers between social classes are not rigid and where, with good training, good fortune and ambition, a former prostitute can reach a higher standard by her own efforts, and without immoral earnings, than she experiences in an institution. It will be seen, therefore, that judgment is influenced to a certain extent by whether the society in which the social workers are situated is more static or dynamic.

### *Separation of Adults and Minors.*

The question whether adults and minors are separated received varying answers. No separation is made in the prophylactoria in the Soviet Union. On the other hand, it is strongly recommended in the answer of the Belgian Government, which points out that to bring minors and adult women together " would be disastrous. It is essential to have special buildings, special staff and special methods for adults, who will not accept the methods employed for minors, especially confinement." Most of the answers fall between these two extremes.



Very few answers touch on another difficult question which must nevertheless often arise : the question whether prostitutes should be separated from non-prostitutes. Partly no doubt because the line is difficult to draw, partly because the small number of prostitutes willing to be assisted makes it impossible for a home to be devoted to them alone, most institutions which accept prostitutes also accept girls in moral danger and young women on the borders of prostitution. The Jewish Association refers to difficulties arising in one of its rescue homes as a result of the close contact " between former professional prostitutes, girls in moral danger and unmarried mothers who have never been on the streets ".

*Personality of the Individual in charge of the Institution.*

A Swiss report stresses perhaps most clearly a point found in a great many answers : the importance which the personality of the individual in charge of the institution has for the success of rehabilitation. The man or woman should " be capable of winning confidence ". Compulsion and routine are of no avail; results can only be obtained by intelligent understanding of each case.

*Return to Liberty.*

The critical moment inevitably comes at the conclusion of the institutional training, when the step from the sheltered life of the institution into the outside world can no longer be delayed. The experience of many decades gained by social workers with young and old offenders applies also, of course, to prostitutes. But as far as prostitutes are concerned, the problem is made more complicated by traits of character and by the reluctance of many employment agencies to have any dealings with former prostitutes.

Institutions have tried to solve this problem in different ways. Most of the homes in Anglo-Saxon countries put the inmate in touch with an outside social agency, which

specialises in the field in which the woman in question seems to be most capable. This method has the advantage of creating an intermediary stage between the home and the occupation, making it at the same time easier to remove all outside connection with the woman's past.

Another solution is suggested in the Belgian answer, which recommends the creation of a committee of ladies attached to the institution in order "to maintain contact between the institution and the outside world, to take an interest in the women during their stay in the institution, to become acquainted with them, to gain their confidence, to ascertain their qualifications, to find employment for them or a place in a hostel . . . . in short, to prepare their departure from the institution. The ladies of the committee must then redouble their activity and must support the former prostitute at the dangerous moment when she returns, find her respectable employment in spite of the distrust of the public. . . ." Nowadays, no responsible agency considers the task of rehabilitation finished with the mere completion of a shorter or longer stage in the institution itself. The stay in the institution is certainly the most important stage, but it is only successful if combined with other measures.

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## ASSISTANCE TO PROSTITUTES IN OTHER FORMS

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Re-education in an institution is one of the courses open to prostitutes who wish to change their way of living, but it is by no means the only one. Moral and financial help is also offered to them in ways which are perhaps less striking and less easy to describe, but not less interesting nor, if used with discrimination, less effectual.

This outside help may consist in finding suitable employment, providing references, characters or identity papers, providing cheap or free lodging, regular supervision and encouragement, assistance in returning home, reconciliation with family or friends or help in arranging a marriage.

The advantage of social work of this kind lies, of course, partly in its adaptability. Institutions are few, they tend to be large and to have their own particular methods of treatment. Individual help can be varied indefinitely to suit each case and, at the same time, it can enable a closer personal contact to be established. This may be especially useful in dealing with prostitutes, as investigations have shown that many of them are very open to personal influence and can be easily led and dominated. Since adult women of normal intelligence cannot usually be compelled to enter institutions and since many are not prepared to submit to their regulations voluntarily, individual help can reach a greater number of prostitutes than institutional treatment. This difference may become accentuated in the future, for one reply states that the reluctance to enter institutions is increasing. Again, a person receiving individual help is

not removed from the ordinary life of the world and has not to go through the difficult period of readjustment which may follow departure from an institution. The disadvantages of individual help, as compared with institutional training, lie in the impossibility of enforcing such a disciplined and regular life and in establishing such close supervision, and, more important still, in the fact that it does not remove women so completely from their old associations and environment.

The replies to the questionnaire show that outside help is not offered indiscriminately. Minors convicted of prostitution are nearly always sent to homes, and social workers seem generally to urge women who are alcoholic, diseased or mentally abnormal to accept treatment in a home. Individual help is therefore usually offered to adult prostitutes who are fairly normal, and social workers seem, naturally, to concentrate their efforts on the women who have only been practising prostitution for a short time.

The agencies which give this individual help and the forms it takes will now be described; first, the official agencies and their work; secondly, the work and scope of voluntary associations; thirdly, the extent to which public money is available for rehabilitation. This will be followed by an account of the steps taken in certain countries when licensed houses were closed.

The agencies, whether official or voluntary, do not generally limit their work to the rehabilitation of prostitutes. Some do general welfare work in helping the destitute and homeless, others were created to assist unmarried mothers or to protect girls who might slip into prostitution through poverty or bad influences.

#### (i) OFFICIAL MEASURES

As might be expected, most of the official organisation for the assistance of adult prostitutes centres in police action. Replies from nine countries mention work done

by the police (generally the women police), police welfare workers or welfare offices. But there are also examples of readaptation committees or offices managed by municipalities and of social service given by officers attached to the courts of law.

(a) THE WORK OF THE POLICE

The work of women police or women police assistants is referred to in the replies from Australia, Austria, the United Kingdom, France, Germany, the Netherlands, Poland and Switzerland. The Austrian report states that prostitutes have great confidence in the welfare worker attached to the police headquarters in Vienna and often ask her for help and advice. In some parts of England, the women police make a practice of cautioning prostitutes when first noticed and of sending them to a home or shelter run by a charitable agency. In Scotland, the police give the addresses of cautioned girls to social workers who will visit them. The reply states that often the girls give wrong addresses, and adds: "They are all, however, warned in a kindly way and offered help. Many of them have been cautioned quite a number of times before being charged at court."

The replies from both Poland and Switzerland speak enthusiastically of the work of the women police. They are said to keep in constant touch with employment agencies, and voluntary associations, and indirectly to find work for many prostitutes who ask for their help. The police assistant in Basle states that "the greatest difficulties are met by co-operation between the police and the welfare associations" and that "the appointment of a woman police assistant and her co-operation with the welfare organisations offer the best possibilities for the rehabilitation of prostitutes".

One Australian State (New South Wales) reports that the women police keep in touch as far as possible with

prostitutes who have entered private employment " assisting them when necessary and without revealing their identity ".

Action by the police—whether by policemen or women police is not stated—is also mentioned in the replies from Denmark and Sweden. When the police in Sweden first admonish a woman for vagrancy, they ask her to apply to a private welfare agency. Dr. Tage Kemp<sup>1</sup> writes that, as far as possible, the police and the Public Welfare Bureau are supposed to find work for prostitutes without legitimate employment, but that up to now this finding of employment has not proved of much practical value. Actually, the police hand over all prostitutes willing to accept help to a private welfare organisation.

The account of the most direct police action and also the fullest description of police welfare work comes from Heidelberg in Germany.<sup>2</sup> It is written by the police welfare worker (*Polizeifürsorgerin*), who assists all prostitutes and girls in moral danger and keeps in close touch with them. Her object is to induce and help them to return to a normal and respectable life and she considers that her work is successful. She herself deals with the most difficult cases; the easier ones she hands over to voluntary organisations and the public welfare office.

There is an interesting description of the action taken when the Heidelberg brothel was closed after the passing of the Act on the Compulsory Treatment of Venereal Disease in 1927 :

" Some little while before the Act came into force, I invited the inmates of the brothel to come and see me, but while they were under the thumb of the brothel-keeper no effective contact could be established. All but two left the town. On an average, the Heidelberg brothel housed twelve prostitutes. We succeeded

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<sup>1</sup> Dr. Tage KEMP's work, *Prostitution : An Investigation of its Causes especially with regard to Hereditary Factors* (Copenhagen, 1936), was sent by the Danish Government in answer to the third part of the questionnaire.

<sup>2</sup> This report was written in 1934.

in taking under our care the two who stayed behind. To these were added ten other prostitutes, registered, but not living in brothels.

“ We set to work thoroughly with these twelve girls. With four, that is to say, one third, the police welfare work was successful, one went on living here for a while as a prostitute, the others soon left and were lost sight of.

“ If we had paid no further attention to these twelve, they would very probably have remained in Heidelberg as prostitutes. Besides the twelve prostitutes in the brothel, Heidelberg had also from fifteen to twenty clandestine street-walkers; I had them up also and explained to them that though the laws against them had been apparently weakened, this was not actually the case. I explained the stricter medical provisions, and added that my welfare work would be continued in the same way as before. This considerably damped the enthusiasm with which they had greeted the prospect of freedom.

“ These figures show that, although the population has risen to 86,000, we now have actually fewer prostitutes in Heidelberg than before. At present, eleven girls are under our supervision. In 1932, the figure was temporarily (in April) twenty-four girls. On an average, from fifteen to seventeen women were under medical supervision.

“ It may be objected that our information does not cover every case. Possibly one may elude us for a few weeks, but not longer. The prostitutes themselves see to that, and cases are often reported by the townspeople. We reckon on an average a total of from twenty to twenty-five casual prostitutes. The number was the same in the past; but there was difficulty in getting hold of cases.”

An addition to the report reads as follows :

“ To-day (1934), Heidelberg still has four professional prostitutes who are under medical supervision. In the course of the year, seven prostitutes were sent to the workhouse and later set free by the amnesty. All seven came unhesitatingly to the Police Welfare Department and asked for help and work. The police headquarters at once got into touch with the head of the Labour Office, who promised to do what he could. One prostitute went of her own accord into a labour training camp; a few weeks before, a woman who had also been a prostitute here, and whose husband is still serving a sentence for living on immoral earnings, voluntarily entered the Girls' Home at Bretten. Three of the prostitutes are now working in a canning factory, two are living with

their parents and giving much needed help in running the household, and the seventh is also looking for work with our assistance.”

In carrying out her rehabilitation work, the police welfare worker does not appear to confine herself to any particular method; some girls were persuaded to accept training in an institution, others were found work, others sent home. But there are principles which she applies to all cases; after-care must be arranged, either through the women police themselves or through other social workers; the former prostitute must if possible start her new life in a new town; success is impossible unless each woman receives continuous personal care. The author does not favour the combination of medical and social work, believing that when this is done, it is always the medical point of view that prevails. She considers that strong police action makes her task easier, since, through fear of the workhouse, the prostitutes are more ready to accept assistance.

#### (b) SOCIAL SERVICE BUREAUX

A step away from the system of entrusting the work of assistance to men and women police is that of establishing official social service agencies to which cases discovered by the police can be referred. Three countries mention offices of this kind; in two, they are attached to the police service; in one, they are set up and managed by local government bodies.

In Bulgaria, a social service bureau forms part of the police department in Sofia for the supervision of prostitution. Prostitutes can apply to the bureau for help and it keeps in touch with private welfare organisations.

In Czecho-Slovakia, social service branches are attached to the police service in the larger towns. They assist in dealing with young prostitutes and women in moral danger and they co-operate with parents, welfare institutions and the courts. All women arrested for prostitution for the



first time and all who assert that they became prostitutes through poverty, are handed over to these branches. At the time when the report was written, the country was suffering from the effects of the depression and it was difficult to judge what the results of this work would be in normal times.

In Belgium, there are municipal social service bureaux or committees in the large towns. Those in Brussels and Liège are called "social readaptation offices" and do welfare work of many kinds besides attempting to re-educate prostitutes. The Antwerp office is said to have abolished its prostitutes' department as the results obtained were insignificant. The description of the work of the Brussels office states that the assistance given is not only material; moral influence is also brought to bear on the women. Besides providing the women with clothing, shelter, food and work, the office takes "whatever steps are necessary to put them right with the administrative authorities, reconcile them with their relations, restore the family circle, induce them to return to work, assist them to obtain admission to hospital, place them in special institutions—in short, to obtain for them normal circumstances of life. Unfortunately, individual social measures have failed." The reply then adds that perhaps longer terms of imprisonment combined with moral reformatory training might be more successful. There is a more specialised agency at Ghent, called a "rehabilitation board". It consists of officials and two or three women members of the municipal council and was set up in 1931, when the new prostitution regulations were introduced. At the time when the reply was written, it was still too early to estimate what the result would be.

One of the most original and interesting developments of official action has taken place in Denmark. An arrangement has been made whereby the morals police, the courts and some mental specialists are co-operating to investigate the effect of rehabilitation measures and to discover, if

possible, means of preventing prostitution. Its policy has been to have each prostitute examined by a mental specialist as soon as she is arrested. Any classified as feeble-minded are sent to an institution. The others are either handed over to a welfare agency or placed on probation from one to three years. A similar scheme is being considered in Sweden.

In two countries which replied to the questionnaire—Austria and the Netherlands—the police welfare work has included the setting-up of hostels in the larger towns for women and girls in need of shelter—for example, when they leave prison or hospital or while arrangements are being made for them to be sent home. These hostels are intended on the whole for short stays, and do not give any special training.

#### (c) THE PROBATION SYSTEM

Another way in which official attempts at rehabilitation are made is social service combined with the grant of probation. The practice of releasing some prisoners conditionally before the imposition or execution of a sentence is almost universal, although the offences for which this conditional release can be granted vary from country to country. The appointment of officials to see that the conditions of the release are carried out and to assist persons on probation has also become fairly common; but generally their work is limited to assisting and supervising minors. Only in the Anglo-Saxon countries is it usual to find official workers attached to the courts to assist and befriend adult offenders who have been placed on probation. In the United States of America, there are also "parole officers" who have the same duties towards prisoners released on parole, after serving part of their sentence. Often, though, the same worker is both parole and probation officer. It is, of course, far more common for first offenders than recidivists to be granted probation.

It has been said that, in the United Kingdom and the United States of America, probation workers are usually State employees. Courts in the United Kingdom have in the past engaged agents of voluntary societies as their probation officers. Now, however, the cost of probation has become a public charge; in future, all probation officers' salaries will be paid out of public funds and their work will be directed and supervised by a State department. Of course, the probation officer keeps in touch with voluntary welfare agencies.

Besides seeing that the conditions of the probation order are carried out and reporting any breaches, the officer visits the probationer and may also require her to report at regular intervals. Generally, the probation officer tries to find good accommodation, work and opportunities for recreation for the persons under supervision. She also tries to get into touch with the probationer's family and, if necessary, to improve her home conditions. When the home or living conditions are unfavourable, courts in the United Kingdom may make a grant of not more than 15s. a week to pay for the keep of probationers in approved hostels or lodgings. This grant seems generally to be made only to young people between the ages of 15 and 21. The period of probation varies. The reply from the United Kingdom states that "in the case of adult women who have taken to a life of prostitution, it would ordinarily be for a period of one to two years".

The United Kingdom's reply to the third part of the questionnaire gives an idea of how much use is made of the probation system to assist prostitutes. In the official case sheets, out of 160 convicted women, ninety-eight were offered help at their first conviction; thirty-two refused it and, of the remaining sixty-six, fifty-three were helped by probation officers. The help described usually took the form of finding work and lodgings, making arrangements for the women to be sent home, or to an institution or hospital.

The extent to which probation is imposed in the United States of America seems to vary greatly from State to State. Fifteen States have no probation system for adults at all, and others use it sparingly.<sup>1</sup> In the fifty United States' case sheets, of eight women assisted at their first conviction, one had been helped by a parole officer who found her three jobs.

Various other kinds of official assistance to prostitutes are described in the replies from Greece, Italy, Poland, Turkey and Uruguay. In Greece, there are official committees (the central committee at Athens consists of officials and venereal disease specialists), whose business it is to supervise prostitution. These committees keep registers of prostitutes and note when any cease to lead a life of prostitution. They have the "task of rehabilitating prostitutes and also sending those who desire to return to a decent and honourable existence, back to their parents or guardians or to the commune in which they were born or were last resident". Much the same system seems to be followed in Poland and Hungary. The medical police boards in Poland, on which voluntary social organisations are also represented, are said to help prostitutes to return to their families or to arrange for them to enter reformatories or workhouses. In Uruguay, special commissions under the control of the Ministry of Health are entrusted with the supervision of prostitutes; as stated above, it is part of their duties to try to dissuade women who wish to become registered prostitutes and, if they become prostitutes through unemployment, to try to find them work. In Italy, the National Institution for the Protection of Motherhood and Childhood (a State organisation) supervises and co-ordinates all assistance to mothers and to children under 18. It does not itself appear to do any rehabilitation work for adults,

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<sup>1</sup> E. C. LEKKERKERKER : *Reformatories for Women in the United States*; Groningen, 1931.

and, as a general rule, this work seems to be left to private institutions. The report states that the aim of legal provisions, administrative measures and public and private assistance is prevention rather than cure.<sup>1</sup> In Turkey, the competent Government departments are said to get into touch with public assistance authorities and private agencies to secure help for prostitutes seeking employment.

*(d)* CHARACTERISTICS OF OFFICIAL ACTION

If the different kinds of official action described in the replies are now considered as a whole, they are found to possess two general characteristics. First, they show the increasingly important part played by women police in exercising supervision over prostitutes and offering them assistance. Wherever women police exist, this work seems to have been particularly—and, indeed, in some countries entirely—assigned to them. Secondly, the official action described does not itself aim at re-educating prostitutes but at putting any who wish for help in touch with suitable private welfare organisations. There are, no doubt, exceptions, but they do not invalidate the rule.

It appears from some answers that this policy has been deliberately adopted, partly perhaps to avoid duplicating machinery which private welfare organisations possessed already, but partly also because of the general belief that this work was one in which private organisations were more likely to succeed. The Swedish reply states: "Experience shows that private assistance organisations secure better results in this respect than Government action", and the Portuguese reply: "The most successful attempts at rehabilitation are those of the private associations, because they rely on voluntary workers to reach their ends. The work demands faith, devotion and conviction in a high

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<sup>1</sup> From the reply sent by the Italian branch of the International Bureau for the Suppression of Traffic in Women and Children.

degree. Each case is different from every other, each problem requires its own solution, which generally speaking, official regulations do not discover ”.

## (ii) WORK OF VOLUNTARY ORGANISATIONS

The preceding section has shown that, although official organisations are the channel through which many applications for assistance are made, they rarely provide this assistance themselves. This section will describe the voluntary organisations from which the vast majority of prostitutes receive the help they have asked for. An account will first be given of the work of two large international voluntary associations, not because they hold a monopoly in assistance of this kind, but because the questionnaire elicited particularly full information on their activities. This will be followed by an account of the smaller voluntary organisations and their work.

### (a) THE INTERNATIONAL FEDERATION FOR AID TO YOUNG WOMEN

The official aim of this society is to provide “ a complete system of protection for lonely girls, of whatever nationality, religion and occupation, who are in unsuitable surroundings or have to leave their homes to earn a living ”. As the wording suggests, the work is mainly protective and preventive, but the accounts received in reply to the questionnaire show that the Federation also offers its services freely to prostitutes who ask for help and that it is one of the welfare agencies to which the police often refer prostitutes wishing to change their way of life.

The Federation was founded in 1877. In 1938, it had committees in twenty-four countries or territories<sup>1</sup> and

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<sup>1</sup> Algeria, Austria, Belgium, United Kingdom, Danzig, Denmark, Egypt, Estonia, France, Germany, Hungary, Italy, Latvia, Lithuania, Luxemburg, Memel, Netherlands, Poland, Portugal, Roumania, Switzerland, Tangiers, Tunis, Yugoslavia.

corresponding members in many more. Its membership was roughly 20,000. Money is said to be provided chiefly by voluntary gifts and subscriptions, but branches in some countries seem to receive a small State subsidy.

According to the reply received from the international centre in Switzerland, the Federation's main work falls into three sections. First, it employs a large number of station workers who offer their services to young women travelling alone, and give them addresses of respectable lodgings. These workers may also intervene if they suspect that young women travellers are in the company of persons likely to exploit their inexperience and credulity. Secondly, the Federation runs homes, hostels and clubs, and, thirdly, it sets up employment and information bureaux. Since the travellers' aid work appears to be almost entirely preventive, it is proposed to describe more fully only the work done by the homes and hostels, and by the employment and information bureaux together with some miscellaneous activities which fall outside the three groups mentioned above.

#### *Refuge Homes and Hostels.*

This work is also mainly preventive. The object of the hostels is to offer clean, comfortable and respectable lodgings at low prices and "the attraction of a youthful and healthy atmosphere" to young women workers living by themselves and separated from their families; they also take young girls released on probation by the courts. But the work of the homes especially has another side. They receive young women and girls leaving hospital or prison. They also receive them when pregnant and provide them with all the information they need about public and private institutions which might help them, the obtaining of affiliation orders, *crèches*, day nurseries, etc.

There is an interesting account from Roumania of a home and a hostel which provide facilities for the essential work of sifting. The Refuge Home in Bucharest accepts

women leaving prison or hospital, or any needing shelter. They can remain there for not more than a month; if no employment can be found in that time, arrangements are made for them to be sent to another institution. Those who have found work can go to live at the Federation's hostel if they can be relied upon. The stay in the home seems to be used partly as a period of observation. From the reply to the third part of the questionnaire, it appears that prostitutes looking for employment are kept in the home for a fortnight to test whether they are sincerely willing and able to work. Those who are satisfactory and leave to take up jobs continue to be assisted by members of the Federation.

A table sent with the Roumanian report gives figures showing the nature and extent of the work. In 1934, 282 girls and young women passed through the home; 65% of these were over 18 years old. Half had not been there before, half were former inmates, who, according to the report, often return to the home when they are unemployed. The young women reached the home in the following manner; twenty-nine were sent by the morals police, four by the station worker; twenty were brought by students at the social service school; 102 came on leaving hospital; ninety-six on losing their jobs. 118—that is to say, nearly half—were said to have been in brothels; fifty-six had been clandestine prostitutes. Nearly all seem to have had venereal disease. The table also shows what happened to these girls and women when they left: forty were sent home, thirty-one left the refuge of their own accord and three were sent away. Of the rest, rather less than half were sent to other institutions (fifty-six to venereal disease or maternity hospitals, others to a home for unmarried mothers, a tuberculosis sanatorium, a State reformatory, etc.); work was found for 124. The report states that, of the whole number, forty returned to their old ways in spite of the efforts of a religious association to assist them.



Up to 1934, the municipality used to meet the cost of repatriating any unemployed foreign workers and, by making use of this offer, the Federation repatriated eighty-five girls and young women in 1933. Since that date, the offer has been withdrawn, with the result that only thirteen were repatriated in 1934.

### *Employment and Information Agencies.*

The work of these agencies completes that of the station workers and the homes. Because the Federation has branches in so many countries, the employment agencies are particularly well placed for finding work for young women going abroad, and for giving them addresses and recommendations, so that they need not be completely alone when they arrive. The information bureau generally works side by side with the employment bureau and investigates suspicious offers of employment. The Roumanian branch sends the following account of its employment bureau :

“ The employment agency for women and girls which is situated in the centre of the market, becomes more widely known every day. Although only about seventy to eighty girls are placed every month, the posts required and the demand for workers are double as much. We cannot satisfy all demands because the peasant girls coming from the country often know nothing at all of housework. This shows how much a training-school for general servants is needed. Unfortunately, there is no such thing here as yet.”

### *Assistance in Other Forms.*

The reply from the Swiss branch mentions other work done by the Federation in which more individual assistance is given. In seven large towns in Switzerland, the members of the Federation have organised a system under which girls who are difficult or who are living immorally or in immoral surroundings are entrusted to the care of social

workers. A quotation from the report of the workers in Zurich shows that, in 1932, 558 girls applied for help, and that situations were found for 139. Many were welfare cases, pure and simple, for whom there was no question of finding employment :

“ Every individual case had to be gone into very thoroughly. The girls were often without money, papers or possessions, neglected, pregnant, mentally defective or suffering from venereal disease. Among them are foreigners who have to be reported for one reason or another to the special police officials who deal with foreigners.

“ Generally, they are girls who have escaped from an institution or left their homes without their parents' consent. Young men promised them situations in Zurich and then, after satisfying their dishonourable purpose, left them to their fate.”

At Lausanne, each case is said to be entrusted to a member of the Federation. The reply also mentions another branch of work at Lausanne called the “ women's service ”. It is made up of members of the Federation and other persons who undertake to give individual care to “ girls who are in moral danger or have already been led astray ”.

“ The work is carried out with the assistance of the municipal police, the social service, clergymen and teachers. It deals with from thirty to fifty cases a year. The persons to whom these girls are entrusted endeavour to give them the moral support they require.”

**(b) THE JEWISH ASSOCIATION FOR THE PROTECTION OF GIRLS, WOMEN AND CHILDREN.**

This society was founded in Great Britain in 1885, to rescue Jewish girls from the streets. In 1938, it had committees and correspondents in twenty-seven countries, chiefly in Europe and America, and the scope of its activity had become much wider. The original work of assisting prostitutes is, however, still carried on. It is of especial interest for this part of the report because the Association

has few institutions. The reason for this is said to lie in the fact that the number of Jewish girls living as professional prostitutes is not large enough to call for special Jewish institutions. Women are sometimes sent to general institutions but rehabilitation is far more often attempted through individual help, both moral and financial.

The different branches of the Association keep in close touch with one another, attend general conferences and co-operate with other organisations whenever possible. The general report states that, as far as is known, the work is entirely financed by voluntary subscription and that none of the organisations are subsidised from public funds. The reply from the United Kingdom Central Office states, however, that the approved school run for girls under 15 is maintained by public funds and that a grant is also received for maternity and child welfare work. It adds that, where the women assisted cannot be given enough financial help from the voluntary funds, the Association works in co-operation with the public assistance committees. Even here, though, the amount of public money received seemed to be kept to the minimum; the 1933 report of the Association states :

“ We are reluctant to refer cases to the Public Assistance Authority and thus make them a public charge, and we only do so when we feel that they could only be dealt with by the machinery of the Poor Law.”

The girls and women dealt with by the Association are those who themselves apply for help, or who are sent by other welfare agencies or the authorities. The work of the Association is well known throughout the Jewish community. The United Kingdom Central Office reports that its work is well known to the courts and police; in addition, one of its officers is a probation officer and deals with cases referred from the courts. In the Argentine, many cases

were, at one time, brought to notice through a representative of the Association who was allowed to be present when prostitutes were inscribed on the register. The replies from the South-American branches also show that agents of the Association meet ships as they arrive. Presumably, the work done by these quay and dock workers is, however, almost entirely preventive.

### *Maintenance of Family Life.*

The reply from the United Kingdom states—and this is probably true of the Association as a whole—that the principle on which its work is founded is the maintenance or restoration of family life. Very often, the origin of the young woman's failings or misfortunes are found in an unhappy home life which the Association then does its best to remedy. "Our first endeavour is always to induce girls or women who come under our notice as having been living an immoral life, or who are in danger of doing so, to return to their homes and friends. Visitors are sent to the home to make enquiries, the families are notified and invited to attend the office, consultation takes place, and if it is found possible and desirable, the girl is returned to her home but is kept under regular supervision by lady visitors, and she is helped occasionally with material assistance whilst employment is being found, or she is placed in employment if expert enough."

A later paragraph states that there is always a great prejudice against a girl who has taken to a public life of immorality and that it is a very difficult problem to get members of her family to receive her even after the period of training.

With this desire to maintain family life, the Association naturally advocates the repatriation of foreign girls whenever possible. The different committees and correspondents co-operate to ensure that travellers return safely. The Buenos Aires Committee believes that repatriation is

the best course for a foreign girl "if she can be returned to her parents or friends". The same Committee also writes that it has considered returning to their homes prostitutes whose families live in the Argentine, but this is rendered difficult by the fact that, as a rule, prostitutes are completely estranged from the community.

### *Placing in Families.*

However much the Committees may favour and encourage the girl's return to her family, this is not the only solution they have to propose. "The circumstances of each case differ and decisions have to be reached in accordance with the circumstances." For the women who cannot or do not wish to return home, other courses are open. They may be placed in private families where they do domestic work and are supervised as far as possible by the Association's workers. This is frequently done in some parts of Europe where economic conditions make other employment difficult to find. In the Argentine, attempts have also been made to place rescued girls with private families and usually these attempts have been considered successful.

### *Finding of Employment.*

For those who are not placed in families, the Association helps to find employment, if possible in the trade for which the women have been trained. The United Kingdom Central Office runs a hostel for working girls, and women may also be placed in supervised lodgings; in Brazil and Uruguay, there are hostels for immigrants run in conjunction with immigration societies. In some countries, there are special homes for those needing institutional treatment. In others, the women are sent if possible to general institutions and visited by the Association's workers. The United Kingdom reply states that, if there is

any reason for suspecting the woman's mental condition to be abnormal, steps are taken to have her examined and given suitable treatment.

### *Assistance to Unmarried Mothers.*

A rescue home and hostel for unmarried mothers and their babies is established in the United Kingdom. In the home, where they remain at least six months after the birth of their child, the women are taught domestic work and the care of children. After six months, they are transferred to the hostel, where they can go out to daily work if they wish. Formerly the inmates of both home and hostel did laundry work for profit; this has now been abandoned as it took up a great deal of time and, on the whole, laundry work was found to be unsuitable employment for the women when they left. It is hoped in the future to offer some other kind of vocational training to women unsuited for domestic service. Other changes in the management of the home have been the abandonment of a distinctive uniform, the abolition of many restrictions and the increase of opportunities for recreation. It is stated, too, that the attitude towards illegitimate children is very different from what it used to be. The girl is made to feel her responsibility as a mother, so that she can do the best for her child.

When a woman leaves the home, every effort is made to induce her family to take her back or to take the child alone. If this cannot be effected, a foster-mother is found and help is given with the payments for a short period. Only if both these efforts are unsuccessful is the child placed in an institution.

The rescue home accepts not only women with children but also "rescue cases" of other kinds. The report mentions that the close contact in the home between former professional prostitutes, girls in moral danger and unmarried mothers who have never been on the streets, has sometimes

caused difficulties. It would be far better to keep the three classes apart, but lack of funds makes this impossible. Not many professional prostitutes seem, however, to find their way to the rescue home. An experiment was made in giving them separate accommodation, but it was found that institutional treatment in itself was unsuitable for them. The report states that it was sometimes possible to make headway with the younger women but that generally "the false glamour of the life which they led made it difficult to confine them within the discipline of a home or an institution. Most of the work for the prostitute willing to give up her life is done through the central office, by its probation officer, and by other visitors who keep in touch with them and help them."

*After-care.*

Whatever form of assistance is given, the Association attaches importance to supervision and after-care. The central office in London states that there is a complete system of after-care carried out by a Committee of Guardians, by an after-care worker, by the paid staff of the Association and through the central office itself. These workers keep in touch with women who have been found employment, and visit those in homes and hospitals. As a previous quotation has shown, women who return to their homes are supervised; known prostitutes committed to prison are visited, supervised on their discharge and assisted in finding work. The rescue home has a club for its former inmates where they can come at any time for rest and recreation.

*Results attained and Difficulties encountered.*

The Association admits the difficulties of rehabilitation, caused sometimes by the unfavourable environment in which many of the women were brought up; at other times

by their mental abnormality, by their ill-health or lack of experience of any trade or occupation, which makes it hard to find them employment. It states also that the work is hampered by the necessity of economising and that, with more money, more thorough and far-reaching work could be done. But, on the whole, its experience does not lead it to despair of the possibility of rehabilitation. The United Kingdom report says :

“ The results have, on the whole, been satisfactory, having regard to the difficulties inherent in the work. Usually Jewish girls do not remain long on the streets. In most instances, they have been reclaimed, with the exception of some of very low mentality, and many have married satisfactorily.”

This statement may be compared with the case sheets sent by the same branch in answer to the third part of the questionnaire. They show that, of nineteen prostitutes assisted, six were working steadily and living respectably at the time when the report was written; one other was believed to have reformed. Of the rest, one was known to be leading an irregular life and four were believed to be doing so; one was in a mental hospital; one was attending a psychiatric clinic, and the fate of five was unknown. Of the fourteen prostitutes in the Argentine list whose careers were followed, two were handed over to other agencies and institutions, three returned to Europe. Two were said to be physical wrecks from venereal disease; one of these was receiving food and lodging in return for small services. One had died of venereal disease, and five had continued to live as prostitutes.

### (c) OTHER VOLUNTARY ORGANISATIONS

The action of officials and of large international organisations is supplemented by that of the smaller voluntary associations. There are associations of this kind, sometimes a great many of them, in practically every country which replied to the questionnaire. Although none deal



exclusively with the rehabilitation of prostitutes, to a certain extent, their work is specialised. Some are societies for moral welfare, others aim at the suppression of traffic in women, at protecting girls and young women, at assisting women prisoners and so on. In Germany and the United Kingdom, associations are said to specialise in either rescue or preventive work; the reply from Bombay states that the agencies are specialised because institutions for general social welfare do not like to take part in this work for fear of arousing public criticism. It should be added, though, that some replies mention associations whose aim is the relief of general poverty and distress.

By far the greater part of the work of these voluntary associations is financed by gifts and subscriptions from private individuals. In about a third of the countries for which information is given, the voluntary organisations mentioned are said to receive no public grant at all; in most of the remainder they receive a small State or local subsidy. Only two countries mention societies which receive a considerable grant. They are the Prisoners' Aid Society in Denmark and half a dozen welfare organisations in Poland which do rehabilitation work.

Co-operation between the societies in each country seems usually to be quite well established on the practical side; in such matters, that is to say, as notifying and exchanging cases, and arranging after-care. Only in some Indian provinces is there said to be little co-ordination. The replies from both the United States of America and Norway state that, in some large towns, the social agencies maintain a central clearing office for registering cases and exchanging information. In Italy, the work of all societies which provide assistance of any kind to mothers and children is co-ordinated by the National Institution for Motherhood and Childhood, a State organisation which has set up federations of societies in each province. Federations of societies have also been formed in some parts of the United Kingdom.

Co-operation for the exchange of experience and the discussion of new methods and theories seems to be less customary. Usually only the various branches of one society appear to work together in this way. However, in the Netherlands, twenty-three public and private organisations from all over the country meet four times a year in Utrecht to discuss common problems, and a reply from Germany states that there are joint meetings and conferences and that publications are exchanged.

*Methods employed.*

The descriptions of the work done and the methods employed show that, faced with the same problem, these associations have tried to solve it in similar ways. Their primary aims are to place the women they wish to help in suitable surroundings (either by sending them home or by providing accommodation in a hostel or home) and to help them to earn their living by finding them work and occasionally by giving them vocational training. A good many societies also continue to assist and befriend the women as long as is necessary; a few attempt to find them facilities for recreation. Because of this similarity of method, to give separate accounts of the work done in each country would involve much repetition. Typical methods of work will therefore be described and exceptions to the general rule will be pointed out.

It has been said that social workers usually try to find a suitable environment for the prostitutes they wish to help. Usually the workers who investigate the case find out whether the woman and her family are willing for her to return home and whether the home is suitable. A return home has two advantages; it removes the women from their previous surroundings, and it provides them with shelter and security and in most cases brings them in contact with people who care for them and take an interest

in them. On the other hand, there are obvious dangers unless preliminary enquiries are made. A few associations in the United Kingdom consider it better not to return a prostitute to her home and friends for fear of her resuming bad associations and taking up her former life again; the reply from Bombay states that generally the girls have been ruined through the carelessness of their parents and occasionally with their connivance. A Catholic Welfare Association in Germany remarks that, in more serious cases, merely to return the girl to her family is not sufficient.

The reports of the associations show that quite a number of girls and women are in fact sent back to their families. Probably most of these are minors or young women who had not left home long. A reply from Uruguay mentions that often parents do not want to take their daughters back. The same remark is made in the Bombay reply, but it adds that up-country girls are usually sent back to their native place.

The societies themselves may undertake to provide for the women who do not return home. Many associations have refuge homes of their own; the White Cross society in Latvia, for example, has a home where women are given board and lodging and provided with clothes; an association in Denmark runs a home where prostitutes handed over by the police are lodged temporarily until work can be found for them; the Hungarian National Committee for the suppression of traffic has a hostel where girls who accept assistance live for a time. The societies which cannot offer shelter themselves are generally able to arrange for women to be sent to a public institution or to a home run by some larger association like the Salvation Army or the Federation for Aid to Young Women. Most of these homes, however—apart from proper rehabilitation institutions—only take women for a limited time. They give them no vocational training, nor do they keep them once they have found work.

### *Hostels.*

Hostels which provide board and lodging and some supervision for women who go out to work by day seem to be comparatively rare. A reply from the International Union of Catholic Women's Leagues describes one in Belgium which is open to women leaving prison or a " Good Shepherd " convent. Every inmate must be able to earn her own living. The women are given training in domestic work and employment is sought for them. If they find work, a small amount is deducted from their wages for board and lodging, and, outside their working hours, they help with the housework. Since its foundation, 415 women of all denominations have passed through the hostel. The number of successful cases is estimated at 60%. In Germany, there are hostels run by the Catholic Welfare Association where women can stay for an unlimited period. Hostels for working girls are mentioned in the replies from the United States of America and the Netherlands, but prostitutes seem rarely to be sent to them. In both Warsaw and Dublin, there is said to be one hostel, run by a voluntary association, where former prostitutes can live. In the Dublin hostel, the women are kept free of charge and are given vocational training. The United Kingdom reply states that hostels for working girls exist in the large towns but that not all are willing to accept former prostitutes. Greater provision has been made recently. The hostels in India seem to be chiefly for Anglo-Indians and Europeans. One society in Mysore, which had experimented in using part of its home as a hostel, said that this system was impossible in India since no responsibility could be taken for women travelling to and from work. It adds, however, that a separate hostel might be successful. There are a few temporary hostels in France, where women can remain for a few weeks or a month at the most.

On the whole, the replies show that, although there is no shortage of homes and refuges which give temporary shelter, the hostel system has not yet been developed very fully. There do not seem to be many voluntary societies which run hostels where former prostitutes can live cheaply—or freely for a time—where they can be given some supervision and helped to find work. The Belgian reply quoted above remarks that there are still too few hostels; in Bengal, hostels are said to be badly needed for the socially ostracised and the untouchables, and, in the United Kingdom, a recent official pamphlet on the probation service states that “there is still a lack of hostel accommodation for young men and women, and a need for greater classification according to age”.

#### *Employment.*

Through labour exchanges and through the activities of their own workers, the associations attempt to find the women employment. From the answers which give information on this point, it appears that nearly always the employment offered is domestic service of some kind, and that, when vocational training is given in homes and hostels, it is usually in laundering and housework. The explanation lies, of course, partly in the demand for domestic servants, partly in the fact that the work is not highly skilled and that many of the women have worked as servants before. To teach them any other trade would require more time and money and at the same time their chances of obtaining employment would be less. The advantages and drawbacks of this situation will not be examined here, since they are discussed in a later chapter.

#### *After-care.*

There are differences in the amount and nature of the after-care which associations give to the women who have passed through their hands. Either because it demands

time and money and a constant and close association with other organisations, or because some social workers feel that the women should be able to start their new life without constant reminders of their past, the systematic following-up of every case is rare. Nevertheless, the Katholische Fürsorgeverein in Germany states that primary importance is attached to after-care, which is arranged through the social workers in the locality. In the United Kingdom, the more active organisations have established a system of regular visiting, but this is said to be still exceptional.

It is more common to read that after-care is given where possible, or when the society in question has a branch or a worker in the district. Some societies notify the local clergy or missionary. Others keep up a correspondence with the women they have helped. A few state that supervision is rarely or never carried out.

Some of the societies which object to after-care on principle—as well as others which do, in fact, carry out supervision—have another way of keeping in touch with the women they have assisted. They invite them to return to the home or hostel in their spare time, during week-ends or holidays. Some societies have turned part of their buildings into a club for former inmates. Apart from this, very little is said about providing the women who have left with facilities for recreation. Only a reply from Germany states that when young women are sent home, they are encouraged to join some youth organisation or club.

Besides the organisations for rescue work in general, there are others which limit their activities to a certain class of women; court missions, voluntary probation services, prisoners' aid societies and homes for unmarried mothers. Court missions established by the churches are mentioned in the replies from Scotland and Canada. Their representatives are present at the courts and offer shelter and assistance to prostitutes who appear before them.

In the Netherlands, the work of supervising and befriending persons placed on probation by the courts is handed over to a voluntary society. This society receives a Government grant and must report to the authorities on each case entrusted to it. Rather the same system is followed in Belgium, where probation officers are voluntary workers nominated by the courts; in places where the work is heavy they may be paid a salary by the court, but they are never considered to be public officials. In France, societies have been formed with the special object of keeping in touch with girls on probation, but they seem only to help girls who are still minors. There is, however, an assistant of the Service social à l'Hôpital attached to the Police Prefecture in Paris, who offers help to all prostitutes brought to the Prefecture. The work of the Service social, whose chief aim is to assist patients at clinics and hospitals, is described in another report in this series.<sup>1</sup>

Some replies mention that help is given to prostitutes by prisoners' aid societies, whose workers visit prisoners and try to find them work on their discharge. The Belgian reply states that most of these societies are only interested in the rehabilitation of minors, but that the Bruges assistance committee makes great efforts to train prostitutes and other women leaving workhouses or State refuge homes, where they have been detained by order of the courts. The United Kingdom reply mentions the help given by prisoners' aid societies; it adds, however, that convicted prostitutes are usually offered the alternatives of a fine or imprisonment for one or two weeks. Even those who go to prison do not therefore remain long enough for the social workers to make any impression. In any case, they are said usually to refuse all assistance.

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<sup>1</sup> "Social Services and Venereal Disease" (document C.6.M.5. 1938.IV).

### *Homes for Unmarried Mothers.*

In the opinion of some authorities, the most interesting rehabilitation work is now being carried out by the homes for unmarried mothers. Many of these homes run by voluntary societies take care of mother and child for a considerable time after confinement; they also teach the women how to look after children; they arrange marriages or assist in obtaining affiliation orders; they help the women to find employment when they leave and, if necessary, make arrangements for the children to be boarded out with private families, adopted or placed in institutions.

Several institutions state that it is now their policy whenever possible to prevent the mothers and children being separated. Some allow the women to leave their children in the home while they go out to daily work, others have started day nurseries where the children can be left during the day. In Roumania, women leaving the maternity hospitals can be admitted to special *crèches*, where they are required to feed and nurse another child as well as their own until it is two years old.

Annual reports from homes for unmarried mothers were included in the reply from the United Kingdom. They show varying conditions of admittance; some are only for women of a certain religious faith, but many are undenominational; one is especially for domestic servants, another for girls of the professional or educated classes. Some only accept women for the birth of their first child; many require a certificate showing that the woman has no infectious disease. An extract from the report of a typical home is given below :

“ The home exists and is worked in the interests of poor, young, unmarried mothers of any denomination, to save them from further danger and to help them, by means of moral and spiritual influences, to make a fresh start in life. They are taught how to



bring up their babies and are assisted to get suitable employment. The home is supervised by the Superintendent, who is a skilled nurse, and she has one assistant."

It is said that the home accommodates twelve mothers and their children. During the year 1933, nineteen were admitted and thirteen discharged. Of those who left, three women and their children returned to relatives; six went into service, their children being placed with foster-mothers; two were happily married and two were placed in a home for a further period of training. The women work in the home till the baby is nine months old; then they go out to daily work. The report states that most of the women who have left have proved satisfactory. "They work well, pay the foster-mothers regularly, take out their babies in their off-duty time, and bring them home to Viewfield" (the home in question).

The day-servants' hostel in London admits women after their confinement; they can remain in the hostel for three years, going out to daily work. An entrance fee is charged but the women are paid for the work they do in the hostel. They contribute from their pay towards the maintenance of their child. This hostel takes fifteen women and children. Most of the homes from which reports were sent were fairly small and took from ten to twenty women.

One experienced society wrote that hostels of this kind cannot be self-supporting :

"A staff of trained workers must be provided, and the mothers whose earnings are comparatively small are unable to pay very much towards the expenses of the home. Hostels provide an excellent method of bringing an unmarried mother back gradually into normal life and their possibilities should be further explored. So far, no scheme has been formulated in this country under which several mothers might live together unsupervised in an ordinary house and be self-supporting as a community, but this is an experiment which would be of great interest."

The reply from the United Kingdom also mentions one organisation which has an employment agency for finding

situations for unmarried mothers with their children. The usual practice is, however, to find a foster-mother and for the mother to pay something towards the keep of her child. The reply states that " a good foster-mother, who will befriend the mother and welcome her to her house can be an important factor in rehabilitation ". One child welfare organisation has a fund for supplementing payments to the foster-mother.

Some associations consider that there is a tendency to offer too much institutional and not enough legal help to unmarried mothers. Legal help is often needed to obtain an affiliation order. Some of the replies of societies in the United Kingdom expressed the opinion that local authorities could give great assistance by making more use of their powers to grant financial help. In Italy, all unmarried mothers are said to be entitled to a Government grant until their child is 14 years old.

### *Individual Help.*

The preceding pages have described the part played by the large international organisations, by smaller societies for rescue work and by other societies with more specialised aims. But one attempt to rehabilitate prostitutes through individual help has not yet been described; it is so different from the others that it deserves a place to itself. This attempt is described in the Netherlands reply to the questionnaire and also in a report by a correspondent member of the Advisory Committee on Social Questions in 1938. Part of this report is reproduced below :

" Another method of rehabilitation which is difficult to apply but which has produced excellent results has been brought to our notice.

" This method has been applied by Madame H., a middle-aged lady, living in a large town, who gained experience as head of a temporary hostel for women passing through the town, where she

came to learn the needs of prostitutes and to care for these unfortunate women. Madame H. lives in a small house in a street of ill repute. She got into touch with prostitutes by taking them illustrated papers, pamphlets and books, inviting them to come and see her for a cup of tea or coffee or to spend a pleasant evening with her. She goes into houses of ill fame, speaks quite openly to the inmates, looks after them when they are ill, and offers them hospitality.

“ For the first year or two, her efforts appeared to be meeting with no success, but gradually, thanks to her goodness and untiring perseverance, she succeeded in winning the confidence of several prostitutes, and among those whose lives she has helped to change she now has friends who, like her, are endeavouring to save others. She has a meeting of these reformed women once a month; these meetings are attended by from two to three hundred persons. She has no telephone, office or administrative organisation; she merely takes a few notes on difficult cases for her own information.

“ The small sum of 8.50 florins a week suffices for her personal needs : her *protégées* know this, and can see for themselves the frugal and simple way in which she lives. She can therefore say quite sincerely that money plays no part in her work. The prostitutes know that she gives them all she has, and she is herself convinced that larger resources would only hamper her work. The love of her fellow-creatures, the gift of her whole self and the example of a simple and irreproachable life are enough.

“ Madame H. herself says that this method could not be applied by anyone working for money. She regards it as a vocation which calls for complete independence on the part of the worker.”<sup>1</sup>

### (iii) EXTENT TO WHICH PUBLIC MONEY IS AVAILABLE FOR REHABILITATION

The State or the public authorities in most countries do not consider rehabilitation as a matter for which they should assume responsibility. There are several reasons for this. In some countries, no official notice is taken of

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<sup>1</sup> From a report sent in 1938 by the International Union of Catholic Women's Leagues, to the Advisory Committee on Social Questions.

prostitution; even in the countries where it is tolerated, supervised or in some way licensed, prostitution is looked upon as a regrettable social phenomenon but not as an offence. The authorities do not therefore occupy themselves with prostitution as they do with recognised social evils such as slums or social diseases like tuberculosis or syphilis. Official action is chiefly concentrated on the health or police aspect of prostitution, or on the fight against third party exploitation of prostitution. The prostitute, as a prostitute, is not regarded as a subject for public care. Moreover, prostitution hardly ever constitutes a social phenomenon of such magnitude that any organised measures are considered by the authorities.

It is therefore comprehensible that most countries have not felt the necessity of making provision for the rehabilitation of adult prostitutes out of public money. The French answer states, for instance: "Public assistance institutions do little for the rehabilitation of adult prostitutes, and neither the departments nor the communes receive special grants for the rehabilitation of prostitutes. In practice, the public authorities rely upon private rehabilitation organisations." Most answers state or imply that there are no special institutions to assist adult prostitutes, financed out of public funds, nor any credits in the State budget for this purpose.

A very few countries state that institutions for the rehabilitation of prostitutes are financed out of public funds, but do not state clearly whether, as seems probable, these institutions are for minors only. The Union of Soviet Socialist Republics, where the homes for prostitutes are public institutions, does not consider its prophylactoria as State institutions in the strict sense of the word. The necessary credits are, however, derived from the means at the disposal of the social insurance and public health authorities. These credits are only important when the homes and workshops are first established; later on, the

workshops make a profit and the prophylactoria become self-supporting. Nevertheless, they enjoy various facilities for acquiring raw materials; they obtain the necessary buildings free of charge and they pay no tax on the products of their workshops.

While it is rare for public money to be used directly for rehabilitation, in most countries, it is available indirectly in two ways: through public subsistence grants and through subsidies to voluntary organisations.

### *Use of Public Subsistence Grants in Rehabilitation.*

Prostitutes can obtain admission to public assistance institutions or receive help in money or goods "because they are destitute and not because they are prostitutes", as the United Kingdom report puts it.

The Scottish reply describes a situation which, *mutatis mutandis*, probably exists in other countries:

"The statutory function of the public assessment authority is to relieve destitution. Relief may be granted either by way of outdoor relief—*i.e.*, payment of aliment (almost always in cash) or by admission to a public assistance institution. It is only when destitution arises that application for public assistance is made.

"With regard to the question whether public assistance grants are available to enable prostitutes to give up their mode of life, public assistance officers who have been consulted state that a professional prostitute rarely applies for public assistance. In the opinion of the department, however, authorities should be prepared to grant outdoor assistance to a woman who genuinely desires to break with her former life and associations.

"A common type with which the local authorities have to deal is the promiscuous woman who normally supports herself by some occupation—*e.g.*, the agricultural worker, the factory worker, the domestic servant. If the woman becomes pregnant, she has to give up her employment when pregnancy is advanced, and if she has no other means of support or relatives who could support her, she becomes destitute and applies for public assistance. Cases of this kind are fairly numerous.

“ The public assistance authorities themselves do not appear to have any special arrangements for after-care and rehabilitation. As stated, their statutory function ceases when destitution no longer exists. Further, the women cannot be detained in an institution. The work of after-care and rehabilitation seems to be left mainly to the voluntary associations. From enquiries made, however, it appears that the authorities willingly assist these women, especially young women who have no employment, to re-establish themselves either by finding employment for them or by arranging for them to receive training for some occupation. In this work, the authorities are often helped by voluntary organisations.”

The reply from the United Kingdom states further : “ The grant of domiciliary relief would probably be discouraged, in accordance with the principle laid down in more than one official circular that such relief should not be applied to subsidise disease or immorality ”. In Denmark, on the other hand, Dr. Kemp states that, during the economic depression, practically everyone who applied, whether insured or not, was given modest financial help. A number of prostitutes filed a request for help and received it. He adds, though, that later, when changes were introduced in the system, the authorities became rather stricter with non-insured persons. At Amsterdam, the public assistance services co-operate with a voluntary organisation which assists prostitutes. Former prostitutes who refuse to go into a home are kept under supervision by the organisation and receive public relief. On this point, the Canadian reply is interesting. It states that, through the development of unemployment relief in Canada, many prostitutes have obtained public sustenance grants.

“ Where they are granted without due supervision, it is obvious that there is grave danger, but where adequate social work procedure is associated with the granting of such aid, it would appear that social re-establishment could be effected with a large number, especially of the younger women.”

The function of public assistance seems in fact to be to make rehabilitation possible by reducing the pressure of

poverty, unemployment and disability and by giving medical treatment. It provides a foundation on which measures of rehabilitation can build, but it must be remembered that public assistance can only be given as long as the women are actually destitute.

The Estonian reply mentions another way in which public assistance grants are indirectly available for rehabilitation—viz., through adult women being placed compulsory in institutions financed out of public funds and primarily intended for the re-education or re-adaptation of minors. This is not common, for the legislation in most countries excludes the compulsory placing of adults in institutions, but it is possible in most of the Scandinavian countries, where prostitution is dealt with under Vagrancy Acts. The Swedish report states: "Any person who does not do his or her best to earn an honest livelihood or who lives in such a way as to endanger public order and morality, may, after receiving at least one warning, be sentenced to confinement in a labour home. However, only those prostitutes whose mode of living is regarded as constituting a social menace are subject to the measure of rehabilitation which confinement in a labour home in its present form is intended to be. Up to 1921, such rehabilitation was essentially penal in character, but, since that year, it has been carried out solely with a view to the education and vocational training of the inmates."

Another example of an interesting form of support through public funds is described in the reply from a voluntary organisation in Uruguay.<sup>1</sup> This organisation has recently started a laundry in order to give work to the prostitutes who apply to it for help. The laundry does the washing for a nursery home run by the Minister of Health.

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<sup>1</sup> From the reply sent by the Uruguayan branch of the International Bureau for the Suppression of Traffic in Women and Children.

*Subsidies to Voluntary Organisations.*

As has been said above, the authorities leave rehabilitation work almost entirely to voluntary organisations. Moreover, it is extremely rare for a voluntary organisation to receive a State subsidy, especially for its rehabilitation work. Some organisations receive grants from the State or, more frequently, from municipal and local authorities for assistance to unmarried mothers, for the treatment of venereal disease, and so on. As in the case of State subsistence grants, prostitutes benefit from these subsidies indirectly, not because they are prostitutes, but because they fall within one or other category of those whom the society exists to relieve. The account of the Federation for Aid to Young Women mentioned that the society made frequent use of State grants for the repatriation of foreign unemployed workers.

Reports from Australia, Belgium, the United Kingdom, India, Italy, Japan, the Netherlands, Poland, Roumania, some of the Scandinavian countries, Switzerland and Uruguay give information on subsidies to voluntary organisations which help prostitutes. The amount of the subsidies is rarely given. The Australian report, however, states that, during the financial year June 1935-June 1936, the following Government grants were made by the Queensland Government: Salvation Army, £A350; Magdalen Asylum, £A75; Convent of the " Good Shepherd ", £A100. The report adds that " the whole amount was indirectly available for rehabilitation work ". At Bombay, in 1935-36, private associations interested in social welfare work received grants amounting to 23,410 rupees. Latvia reports that the White Cross organisation, which deals with rehabilitation, receives annually a Government grant of 1,000 lats. The municipality of Riga gives an annual subsidy of 3,000 lats and moreover places gratuitously at the disposal of the organisation a dispensary in one



of the buildings of the Municipal Hospital of Riga. Similar dispensaries are being put at the disposal of the society in other towns in Latvia. These figures suggest that only fairly small sums are granted to voluntary organisations for these purposes.

In some countries, voluntary work of this kind is carried out almost entirely by private subscription. This is true, for instance, of Denmark and the United States of America.

As a general rule, the expenses of religious organisations specially concerned with rehabilitation are borne by the congregations or organisations themselves, but, in some countries, the " Good Shepherd " institutions receive State grants. The Salvation Army enjoys quite a privileged position, especially in the Far East, where it holds a practical monopoly in assistance to adult women. It is frequently subsidised by Governments (Netherlands Indies and India), and usually works in close collaboration with the local authorities.

#### (iv) STEPS TAKEN WHEN LICENSED HOUSES WERE CLOSED

In most of the countries which abolished licensed houses during the second half of the nineteenth century or the first decade of the twentieth, the need for organised action to assist the women who had lived in brothels does not seem to have been felt. The general opinion was that most of them would remain prostitutes, and that no efforts to change their lives would have much chance of success. It was considered more important to remove one artificial stimulus to the recruitment of prostitutes by closing licensed houses. The report from the United States of America shows, however, what was done under favourable conditions. When " the policy of law enforcement against such houses was about to be inaugurated or revived, because of an aroused public opinion, social organisations and individuals have offered to find legitimate work for or to assist the inmates of the houses to be closed ". These offers, however, were

rarely accepted. "Professional prostitutes . . . have not generally sought or accepted voluntarily at any time offers of social assistance or rehabilitation."

In other countries, the closing of licensed houses was accompanied by legislation which indirectly affected the situation. Thus in England, the age of consent was raised and severe laws were passed against *souteneurs*. Apart from this, the authorities concentrated their efforts on preventing the women who left licensed houses from crowding the streets and becoming a public nuisance.

The end of the world war marked a new and striking increase in the number of countries which had abolished the licensed-house system. In some countries, no special measures accompanied the closing of the brothels.<sup>1</sup> Other countries give interesting details which show that the authorities were chiefly concerned with three problems—public order, public health and, to a lesser degree, rehabilitation. Measures for rehabilitation were nearly always undertaken in collaboration with, or exclusively by, voluntary organisations. An example of how authorities are able to proceed systematically in this field is given by a report on experiences in the Straits Settlements and the Federated Malay States, where tolerated brothels were closed between 1929 and 1931.

"In each administration, long notice was given that steps would be taken to compel the closing of brothels. The first step was taken in March 1927, when the Secretary for Chinese Affairs, Hong-Kong, was advised that, in future, no professional prostitutes would be allowed to land at Malayan ports. Keepers of brothels were informed at the same time that this was the first stage towards the eventual suppression of brothels. Malaya's position was eased greatly by the fact that the inmates of the tolerated brothels were, almost without exception, aliens, being women from the Kwangtung province of China. The stoppage of the supply of new recruits to brothels soon began to have an

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<sup>1</sup> Belgium (Brussels and Antwerp), India (Bombay), Bulgaria, Denmark, Estonia, Latvia and Norway.

effect, the prostitutes in the brothels diminishing and the keepers of many brothels finding, in consequence, that it no longer paid to run them.

“ The next step was the enactment of women and girls’ protection legislation on modern lines, making the keeping of a brothel an offence. Once this had been done in the various administrations, it remained only to give final notice to the brothel-keepers and prostitutes that by a certain date the brothels must be closed. In every case, this order was obeyed. From the time when final notice was given, prostitutes left the brothels in increasing numbers. Some of them returned to China, where there would be no legal obstacle to their continuing prostitution. Some moved to other premises in the same or another town in Malaya, where they attempted clandestine prostitution with greater or less success. Others turned to the work of sempstresses or washerwomen. Others entered upon an irregular union with a favourite client. Those who were left in the brothels at the closing date were relatively few in number and they betook themselves to the same occupation as those who left earlier. Asylum in the rescue homes run in each big town was offered to them all, but the number that took advantage of it was negligible. Sullen opposition to the ways of an interfering Government was the prevailing attitude of mind, and they did not welcome offers from Government sources to ease their transition to another manner of life and, apart from the Government, no association or organisation interested itself in their fate.”

On a smaller scale and in a different manner, action was taken in a number of the French towns which abolished tolerated brothels. At Strasburg, for instance, on the closing of the tolerated brothels, prostitutes were informed by the Public Morals Service that they could apply to the assistant woman police officer, who would help them as far as possible. Only three presented themselves, and of these only one consented voluntarily to spend a year in a rehabilitation establishment. In some towns, the majority of women released from tolerated brothels frequent houses of prostitution known as *maisons de rendez-vous*. By this is meant establishments to which women are attached who do not live there but who go there more or less habitually for a certain length of time.

The Chinese report gives an outline of measures provided for the time when the closing of brothels is likely to be carried out. For women who have become prostitutes in consequence of poverty, measures will be taken so as to enable them to earn a normal living. "For those who were seduced and sold into brothels . . . the offenders shall be dealt with according to law and the prostitute or prostitutes concerned shall be entrusted to the public assistance institutions. Furthermore, the local authorities shall, by co-operating with philanthropic societies, raise funds for the establishment of various handicraft workshops in order to accommodate unemployed and poverty-stricken women so that they can earn a living."

Two European countries (Poland and Roumania) state that, at the time of the closing of licensed houses, any prostitutes who wished henceforth to lead a normal life were placed in institutions by voluntary organisations; in one country (Yugoslavia), prostitutes were sent to their communes of origin.

It appears from the answers that, in the majority of countries, it was not felt necessary to make large-scale arrangements to assist prostitutes when licensed houses were closed. Authorities were chiefly interested in the repercussions on health and on public order. It fell on the voluntary organisations to take care of the individual prostitutes, and it was generally found that only a few prostitutes availed themselves of the opportunities offered.

#### (v) RESULTS OBTAINED BY THESE FORMS OF ASSISTANCE

Reading the accounts of these different forms in which assistance is given to prostitutes outside institutions, the questions which inevitably arise are, what results do they achieve and what are the opinions of social workers on the respective merits of institutional treatment and outside help? The first question is unfortunately difficult to answer : many replies give only the results obtained by

institutions; others state general results without distinguishing between the various methods of assistance. Nevertheless, the answers which do give this information make an interesting comparison.

The Brussels re-adaptation office states frankly that its individual social measures have failed :

“ Some of the women for whom employment has been found left this employment voluntarily after a few days. . . . Others agreed to leave the large towns and return to their villages, but after a time their presence was again reported in Brussels. The only satisfactory case is that of a young woman who, after engaging in a life of prostitution, found a husband.”

It has already been mentioned that the Antwerp office closed its prostitutes section because the results were insignificant. The Belgian reply states that, generally speaking, the efforts have failed or success has been very doubtful; some satisfactory results have been achieved, however, often through the women getting married.

This opinion must be set beside the experience of the Federation for Aid to Young Women and the Jewish Association. Neither of these is unhopeful of the possibility of rehabilitation through individual assistance, and the results of the Jewish Association's work show that quite a fair proportion of the women it has assisted have, in fact, changed their way of living.

The success achieved by the Heidelberg police welfare worker will also be remembered. She, of course, made use of institutions and considers them of great importance in re-educating professional prostitutes. But, at the same time, a great deal of her work consisted in giving outside help, and she believes that “ nothing but constant care for each individual prostitute can afford any prospect of success ”. Part of her account illustrates the effect which welfare work of this kind can have. She is speaking of a prostitute who came to her for help and who had formerly been employed by a firm at Stuttgart.

“The testimonial which she had received from the firm had naturally been lost. I wrote for a duplicate, which the firm sent me. It was a truly unforgettable experience to see the girl's delight over this reference. Radiant as a child, she kept looking at me and at the clean piece of paper as though she had recovered a lost treasure which would open for her the way into a new life. And as if all that was good in her had been awakened, she told me once more how she had come to her former life and how much she regretted it. ‘I'd rather starve than go back to that,’ was how she ended.”

The United Kingdom reply gives figures showing the later careers of the women and girls who in the year 1930 received help from twenty outside workers in London. During the three subsequent years, twenty-five of the women became prostitutes, 155 had another illegitimate child, 231 were married, 664 returned to their home or friends, 1,511 were self-supporting or had intermittent employment, 528 were lost sight of. The joint figures from sixteen refuge homes showed proportionately about the same results.

The answers from both the United States of America and the United Kingdom throw some light on the results obtained by the probation service. A study of the careers of 500 women released from a large reformatory in the United States was not encouraging; the reply mentions this and adds: “Better results, on the whole, have probably been obtained by probation, though complete information on this point, which would make possible an accurate comparison, is not available.” The United Kingdom case sheets sent in reply to the third part of the questionnaire show a large number of women assisted on their first conviction by a probation officer. Many accepted help but later left the work found for them; others had been convicted too recently for it to be possible to judge results. A few women, however, obviously benefited from the probation officer's assistance. One of the Manchester case sheets may be quoted. It describes a married woman

who left her husband because he ill-treated her. At one time when she was destitute, she stole some clothes and was sent to prison. When she came out, she asked her husband to take her back. He would not, so she became a prostitute. At her first conviction she was placed on probation, sent to a shelter for a short time, and then found work in a hospital. She was said to be working well.

In another case, a woman left with a small child took to prostitution to keep herself and pay a foster-mother. She was convicted and placed on probation. An arrangement was made with the father of the child to pay her weekly allowance, and the report states that she was extremely glad to give up the life.

The second question which it would be interesting to answer is, what do social workers themselves think of the merits of individual assistance as compared with institutional treatment? The replies which deal with this point show that, on the whole, with adult professional prostitutes, a period of re-education in an institution is considered the most likely to succeed. But it is admitted that much depends on the character of the institution and that most prostitutes are reluctant to enter them. A German social agency states, in fact: "We are faced with the dilemma—quite apart from the question of cost—that, on the one hand, the prostitutes themselves are loath to bind themselves to a stay of one or two years in an institution, while, on the other hand, their immediate return to civic life (possibly with the aid of the public welfare organisation) is not practicable".

But not all the replies judge individual assistance unfavourably. An association in the Netherlands states that each case must be dealt with individually and it is not possible to say that one method is superior to another. Most of the women assisted are left in normal surroundings. No one is placed in an institution unless this is absolutely necessary. A society in Egypt states that, on the whole,

it seems better to offer outside work than to attempt to make the women enter homes. A paragraph from the Canadian reply must also be quoted. It runs as follows :

“ Throughout most of the replies received in Canada recurs the point that considerable success has attended the efforts of such organisations as the John Howard Society, Prison Gate Missions, etc., whose approach is based not on institutional care alone, but on sending qualified, experienced workers to get in touch with each woman, to attempt to obtain her confidence and then to work out with her individually in the community where she will have to make her way, special care, placement, supervision and gradual re-establishment. One of the unusual features experienced in the enquiry was the spontaneous tribute offered by several police departments to the excellent co-operation and results accruing from the intensive individual work of qualified social workers attached to various agencies. . . . Of course, such methods would be applicable only to a certain percentage of these women. It is not a question of individual service in the community *versus* institutional care; it is a question of the effective combination of both.”

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## GENERAL PRINCIPLES

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### (i) AGE AND REHABILITATION

Only a few answers from Governments and voluntary organisations touch on the relation between age and the possibility of rehabilitation. Most of the opinions given, from whatever country they come, state that it is with young women that training and re-education are most likely to succeed. They often add that the less time a woman has practised prostitution, the easier it is for her to change her way of life.

Below are given some answers on this point from countries with very different social, economic and climatic conditions.

The report from Bulgaria states :

“ It has been observed that, within the first two years, prostitutes are still capable of abandoning their profession in favour of normal employment. In a general way, a young prostitute, who has engaged in this degrading trade for a few months only, is ready to change her means of livelihood if she is offered well-paid and not too exacting employment. Once that initial period has passed, those women who have been able to adapt themselves to the life and earn a living at it easily, hesitate before they give up prostitution. It is only after the second year, when they have been able to estimate the risks and disadvantages of the profession and, above all, when they find their health endangered, that they show signs of repentance, and will accept any work, even if not well paid, provided it is permanent.”

In Hong-Kong and Malaya :

“ Experience shows that success in rehabilitating Chinese prostitutes depends very largely on their being committed to the

rescue when they are young and when they have had but a short time as a prostitute. Great difficulty is experienced with older girls."

This is in fact the point of view shared by nearly all the authorities, denominational organisations and social workers who touch on this point. The striking exception is the opinion held by Mme. Avril de Sainte Croix. In a report submitted to the Advisory Committee on Social Questions in 1937, she said :

" It has been maintained that the rehabilitation of a prostitute is particularly easy in the case of young girls, while in the case of women of full age who have led an immoral life for years, this rehabilitation is almost impossible. This is a superficial judgment which is not borne out by experience. While in the case of women above a certain age, the habit of idleness, the immoderate use of alcohol and narcotics and the morbid development of sensuality make it difficult to reverse the tendency, it is, I think, often easier to achieve a good result with a prostitute between 20 and 30, for example, than with a prostitute under age. At this stage in their lives, these poor women often experience a feeling of discouragement, a disgust of life, and a weakening in their powers of resistance, and at this turning-point, if they do not find the necessary support to bring them out of their sad situation, they may become the prey of final degradation, alcoholism or unnatural vice. They have lost their early illusions and no longer believe in the future of luxury and pleasure which the young girls still hope for. The physical element plays as big a part in this disgust as the moral element, or even more."

(ii) TYPES OF WORK FOR WHICH PROSTITUTES  
SHOULD BE TRAINED

It was evident from the outset that the answers to the question regarding the most suitable work for rehabilitated prostitutes would vary according to the social structure, the traditions and the geographical position of the country. Some replies distinguish, too, between the types of work suitable for women of different ages and, in fact,

there is hardly any part of the enquiry in which the answers are so varied or so conflicting.

According to most of the answers, domestic work is still considered the most suitable for former prostitutes, or even if not the most suitable, the only type of employment which they are likely to find. Its advantages lie in the fact that, in nearly all countries, there is a shortage of domestic workers, and this work therefore offers the best chances for placing persons who have had no special professional training. Many prostitutes have previously done domestic work. It is therefore argued—though this is contested in some replies—that it would be to their advantage to return to a familiar occupation. Moreover, household work offers board and lodging and is one of the occupations for women which definitely enable them to be self-supporting.

Against these arguments there is a growing body of opinion coming from countries with varying social conditions. The report from the United Kingdom, for instance, states that domestic service is probably quite unsuitable, especially if it is residential, as the women dislike its loneliness, the early rising and close supervision by the mistress. The Czecho-Slovak reply states that most of the women "resent the restriction entailed by this type of work". The French answer is even more emphatic, stating that "to insist on making general servants out of prostitutes and to force them into an occupation which they have usually left because they dislike it is a gross error". It must be remembered, too, that a strikingly high proportion of prostitutes originally worked as domestic servants, and the fact that they found the work uncongenial may have been a contributory cause of their prostitution. The fact remains, however, that the great majority of countries still either consider domestic service suitable or train women for it because it offers them their greatest chance of employment.

Apart from domestic work, manual work in general is

recommended by a number of other countries. The Greek report states that manual work is "the only sort of work for which in most cases their character, their degree of instruction and their general mentality suits them". The Roumanian answer adopts a similar attitude. Among the different types of manual work enumerated, laundry work still figures on the list of recommended activities, but it has long ceased to be at the top of the list.

Some twenty or thirty years ago, laundry work was the standard occupation for which institutions and organisations thought prostitutes suitable, but this is no longer so. Mrs. Booth,<sup>1</sup> referring to the experience of the Salvation Army as far as laundry work is concerned, says that in her early days she found that employment in rescue homes and penitentiaries was limited to laundry work. She discovered that it was a great hindrance to the willingness of the women to come into such homes. Apart from this, Mrs. Booth notes other drawbacks—the presence of other people's property on the premises, which leads to arrangements to safeguard this property and must therefore "necessarily interfere somewhat with the atmosphere of trust and liberty which is so helpful"; the difficulty "to sing or to converse or impart individual instruction during working hours in a laundry"; and, finally, the fact that to a number of women in Great Britain work in a laundry was associated with periods of imprisonment or debasing employment. She therefore comes to the conclusion that she does "not regard laundry work as a desirable employment. It can perhaps be made remunerative . . . but never on any account should this be the sole or recognised industry where we have only one home in a district. Never make your door to the Kingdom of Heaven as narrow as a wash-tub."

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<sup>1</sup> International Social Council Addresses, Part 2: "The Women's Social Work", by Mrs. Booth (The Salvation Army, 1912).

Some answers suggest that manual work suitable for prostitutes ought to be physically and mentally exhausting. This may explain why needlework, formerly one of the occupations for which women in institutions were most frequently trained, is described in some answers as unsuitable. The Uruguayan answer<sup>1</sup> states that it leaves the mind too free and does not sufficiently exhaust the nervous and physical energy of the women. The answer from this country therefore recommends washing, cooking and other housework, as well as farming and gardening.<sup>2</sup>

Some countries<sup>3</sup> advocate industrial work as a possible solution, because the collective discipline during working hours and the freedom outside appeals to women who have previously been accustomed to great liberty. Another advantage mentioned is that factory work provides women with companions, so that they do not suffer from the loneliness which has proved so dangerous for domestic servants. But factory work is difficult to find and, in addition, the women are often too weak physically to stand the strain which it entails.

Opinion is unanimous that the women must, if possible, not be placed in occupations which entail the danger of promiscuity, such as work in hostels, lunch-rooms, bars, dance-halls and so on.

The Chinese answer mentions light and artistic crafts as among the most suitable types of work. An informal enquiry made in the course of the study to discover whether prostitutes possess any special aptitude for professions of an artistic nature has led to no positive conclusions. Considerable artistic ability was found among former prostitutes in the Moscow prophylactorium, but the heads of the

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<sup>1</sup> Non-official information.

<sup>2</sup> One of the reasons why needlework is less recommended is probably because the extremely low pay for work would not enable a woman to reach a decent standard of living when she leaves the institution.

<sup>3</sup> Bulgaria, Egypt (report from voluntary organisation), France.

homes and hostels in other countries said they had not observed any special artistic or creative talent amongst the inmates.

In conclusion, it may be said that occupations conducive to promiscuity should be avoided. Domestic work offers the best chances of employment; unfortunately, the conditions of work which it imposes do not suit every woman and, in fact, it is often discontent with these conditions which has originally helped to lead the women into prostitution. The ideal occupation seems to be one which guarantees a comparatively high standard of life and a certain degree of personal freedom, and one which offers possibilities for recreation and companionship outside the work. Perhaps factory work best fulfils these conditions if the state of health of the women concerned is able to stand the strain which it imposes.

### (iii) RE-ENTRY INTO NORMAL LIFE

Apart from a few religious institutions, all organisations for rehabilitation aim at helping the women to re-enter the normal life of society. Previous chapters have shown the methods employed and how they have developed recently. The next few pages attempt to show the different possibilities and the special difficulties in the way of this re-entry.

#### *Marriage.*

There is complete agreement that a happy marriage is the ideal solution, and many reports concur in stating that a surprisingly high proportion of the marriages of former prostitutes prove successful. This may be because these women, more than any others, long for a sheltered life, and need the support which a happy personal relationship can bring. Experience has shown that the majority are faithful and devoted wives.

One serious danger threatens such homes—the possi-

bility of the wife's past being made known by accident or by an act of blackmail or vengeance coming from the *milieu* with which she was previously associated. The danger is especially great for prostitutes who were formerly registered. A few answers show that sometimes police enquiries about a woman's present whereabouts and behaviour lead to the breakdown of a carefully built-up life of respectability. Some reports from voluntary organisations seem to suggest that safeguards against mistakes of this kind on the part of the authorities are not taken in all countries with regulated prostitution.

Most of these women may not have attempted to conceal their past from their husbands. More often the husband, who was prepared to live a normal life with a reformed prostitute, is not able to continue in the face of the difficulties which appear after the woman's past is known (social ostracism, danger of loss of occupation, etc.).

In the West, marriage appears to be the solution only for the minority. In some countries in the East, however, the prospects of marriage seem to be quite good, especially if training in a home has made the woman an accomplished housewife, unlike most girls in the class from which she comes. The report from Hong-Kong and Malaya states that the girls trained in Po Leung Kuk homes are taught cookery, sewing, housewifery and fancy-work and that they are later sent out as servants or are married. "Owing to the surplus of Chinese males in Malaya there is rarely any difficulty in finding husbands for these women. A fair proportion of such marriages are successful."

In China, the majority of rehabilitated prostitutes who have been for a certain period of time in a public assistance institution are said to marry. The situation, however, is not so favourable elsewhere. In most parts of India, the possibilities of marriage seem to be slight, but one report (United Provinces) says that there, too, "some prostitutes do get married and settle down".

There are also many cases of prostitutes who leave the houses to live with a man, though unmarried. These women often disappear entirely from prostitution. Such cases are specially reported from South America, though they are probably no less frequent in European countries.

### *Return to Home.*

The return of a woman to her own family, which suggests itself as the second-best solution, is generally either impossible or undesirable. Most of the families cannot afford to take back an adult member with no income of her own, and even when possible it is often not desirable that they should. The enquiry into the early lives of prostitutes<sup>1</sup> showed that the family background is often one of the contributory causes of prostitution. The home is therefore unsuitable, morally or materially, or both, for a new start in life. The answers to the enquiry mentioned above also showed that a surprisingly large number of homes were said to be too strict. In such cases, it is doubtful whether the family would agree to take the women back without humiliating them to such a degree as to undo all the effects of rehabilitation.

### *Return to Work.*

There remains another—and the most common—solution: return to work. The question of the most suitable occupations has already been discussed. But once work has been found, another question arises. Should employers be told that the women were formerly prostitutes? The majority of employers evidently do not wish to engage former prostitutes. If the fact that the woman has been a prostitute is concealed at the time of the engagement and emerges later, the employee is probably

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<sup>1</sup> "Prostitutes: Their Early Lives" (document C.218.M.120.1938.IV).



dismissed and the agency or organisation which recommended her is blamed. The employer's reluctance appears to have two causes. He fears to lose his "reputability of character", as the Canadian answers put it; what is even more important, he fears the risk of infection (Canadian and Swedish answers). In the United States of America, for instance, the campaign against syphilis has induced a widespread fear on the part of employers that venereal disease might be introduced by women who had led a promiscuous life. Medical experience has shown that such fears are generally exaggerated, as cases of extra-genital infection are extremely rare.

The replies received, which are sometimes conflicting, may be summed up as follows. Opinion is generally against placing a former prostitute as a domestic servant without the knowledge and consent of the future employer, especially if he has a family with children. As far as offices and factories are concerned, opinions are divided. Here, however, the trend of opinion seems to be rather in favour of not divulging the woman's past.

The difficulty of finding work for reformed prostitutes is often so great that it is not to the competitive labour market that associations apply, but to private employers who, with full knowledge of the women's past, are ready to employ them out of a sense of duty towards society. Employers of this kind are found particularly in Quaker circles in the Anglo-Saxon countries. Naturally, however, only a very small proportion of the women can be placed in this manner.

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## CHIEF OBSTACLES TO THE REHABILITATION OF PROSTITUTES

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The question on the chief obstacles to rehabilitation was generally answered very fully. According to the United Kingdom report, the difficulties may be divided into three groups: social difficulties, economic difficulties and personal or psychological difficulties. Such a classification must, of course, be partly artificial, since it is sometimes impossible to separate the difficulties created by social circumstances, by economic factors or by temperament.

### *Social Difficulties.*

Any study of the rehabilitation of prostitutes made half a century ago would have given social difficulties as the most important. From the answers to the questionnaires, however, it appears that although the attitude of society is still partly responsible for obstacles in the way of women wishing to return to normal life, in most countries to-day, the barriers which social convention throws up are no longer insurmountable.

There are, of course, a few exceptions. A report from India, for instance, states :<sup>1</sup>

“Once they join the profession, they find it impossible to give it up, because they are regarded as social outcasts and not allowed to mix in society even if they decide to lead an honest life.”

Such an attitude, however, does not prevail throughout India or the East. On the contrary, there is evidence that,

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<sup>1</sup> Report from the Government of Bombay.

in some parts of the East, the possibilities for former prostitutes to return to society and to marry are rather more favourable than in other parts of the world.

The Government of Cuba states in its report that :

“ In Latin countries, the chief difficulty in rehabilitating women who have been engaged in prostitution is the traditional social practice of regarding prostitutes as incorrigible, innately depraved delinquents.”

The Cuban answer adds, however, that this is “ an erroneous conception, since the position of prostitutes may be purely accidental and due to a multitude of combined causes independent of their will. Novels, theatres and so on have their share of responsibility. A campaign to regard prostitution as a social phenomenon created by the inadequate distribution of work, amongst other causes, would greatly facilitate the rehabilitation of these women.”

Some European answers also mention the great difficulties created by the intransigence of public opinion. The Yugoslav report, for instance, states that former prostitutes are considered as outcasts. But, on the whole, a quotation from the Canadian answer can be taken as representing the opinion of most social workers. It states :

“ The chief difficulty encountered in efforts for reclamation and social readjustment is the girl's or woman's own attitude and moral standard.”

Without underestimating the rôle society plays, it seems that the evolution of public opinion in the great majority of countries within the past fifty years has been such that a former prostitute who seriously wishes to return to a normal working life and who is mentally able to adapt herself finds no great social difficulties in her way.

Apart from society as a whole, the attitude of previous associates may be a great obstacle to rehabilitation. *Souteneurs* and procurers may exert pressure on a woman by

threats to expose her past should she attempt to reform. The French answer mentions especially the rôle played by this part of the underworld and suggests that one of the chief difficulties might be overcome by "intensifying, through the adoption of the requisite laws, the campaign instituted against *souteneurs* and procurers of every description".

### *Economic Difficulties.*

At present, economic difficulties appear to be far more serious than social ones. Most of the answers were compiled during the last economic crisis, so this type of difficulty may have been unduly stressed; the fact remains, however, that most former prostitutes belong to the group of workers who, owing to lack of training, energy and aptitude, can only hope to keep a good post when labour is scarce.

Domestic service offers the greatest chances of employment, and undoubtedly the majority of the women are found work of this kind. Another section has set out the reasons, however, why it is not always suitable. As far as other employment is concerned, jobs in bars, cabarets and restaurants are not hard to find, but carry with them a great risk that the women will return to prostitution.

It must be remembered, too, that if, despite competition and lack of training, good posts can be found, the difficulty then arises that employers generally require references or work-papers. This is one of the rocks on which many attempts to reform have foundered; cases have been known of social agencies' taking the risk of giving the women references which will enable them to overcome this obstacle.

Apart from the difficulty of finding work, there is also that of retaining it. It often seems to happen that women who have received institutional training, or have in some other way been separated from their previous surroundings

and who enter a new occupation with every intention of making good, leave their new job or are dismissed within a very short time. The primary reason for this is to be found in a trait common to nearly all these women—that is to say, inability or unwillingness to adjust themselves to the environment in which they live. Unless the women are mentally abnormal, this difficulty would not in itself prejudice entirely their new start in life. But it is often coupled with an insufficient realisation of the effort demanded by the work they take up. They have not worked on their own responsibility for many years, and they underestimate the constant effort needed to work under modern conditions.

From the above, it will be seen how important it is that institutional training should not give a false sense of efficiency and perseverance. In its last stage, the training should demand from the woman an effort similar to that which would be expected of her in the outside world; further, she should be partly re-adapted to normal life, so that the transition does not seem too violent.

This was not always fully realised in the past, with the result that women who would have been able to supply either the effort needed by the new work or that needed by re-adaptation to normal life, had not enough energy to overcome both difficulties simultaneously.

Again, some women leave their jobs through instability of character. A report from America observes :

“ When the houses in a northern Californian city were closed, the customary assistance was offered. Of the score of women, not one availed herself of it.

“ Months later, however, one of these girls went to the League office. . . . This woman had been a stenographer. In a half-hour a position as stenographer had been secured for her. In a short time she lost it, because of her inability to resist the craving for intoxicants. She returned to the League office. The League sent her to a business college to give her an opportunity to brush up on her work, but she soon got beyond the League's

control on account of her inability to leave liquor alone. She has disappeared.”<sup>1</sup>

For the purpose of this study, it is of minor importance whether the craving for drugs or intoxicating liquor is a primary cause of prostitution or whether it was acquired later in the course of a dissipated life. The consequences are the same as far as the impossibility of keeping work is concerned.

There is one difficulty of a different order which has led in many cases to the abrupt ending of a woman's new start in normal life and work—the attitude of fellow-workers. The Bulgarian report states—and it is certain that similar experience has been gained in other countries—that, after the closing of licensed houses, attempts have been made by the social services at police headquarters to place previous prostitutes as factory workers without divulging their past.

“In most cases, however, they have been dismissed at the request of the other women workers as soon as their former occupation was discovered. Nor was their situation any better when they succeeded in finding employment as saleswomen or servants, since their employers took similar action. The only employments readily available to them are those of waitress at a café or beer-shop, or dancer or actress at a cabaret or in a circus. Former prostitutes do not return to their villages, as they have become unused to heavy work in the fields.”

The report from the Netherlands remarks that if a reformed prostitute obtains work in a shop, her women colleagues often object. A similar opinion is expressed in a report from Norway.<sup>2</sup> In contrast to such experiences, the report from the Union of Soviet Socialist Republics states that the men and women already employed

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<sup>1</sup> *Social Hygiene*, Vol. VI, No. 3, July 1920; the American Social Hygiene Association, Inc., New York.

<sup>2</sup> Non-official information.

in industrial undertakings showed every consideration for these new workers.

### *Personal Difficulties.*

Some psychological difficulties have already been mentioned, but the replies also give others: inability to work, unrestrained desire for luxury, laziness, inordinate desire for money, and the weakness of character which makes these women revert to their former mode of life "at the slightest disappointment". These traits of character themselves hinder rehabilitation, and they help to keep the woman under the influence of her former *milieu*.

Another psychological obstacle mentioned again and again in the reports is created by the high earnings of the prostitute. It must be admitted that in her calling expenses are high and seasonal fluctuations great. Nevertheless, it appears from accounts, obtained by chance from time to time, that the average prostitute earns sums far in excess of what she could hope to receive in other work. The Belgian Government has submitted information on this point which shows that one prostitute working in the capital earned an average of 100 francs a day, and that another woman deposited in her banking account an average of 3,000 francs a month. Prostitutes are therefore accustomed to a standard of life disproportionate to their earning power in any other work, and those who abandon prostitution have to face the fact that, at best, they will be able to earn only a fraction of their former income.

A prostitute who wishes to return to a working life may be confronted with a difficulty of another kind—ill-health or constitutional weakness. Investigators have found two reasons why so many prostitutes have bad health. One is that women who are constitutionally weak or who have some chronic illness may take up prostitution because they are incapable or barely capable of hard manual work; the other is that prostitution itself often impairs the

prostitute's health through venereal disease and its consequences, through excessive drinking or drugging or through an unhealthy way of life. Whatever the cause may be, the fact remains that many women who were formerly prostitutes are incapacitated for strenuous work.

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## VIEWS ON THE POSSIBILITY OF REHABILITATION

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The introduction to this report pointed out that in parts of Western Europe and America the problem of rehabilitation has lately been altered by the fact that prostitution has become a more casual occupation. Undoubtedly, the abolition of regulated prostitution in many countries and the more tolerant attitude of society have automatically increased the number of prostitutes—especially casual prostitutes—who are able to rehabilitate themselves by their own efforts. This is, however, a result of development in general moral standards and in the social services. It is not directly due to the operation of those rehabilitation services which this report has set out to describe.

On the results achieved by these more specialised services, the answers to the questionnaire are conflicting. Perhaps the most optimistic is the report from the Union of Soviet Socialist Republics, which rates the success achieved by the prophylactoria high and remarks that, of 3,810 persons who went through the Moscow prophylactorium in the first eleven years of its existence, "2,143—*i.e.*, 56.3%—have become workers in factories large or small; 1,237 persons—*i.e.*, 32.5%—have left the prophylactorium at their own request, and 382—*i.e.*, 10%—have been excluded in consequence of having violated the internal regulations of the institution". The scale of opinion varies from this optimistic attitude through the qualified optimism found in the replies of many voluntary organisations and of the Roumanian report, down to the not uncommon statement that the difficulties must be regarded

as insurmountable in the vast majority of cases. Latvia, for instance, estimates the percentage of hopeless cases at eighty; Danzig states that 75% of the women who have been liberated from the control connected with registration have relapsed; similar views are expressed by countries of such varying social and geographic structure as Italy, the Netherlands, Burma and Siam.

The situation is clearly different in some countries in the East where, as has already been said, the problem of prostitution takes a different form and where rehabilitation is more a task for authorities and legislatures than for social workers. In other parts of the East—as, for instance, in the Netherlands Indies, where (as the report of the Netherlands Government shows) the popular conception of morality makes prostitution appear less grave than in countries with different moral views—it is easy for a great number of prostitutes to give up this life. “The women who are still young and strong often withdraw after a short time of bawdy life to return to their native village and to marry. These women often attract a man particularly in consequence of their means and the experience they have acquired.”

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## FINAL REMARKS

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The previous sections have shown that the experience and opinions of Governments and voluntary organisations on the question of rehabilitation are often conflicting. Nevertheless, from the extensive material submitted, certain general principles emerge. The great majority of social workers and authorities agree that :

(a) Any women who suffer from pronounced mental abnormality should be detected and handed over for special treatment. Some of the failures of rehabilitation are due to the fact that obviously defective women have been treated in the same way as normal ones.

(b) Attempts at rehabilitation are more likely to succeed with young women or with women who have been practising prostitution for only a short time.

(c) The women should be removed from their previous surroundings in order to sever them completely from the influence of their previous *milieu*.

(d) They should be trained, preferably in an institution, for a different occupation from that which they followed before becoming prostitutes.

There is no common opinion about the methods best suited for rehabilitating prostitutes, nor about the occupations for which they could be trained, nor on the difficulties of finding and keeping work. One positive suggestion does, however, seem to emerge from the answers : rehabilitation is likely to be successful only if the woman is trained for an occupation superior to that which she held before, or if the new occupation which she takes up carries with it compensations of a spiritual, social or recreational nature. Some of the religious institutions which expect

women to remain with them for life, especially the houses of " Bethany ", have based their unquestionable success on their psychological insight into the problem. Many of the past and present failures are due to the fact that this essential point was not grasped or to the lack of facilities enabling social workers to put their knowledge to good use.

From whatever angle the problem is approached, one fact emerges beyond question : whatever success rehabilitation services have had in the past and whatever success they may achieve by improved methods, remedial treatment will always be the second best course; a permanent solution of this question can be found only through prevention.

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## PART IV

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### CONCLUSIONS AND RECOMMENDATIONS

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The enquiry into the rehabilitation of adult prostitutes leads to four general conclusions. First, it shows that the difficulties of rehabilitation have not been exaggerated. Only a small minority of prostitutes wish to be helped, their re-education is often slow, complicated and costly, and quite a number slip back into their old life once their period of training is over. In the information submitted to the Committee, there are no facts to warrant the hope that measures of rehabilitation, by themselves, will ever greatly diminish the number of prostitutes. Nevertheless—although there are limits to their usefulness—agencies and homes for rehabilitation are necessary and useful.

Secondly, no one method of rehabilitation can be upheld as the best in all circumstances. Differences of climate, social structure, religion, custom and national temperament affect the character of prostitution and the prostitute. In parts of the East, for instance, women become prostitutes more through the pressure of custom and less through personal choice than in Europe and America. On the other hand, they often escape from prostitution more easily through marriage because there is less prejudice against a former prostitute. Again, in countries with a high standard of living and well-developed social services the mental level of prostitutes is generally lower than in less advanced countries. For improved social services diminish the external causes of prostitution—unfavourable circumstances

in childhood, bad labour conditions, destitution, the influence of procurers, etc.—and thus reduce the number of women who become prostitutes as a result of these external causes. On the other hand, they leave almost untouched the stratum of prostitutes who have been brought to prostitution mainly by personal and psychological factors—mental deficiency, a psychopathic temperament, aversion to work, chronic illness, constitutional weakness, etc.—and it is among these that the mental level is usually lowest.

Thus measures of rehabilitation must be varied to suit the society in which they will be used. Methods of the most varied kinds have, in fact, proved their value. It is a far cry from the prophylactoria in the Union of Soviet Socialist Republics to the “Houses of Bethany” in France and Belgium, but both can point to satisfactory results.

Thirdly, the Committee concludes that special rehabilitation services can only be built successfully on a foundation of wider social measures. It is useless to train prostitutes in institutions if social custom, bad labour conditions, the unhampered activities of brothel-keepers and procurers and the absence of insurance against unemployment and ill-health will throw them back into prostitution when they leave. Moreover, the number of prostitutes whom good social services and an educated public opinion have enabled to abandon prostitution of their own accord is probably far larger than the number assisted by special rehabilitation homes.

General social reforms which operate to reduce the number of prostitutes are, for instance, the abolition of licensed brothels, the enforcement of legal penalties against brothel-keeping and procuring, the care and supervision of mental defectives, the regulation of hours of work and working conditions in women's occupations, unemployment and health insurance for women workers, assistance to the mothers of illegitimate children and to widows with

small children. Special organisations or institutions for rehabilitating prostitutes will be most effective when they are based upon these general reforms for the improvement of social welfare.

Of these measures, the Committee emphasises the importance of action against those who live on the proceeds of prostitution. The enquiry has shown that women are sometimes prevented from abandoning prostitution or induced to return to it by the threats or blackmail of souteneurs, and that where the penalties against souteneurs are light or rarely enforced, prostitutes are too frightened of a subsequent revenge to denounce souteneurs to the police. Procurers and brothel-keepers, too, are sometimes able by personal influence, force or financial pressure to prevent prostitutes from escaping. Moreover, previous enquiries have shown that brothels are active centres of traffic in women.

The exploiting of prostitutes has much decreased in countries where it is severely punished. The Committee therefore considers that a necessary pre-requisite to successful measures of rehabilitation is legislation providing for severe penalties against souteneurs, brothel-keepers and procurers, enforced by administrative practice and energetic police action, and it hopes that legislation and administrative practice of this kind will soon become universal.

Fourthly, the Committee considers that the difficulties of rehabilitation will remain great as long as the demand for prostitutes enables women to earn far more in prostitution than in other work. Any effort to diminish the demand by education, increasing the opportunities for recreation, and penalising the artificial excitement of demand by third persons must therefore be considered an indirect measure of rehabilitation.

Apart from these four general conclusions, the enquiry has led the Committee to make specific recommendations on rehabilitation : when it should be attempted, to whom it

should be entrusted and on what principles it should be conducted.

1. The evidence shows that prostitutes can be rehabilitated most easily when they have not been in the profession long and before they have lost the habit of work. It is therefore important that means of assistance should be made known and offered early. This can be done in various ways: social service workers can attend police courts; there may be social assistants attached to hospitals and clinics; the police, women police and voluntary workers may speak to prostitutes in the street; and notices can be posted in police courts, hospitals, prisons and public places. Of these channels of publicity, the police and the public hospitals seem to be the most important, and experience shows that young prostitutes are often open to persuasion at the time of their first venereal infection.

The practice of sentencing prostitutes to a fine or a short imprisonment for an offence against the law is useless either as a deterrent to prostitution or as a protection to society. It would be far better if, after her first conviction, a prostitute were put on probation and handed over to the care of an official or voluntary social service agency, or in a more serious case, sent to an institution.

2. The success of attempts at rehabilitation depends partly on the personality and insight of the social worker who directs them; but it also depends on knowledge. Institutions and organisations should be under the control of trained social workers who have some knowledge of psychological problems, the treatment of mental deficiency and the modern methods of dealing with delinquency.

3. The Committee are particularly interested in the attempts to combine social assistance with medical treatment for venereal disease. Venereal disease patients must be kept under observation for some time, and this provides an opportunity for helping them in other ways. The report



on *Social Services and Venereal Disease*<sup>1</sup> shows that prostitutes have been found ready to trust and confide in doctors and nurses, and that social assistance given by a hospital or clinic has often served as a valuable means of rehabilitation. The Committee considers that it should be the regular practice for a trained social worker to be attached to venereal disease hospitals and clinics or for one of the nurses to be specially entrusted with social work.

4. The problem of rehabilitation varies not only from continent to continent and from country to country, but also within each country according to the character, mental ability, social standing and state of health of the prostitute who is being helped. Methods of treatment should therefore be elastic and should not be decided upon until the case has been investigated. Experience shows that most women who have been professional prostitutes for a long time can only regain health and the habit of work by spending two or three years in an institution. Other women may only need advice and encouragement, legal or financial help, or help in finding work; many fall between these two extremes. The rehabilitation services should include, besides institutions which take prostitutes for long periods, social service bureaux which give information and help to find employment, and hostels where girls and women can lodge and go out to work. The hostels are valuable because they provide cheap accommodation and some supervision for women who do not need or are unwilling to go into a home; they can also act as a link between institutions and the world outside, by taking for a short time the women who have left a home. Hostels attached to hospitals which will take women with venereal disease are particularly useful. The women can have far more freedom than in a hospital ward. At the same time continuity of treatment is assured, and the chances of infection are reduced.

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<sup>1</sup> Document C.6.M.5.1938.IV.

The homes, hostels and agencies concerned with rehabilitation should work together and should keep in touch with the police, magistrates' courts, hospitals and clinics, public relief authorities and voluntary charitable associations so that each prostitute may receive assistance of the kind she most needs.

Whatever form of help is given, it will be most likely to succeed if certain principles are followed :

5. Since prostitutes often have slight mental or psychical abnormalities, they should be examined by a mental specialist in order that special treatment may be given to those who need it. This examination should be made, if possible, upon admittance to a home or refuge and again, after the lapse of a certain period of rest, before the form of assistance to be given has been decided.

6. When the women make a new start, it should be in fresh surroundings, where they will not be reminded of their former life or exposed to the influence of former friends or exploiters.

7. Rehabilitation homes which train prostitutes to return to a working life should not impose too rigid a discipline or a way of life too different from the normal one. Not only does this deter prostitutes from entering them, but—what is more serious—the stay in the home then ceases to be a preparation for a normal working life: it does not develop independence and a sense of responsibility; and, when the women leave, the change is so abrupt that they have difficulty in adapting themselves to it and much of the value of their training is lost.

8. It is clear that the rehabilitation homes must try to provide the prostitute with new values and a new outlook on life, so that she may be eager to persevere with her training, and able, when she leaves, to resist the attraction of her old life. It is less easy to say how this moral education should be given. Some religious institutions try to bring about a moral and spiritual regeneration through awakening

or reviving faith; the prophylactoria impress on the women their duty as citizens; some homes try to teach new standards of conduct; others give little direct moral teaching, but rely on atmosphere and example. One principle, however, must apply to every method. Moral tenets are best taught not only by an appeal to reason, but also by suggestion, personal influence and example. The personality of the woman in charge of the institution should therefore be one which attracts and influences others. She should make a point of knowing each inmate personally, and should treat her as an individual human being, with sympathy and understanding.

9. One of the greatest advantages of a stay in an institution is that it affords an opportunity of becoming interested in some kind of work and accustomed to regular working hours. Domestic work and laundry work are usually taught, chiefly because employment in these occupations is easiest to find, partly because many of the women were formerly domestic servants and know the work, partly because it can be taught without expensive apparatus. But many women are not suited to domestic work. Moreover, the fact that so many prostitutes started life in domestic service, but afterwards left it, suggests that they generally lack the qualities which go to make good household servants. The Committee considers it important that the women should be trained for work which they like and to which they are suited, and that they should not be obliged to return to the occupation which they followed before they became prostitutes. Whenever the state of the labour market permits it, a choice of training—industrial, domestic, clerical, etc.—should be offered.

Agricultural training of girls from the country has given excellent results and is particularly recommended as a method of rehabilitation.

A prostitute is used to earning, with the minimum of labour, far higher pay than she can hope to receive in other

work, and she will be inclined to remember her high earnings rather than the losses caused by seasonal fluctuations and illness. If possible, therefore, she should be trained for and found employment which offers a reasonable standard of living and which carries with it special compensations—spir itual, social or recreational.

If industrial training is given, the work done by women at the end of their stay should be as strenuous as in an ordinary factory or workshop. One of the dangers of work in an institution is that it may give a false sense of efficiency and endurance which breaks down with the return to ordinary work. The principal object of the training should be to accustom the women mentally and physically to the effort which modern industrial work demands. They can then adapt themselves without difficulty to any kind of work, whereas to give higher vocational training without having laid this foundation is almost useless.

10. One of the chief problems of homes and societies is to find work for the women they have helped, for they are hampered by the absence of the regular work-cards and references and by the difficulty of finding employers willing to accept former prostitutes. The Committee considers that, as a general rule, if the woman is being placed in a factory, workshop or office, the employer need not be told that she was once a prostitute. For domestic service no hard and fast rule can be given. On the one hand, an agency assumes a serious responsibility if it finds a former prostitute work in a private family with children without giving the employer full information. On the other hand, if the facts are invariably told, they may prevent a young woman who was possibly a prostitute only for a short time from ever finding domestic work. The practice must vary according to custom, the character of the woman, and the employer and the nature of the work. In any case, the employer should not be told that the woman was a prostitute unless she consents, so that she

may be free, if she wishes, to refuse the post and look for work herself.

When a health certificate is not asked for, the social agency should be responsible for seeing that the women they place are not suffering from any disease in an infectious stage.

The evidence shows that the difficulty of finding and keeping work is often a serious obstacle to rehabilitation, for women who leave rehabilitation institutions may at present have to face not only the reluctance of employers to offer them work, but also the contempt and aversion of their fellow workers. The Committee feel, therefore, that more should be done to educate public opinion on this question, in order that the effect of assistance shall not be nullified.

II. Social workers should usually keep in touch for some time, directly or through an intermediary, with the women who have passed through their hands, in order to give them help and advice. For those who are starting work in a new district, after-care should be arranged through a local agency. This is an additional reason why agencies and associations should work together. It is important that the women should make new friends and find some recreation for their spare time; after-care workers should therefore, if possible, introduce them to a club or a recreational centre.

The main purpose of after-care is to prolong assistance and supervision. But it has a subsidiary value in the light it throws on the success or failure of measures of rehabilitation. Surprisingly few of the institutions and societies covered by the enquiry could give more than a rough estimate of the results of their work. This may be due partly to the difficulty of judging success; but the Committee believes that, if after-care were carried out systematically, some at any rate of this uncertainty would be dissipated and that the knowledge gained would enable methods of treatment to be improved.

These recommendations on after-care are made, however, with one important reservation: that it should be carried out with intelligence and discretion. Blunt and clumsy enquiries by an after-care worker or, more especially, by the police may destroy reputation and confidence and undo the work of rehabilitation. Moreover, in some cases even the most tactful supervision may be a handicap or may be felt as an unnecessary reminder of the past. If there is any risk that after-care might do harm, it should, of course, be dropped immediately.

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The Committee believes that, if these principles are followed, attempts at rehabilitation have a good prospect of success, especially with young prostitutes. Moreover, if it were to become the common practice for prostitutes appearing before the courts for some offence against the law to be examined by a mental specialist, and if a period of supervision or training were to take the place of fines and short terms of imprisonment, the activity and importance of rehabilitation organisations would greatly increase.

Nevertheless, though they have a value now and may become more valuable still, measures of rehabilitation can never, by themselves, solve the problem of prostitution. They labour under two capital disadvantages: the reluctance of prostitutes to submit to treatment, and the fact that rehabilitation can only reduce the supply of prostitutes and not the demand for them. For this, as for other social evils, the solution must be sought in prevention rather than cure. Attempts at rehabilitation need to be supplemented by preventive action, which is at once easier, more lasting in its effects, and of wider application.

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## ANNEX I

### TEXT OF THE QUESTIONNAIRES

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Two questionnaires drawn up by the Traffic in Women and Children Committee were sent out for this enquiry: one in June 1934 and the second (in three parts) in June 1935.

The first questionnaire was sent only to voluntary organisations and to a few persons with special experience. A few Government representatives on the Traffic in Women and Children Committee also collaborated in a personal capacity.

The second questionnaire was sent to Members of the League and non-member States as well as to the international organisations represented at that time on the Traffic in Women and Children Committee by assessors.

#### *The First Questionnaire.*

The first questionnaire read as follows :

1. In what manner and through what agencies<sup>1</sup> are cases brought to notice?

How do the women and girls concerned learn that facilities for their assistance are available?

2. Are the agencies which undertake this work paid from public funds or subsidised or is the cost met from voluntary subscriptions?

Are there specialised agencies or is their work general social welfare work?

What methods are in force for co-ordinating the work, exchanging ideas and conferring upon the problem?

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<sup>1</sup> It would be helpful to be furnished with the names and addresses of a few of the larger agencies in your country dealing with the work of rehabilitation.

3. Are arrangements in force for classifying, with a view to appropriate training and re-education, the women and girls who come under notice?

What is the practice in regard to :

(a) Returning girls to their homes and friends—is this system combined with supervision and in what manner? Are there facilities for sending foreign girls back to their homes?

(b) The ascertainment of the mentally defective and their transfer to special institutions.

(c) Institutional training—for how long is this given and is it inspected and how is it regulated and organised?

(d) Hostel facilities—by which is meant places in which women and girls may lodge while going out to daily work. What is the usual length of stay under such conditions?

(e) Provision for the free treatment of venereal diseases—what social services are organised in connection with this treatment?

(f) Special arrangements for pregnant women and girls—*e.g.*, what is done for the baby when the mother returns to normal life?

4. Are records kept of the cases assisted? Is after-care carried out? Is there any information on results obtained and on the comparative value of any of the methods enumerated in 3 above?

5. What, in the opinion of the agencies concerned, are the chief difficulties in the work of rehabilitation and how can they be met?

If there have been changes in the methods of work of recent years, please indicate the difference in the measures now adopted.

6. Do you wish to draw attention to any other point concerning measures of rehabilitation?

### *The Second Questionnaire.*

Part I of the second questionnaire (document C.T.F. E.670), the part which concerns this report, reads as follows:<sup>1</sup>

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<sup>1</sup> The text of Part II of the questionnaire on rehabilitation is to be found in document C.6.M.5.1938.IV, "Social Services and Venereal Disease", for which it served as a basis.

Part III of the questionnaire served as a basis for the volume on "Prostitutes: Their Early Lives", document C.218.M.120. 1938.IV; its text is printed in that volume.



1. At what age do women attain civil majority?  
If there is a system of regulation of prostitution in your country,  
at what age are women :

- (a) Admitted to tolerated brothels?
- (b) Inscribed on the register of prostitutes?

2. If the system of tolerated brothels exists in your country,  
are there social services to enable women to give up this mode of  
life? Are measures taken to prevent their being detained in the  
brothel on the ground of poverty, debt or other circumstances?

3. If tolerated brothels have been abandoned in your country,  
what steps were taken at the time to provide for the women who  
were released from the houses?

4. What social measures are taken :

- (a) In regulationist countries, for the rehabilitation of clan-  
destine and registered prostitutes respectively;
- (b) In abolitionist countries, for the rehabilitation of pro-  
stitutes?

What do you consider to be the chief difficulties experienced  
in the rehabilitation of these women? How can these difficulties  
be overcome? What, in general, have been your results?

5. For what type of work has it proved most suitable to train  
them and what are the chief difficulties in finding suitable work?

6. What use is made of public assistance institutions and are  
public assistance grants available for the rehabilitation of adult  
women?

7. How do the social agencies, public or private, get in touch  
with the prostitutes and how do the latter know where to apply  
if they wish to give up their mode of life?

This questionnaire was preceded by a note stating that  
“ this report will be limited in scope and will deal with  
certain aspects of rehabilitation as applied to adults ”.

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The replies received from Governments and voluntary  
organisations which deal with the preventive aspect of the  
problem will be utilised for a report on the prevention of  
prostitution prepared by the Advisory Committee on  
Social Questions.

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## ANNEX II

### NAMES OF GOVERNMENTS AND VOLUNTARY ORGANISATIONS WHICH SENT INFORMATION

#### *First Questionnaire.*

The following Governments, associations and individuals sent information in answer to the first questionnaire :

The technical expert of the Belgian Government on the Traffic in Women and Children Committee (who submitted a memorandum);

Delegate of the United Kingdom on the Traffic in Women and Children Committee (who collected and submitted replies emanating from voluntary organisations in the United Kingdom);

Delegate of Poland (on behalf of the National Polish Committee);

Delegate of Roumania;

The Directorate of Federal Police in Vienna;

The Government of the Union of Soviet Socialist Republics.

The following organisations represented by assessors on the Traffic in Women and Children Committee submitted reports :

Women's International Organisations;

International Union of Catholic Women's Leagues;

International Federation for Aid to Young Women;

Jewish Association for the Protection of Girls, Women and Children;

International Bureau for the Suppression of Traffic in Women and Children (reports from the following national committees : Czecho-Slovakia, Denmark, Hungary, Italy, Norway, Poland, Switzerland, Uruguay);

International Catholic Association for the Protection of Young Girls.

The following organisations not represented on the Committee also sent information :

The American Social Hygiene Association;  
The Association for Moral and Social Hygiene (India);  
The Deutscher Caritasverband.

### *Second Questionnaire.*

The Governments of the following countries replied to the questionnaire (document C.T.F.E/670) :

|                                     |                           |
|-------------------------------------|---------------------------|
| Afghanistan,                        | Iraq,                     |
| Union of South Africa, <sup>1</sup> | Ireland,                  |
| United States of America,           | Italy,                    |
| Australia,                          | Japan,                    |
| Austria,                            | Latvia,                   |
| Belgium,                            | Liberia,                  |
| United Kingdom,                     | Mexico,                   |
| Hong-Kong,                          | New Zealand,              |
| Malaya,                             | Netherlands,              |
| Bulgaria,                           | Netherlands Indies,       |
| Canada,                             | Curaçao,                  |
| Chile,                              | Surinam,                  |
| China,                              | Norway,                   |
| Cuba,                               | Poland, <sup>2</sup>      |
| Czecho-Slovakia,                    | Portugal,                 |
| Denmark,                            | Roumania, <sup>3</sup>    |
| Danzig,                             | Siam,                     |
| Egypt,                              | Sweden,                   |
| Estonia,                            | Switzerland,              |
| Finland,                            | Turkey,                   |
| France,                             | Union of Soviet Socialist |
| Greece,                             | Republics,                |
| Guatemala,                          | Uruguay,                  |
| Hungary,                            | Venezuela,                |
| India,                              | Yugoslavia.               |
| Iran, <sup>1</sup>                  |                           |

<sup>1</sup> Sent no information in answer to this part of the report.

<sup>2</sup> A separate report was submitted by the Polish delegate on the Traffic in Women and Children Committee on behalf of the Polish Committee for Combating Traffic in Women and Children.

<sup>3</sup> A special report was submitted by the Roumanian delegate on the Traffic in Women and Children Committee.

The following voluntary organisations also replied to the questionnaire (document C.T.F.E.670) :

Women's International Organisations;  
International Union of Catholic Women's Leagues;  
International Federation for Aid to Young Women;  
Jewish Association for the Protection of Girls, Women  
and Children;  
International Bureau for the Suppression of Traffic in  
Women and Children;  
International Catholic Association for the Protection of  
Young Girls.

The Salvation Army, on request, submitted a special report on certain questions raised by this part of the questionnaire.

\* \* \*

Publications, reports and pamphlets in the League library were also consulted for this report. Where such information has been used, the source has been given in a footnote. (Reports based on personal investigations made by League officials in different countries have also been utilised for the drawing-up of the present report.)

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### ANNEX III

## LEGAL POSITION REGARDING THE REGULATION OF PROSTITUTION

From information received by the League Secretariat, the legal position with regard to the regulation of prostitution in countries covered by this enquiry is as follows :

*No registration of prostitutes or licensed brothels :*

|   |  |
|---|--|
| Afghanistan,  | India, <sup>3</sup>                                    |
| Union of South Africa,  | Iran, <sup>4</sup>                                     |
| United States of America, <sup>1</sup>  | Ireland,   |
| Argentine Republic,   | Liberia,   |
| Australia, <sup>2</sup>   | New Zealand,   |
| United Kingdom (and nearly all<br>British possessions, protectorates and territories under<br>British mandate), | Netherlands (and most of its<br>overseas territories), |
| Canada,   | Norway,  |
| Cuba,   | Sweden,  |
| Czecho-Slovakia,  | Switzerland,   |
| Denmark,  | Union of Soviet Socialist<br>Republics,                |
| Dominican Republic,   | Uruguay,   |
| Finland,  | Venezuela,   |
| Germany,  | Yugoslavia. <sup>4</sup>                               |

<sup>1</sup> The reply states that, in many parts of the United States of America, prostitution is a legal offence.

<sup>2</sup> In Queensland, known prostitutes are required to report at regular intervals, when they are examined by medical officers for venereal disease. If this is found to be present, they can be detained for treatment.

<sup>3</sup> There is a register for certain classes of prostitutes in Bengal.

<sup>4</sup> The official reply states that prostitution is prohibited by law.

*Registration in force, licensed or tolerated brothels abolished :*

|                       |           |
|-----------------------|-----------|
| Austria, <sup>1</sup> | Hungary,  |
| Bulgaria,             | Latvia,   |
| Danzig,               | Poland,   |
| Estonia,              | Roumania. |

*Licensed brothels and registration of prostitutes in force:*

|                       |                     |
|-----------------------|---------------------|
| Belgium, <sup>2</sup> | Iraq, <sup>4</sup>  |
| Bolivia,              | Italy, <sup>4</sup> |
| Chile,                | Japan, <sup>5</sup> |
| Colombia,             | Mexico,             |
| Ecuador,              | Peru,               |
| Egypt,                | Portugal,           |
| France, <sup>3</sup>  | Siam, <sup>4</sup>  |
| Greece,               | Turkey.             |
| Guatemala,            |                     |

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For a number of countries, it has not been possible to establish beyond doubt whether the registration of prostitutes which is in force in the large cities is combined with a system of licensed houses or not. This applies especially to the following Latin-American countries: Costa Rica, Haiti, Honduras, Nicaragua, Panama, Paraguay and Salvador.

China is in principle abolitionist, but the system of tolerated brothels has, as a Government report states, not yet been altogether eradicated.

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<sup>1</sup> Tolerated brothels are still legal in some of the smaller towns.

<sup>2</sup> Licensed brothels abolished in Brussels and Antwerp.

<sup>3</sup> Licensed brothels abolished by eighteen municipalities.

<sup>4</sup> Registration for women in brothels only.

<sup>5</sup> In five prefectures, licensed brothels have been abolished (Akita, Aomari, Gunma, Nagano and Saitama); in the other prefectures, registered prostitutes are confined to certain districts.

# INDEX

*Note.*—This index refers to the three publications forming the Enquiry into Measures of Rehabilitation of Prostitutes. In order to facilitate researches, the following references have been adopted :

- I.—*Prostitutes : Their Early Lives* (Part I);
- II.—*Social Services and Venereal Disease* (no part mentioned);
- III.—*Methods of Rehabilitation of Adult Prostitutes* (Parts 3 and 4).

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Geneva, April 15th, 1939.

## LEAGUE OF NATIONS

# CHILD WELFARE INFORMATION CENTRE

Annual Report on Child Welfare, for the  
Third Session of the Advisory Committee  
on Social Questions (June 19th, 1939)

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Series of League of Nations Publications

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## INTRODUCTION

At its 1933 session, the Child Welfare Committee passed a resolution—approved by the Council on May 22nd of the same year—the object of which was to obtain, each year, particulars of the progress made in child welfare in the various countries, both from the legislative and administrative points of view.

To this end, Governments are asked to furnish reports to the Secretariat, in response to which request certain of them send in ready drafted memoranda while others supply material from which a report can be prepared or from which their own notes can be supplemented.

Since the end of the second session of the Advisory Committee on Social Questions, the Secretariat has received material relating to twenty-nine countries. It has also been able to draw up a study of the position of child welfare in China, based on original sources.

The present document contains information relating to the following thirty countries :

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## AFGHANISTAN

The Government of Afghanistan states that the following improvements, *inter alia*, were made during 1937 in the matter of child welfare :

All poor children are now vaccinated against small-pox free of charge.

In the elementary schools, poor children receive free education and free stationery, books, etc.; those attending the secondary schools also receive an allowance.

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## UNION OF SOUTH AFRICA

The Government of the Union of South Africa has informed the Secretariat that, owing to administrative changes, the report on Child Welfare for 1937 will not be available until June 1939. The delay is due to the creation of a new Department of Social Welfare, which only succeeded to the administration of the Children's Act and of the Probation Service towards the end of 1937. The report which is now being prepared will contain a comprehensive account of child welfare matters in South Africa.

As interim information, some documents have been placed at the League's disposal, the following points from which seem to merit special interest :

### *Subsidisation of Crèches.*

The Department of Social Welfare has felt that there is an ever-increasing tendency for women to enter employment on account of the economic position of many households and on account also of industrial expansion.

As a consequence of this new tendency, there is a growing demand for crèches as a necessary institution for the care and protection of child life in those various cases where the mothers are compelled to work outside their homes.

For all these reasons, the Department of Social Welfare is of opinion that crèches perform a very important social welfare service and that their expansion should, by the grant of financial assistance, be encouraged. The Minister of Social Welfare has accordingly approved the grant of a subsidy in suitable cases, subject to a number of conditions, among which the principal are :

The minimum number of " child-days " which will entitle a crèche to subsidy will be 250 per month;

The premises, equipment, furniture and staff will be approved by the Social Welfare Department;

The crèche will be subject to inspection in all respects by officers of the Department;

Only children of *bona-fide* working mothers, and after full investigation of each case by the Society concerned, will be eligible for subsidy;

The mothers will have to contribute to crèches at the rate to be decided by the Society which runs the crèche, provided that the reduced rate will apply where more than one child of the same family is catered for.

Any Society running crèches which is desirous of being considered for the grant of a subsidy from the Department of Social Welfare must make an application in the form and with the particulars laid down in Circular No. 6 of 1938 from the Department of Social Welfare.

#### *Subsidisation of Social Workers.*

The Department of Social Welfare, feeling that there was a certain amount of confusion in regard to its undertaking to subsidise the salaries of social workers employed by private social welfare organisations, has estimated that it would be useful to clarify the position and to state precisely the steps to be taken by organisations desirous of making application for subsidisation. For the first year, the Treasury has authorised the subsidisation of thirty social workers only; therefore, after consideration of all the applications received, the Department will select those thirty who seem to have the strongest claim. In approved cases, the Department of Social Welfare will pay 75 % of the social worker's salary; the appointment of all social workers in respect of whom a subsidy is payable is subject to the approval of the Minister.

The conditions governing the grant of subsidies are as follows :

- (a) There must be a national co-ordinating organisation;
- (b) The body making application must be affiliated to that organisation;
- (c) There must be a manifest need on social grounds for the class of work undertaken.

It is imperative that all applications be submitted through the National Co-ordinating Organisation and that that body submit the application to the Department of



Social Welfare with whatever recommendation it may wish to make.

The Department will have to be satisfied as to the following conditions :

- (a) That the body making application has proper office accommodation;
- (b) That it maintains proper records;
- (c) That it satisfies a local need;
- (d) That there is justification for the employment of a social worker;
- (e) That, where there is a local Welfare Committee for the co-ordination of local welfare activities, it is represented on that Committee and that it co-operates with it and renders it all due assistance;
- (f) The Society must be prepared to allow its activities to be subject to inspection by representatives of the Department of Social Welfare or of the National Co-ordinating Organisation.

Instructions are given as to the particulars to be furnished where application is made for a subsidy in respect of a social worker already in the employ of the Society which presents the application. The Department states also that, whilst preference will always be given to qualified candidates, it is realised that in the initial stages they will not always be available, and the Department will therefore be prepared to approve the appointment of non-qualified candidates who, by reason of their practical experience, are suitable.

#### *Juvenile Delinquents.*

The systematising of the provisions in connection with the temporary detention and safekeeping of juvenile delinquents and destitute or neglected children who are detained pending final disposal by the court is also the subject of present consideration.

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## UNITED STATES OF AMERICA

Among the outstanding events affecting the welfare of children in the United States during the year ended June 30th, 1938, were the holding of a national Conference on Better Care for Mothers and Babies, called by the Children's Bureau of the United States Department of Labor in January 1938; the submission to the President, in February 1938, of a report on "The Need for a National Health Programme" prepared by the Technical Committee on Medical Care of the Interdepartmental Committee to Co-ordinate Health and Welfare Activities (Federal) and followed by the calling of a National Health Conference, held in July 1938; the submission to the President in February 1938 of the report of the Advisory Committee on Education; and the inclusion in the Fair Labor Standards Act of 1938, approved June 25th, 1938, of provisions regulating the employment of minors in industries engaging in inter-State commerce.

### MAJOR TRENDS DURING THE YEAR

#### *Births and Maternal and Infant Deaths.*

The birth rate for the United States in 1937, according to provisional figures issued by the United States Bureau of the Census, was 17.0 per 1,000 of population as compared with 16.7 for 1936 and 16.9 for 1935. The lowest birth rate so far recorded for the United States was 16.5 in 1933.

During 1936, the last year for which final figures have been issued by the Bureau of the Census, there were 122,535 deaths of infants under 1 year, or fifty-seven per 1,000 live births; 73,735 still-births, or thirty-four per 1,000 live births; and 12,182 deaths of mothers from puerperal causes, or fifty-seven per 10,000 live births. There were 69,869 deaths of infants under one month, or thirty-three per 1,000 live births, as compared with thirty-two in 1935.

The provisional figures for 1937 show a general death rate of 11.2 per 1,000 population and an infant mortality

rate of fifty-four per 1,000 live births. The latter rate, if maintained in the final figures, will be the lowest on record for the United States. The maternal mortality rate for 1936 (the latest year for which figures are available) was fifty-seven per 10,000 live births, the lowest rate so far recorded for the United States.

Figures received by the United States Public Health Service for the first six months of 1938 indicate that further reductions in maternal and infant mortality will appear in the final 1938 figures.

The lower maternal and infant mortality rates so indicated may be due, in part, to the extension of maternal and child health services throughout the States as a result of Federal grants under the Social Security Act, beginning in February 1936. (See below.)

In its report on "A National Health Programme", the Technical Committee on Medical Care (see p. 15) called attention to the significance of the distribution of births and the child population in relation to economic resources for supporting children :

"The ratio of births or of children under 15 to the adult population which must support them and the financial resources available for their support varies to a considerable extent in the different States. For instance, twelve States in the north-east and the District of Columbia, caring for 29% of the nation's children, receive 41% of the national income; whereas eleven States in the south-east, caring for 25% of the children, receive only 12% of the national income. Adults of productive age living on farms must support nearly twice as many children proportionately as do adults of the same age-groups in the largest cities. And yet it is in the rural areas and in States receiving the smallest proportion of the national income that the infant and maternal mortality rates remain high and the facilities for care are least adequate."

#### *Maternal and Child Health Services.*

During the year ended June 30th, 1938, the Federal Government paid \$3,728,930.58 in grants to the States for maternal and child health services, administered by the Children's Bureau in co-operation with the States, under the Social Security Act. Additional funds supplied by State and local governments for this purpose brought to almost \$6,500,000 the amount expended under this Federal-State programme for promoting the health of mothers and children. These funds were used largely to

provide services in rural areas and in the smaller towns. The larger cities also conduct maternal and child health programmes, for which financial figures are not available.

The State health agencies in each of the forty-eight States, the District of Columbia, Alaska and Hawaii were responsible for the extension and improvement of maternal and child health services under the co-operative Federal-State programmes.<sup>1</sup> Reports from these agencies for the year ended June 30th, 1938, showed marked extension of services over the previous year. During the fiscal year 1938, medical supervision was given to expectant mothers in prenatal clinics held in 511 counties in thirty-three States. Child health conferences conducted by physicians were held in 898 counties in forty-three States, in 1938. A total of 3,135 physicians in private practice shared in the conduct of such clinics and conferences and were paid for their services from maternal and child health funds.

In addition to giving nursing assistance at maternal and child health conferences, public health nurses, during the fiscal year 1938, gave prenatal nursing supervision in the home in 1,329 counties in forty-eight States, in Hawaii, Alaska and the District of Columbia. Nursing supervision through home visits was given to children in 1,372 counties in forty-eight States, in Hawaii, in Alaska and in the District of Columbia. According to a survey made in January 1938, about 1,000 of the 3,072 counties in the United States at that time did not have a public health nurse.

The development of local maternal and child health activities has been reinforced by the establishment of an increasing number of county or local health units with a professional staff employed full-time, and by an extensive programme of training public health medical officers and public health nurses, with Federal grants for public health work authorised under another section of the Social Security Act of 1935. There are now 1,100 counties in the United States with such health units.

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<sup>1</sup> In pages 11 to 19 inclusive, the term "State" is used to refer to the fifty-one jurisdictions to which Federal grants are made under the various provisions of the Social Security Act—namely, the forty-eight States, the District of Columbia, and the two territories, Alaska and Hawaii.

Under the Social Security Act, each State maternal and child health plan must include, among other features, provision for demonstrations of service for groups in special need or in areas of special need. Two principal types of health demonstration have been developed by the State health agencies: (1) Provision in one county or district of more extensive maternal and child health services than are generally available, organised with the best-trained personnel in the State, some of which are used as training centres for medical and nursing personnel; and (2) provision of a special type of service in a limited area or for a selected group. Examples of the second type of demonstration are mobile dental units, medical and nursing service provided to children of migratory workers, nurse-midwife service, home-delivery nursing service, special nutrition services, and special provision for the care of newborn infants. The reports from the State health agencies show the value of such demonstrations, both to the groups served and to other areas of the State, in demonstrating the best methods of dealing with maternal and child health problems.

Interest in post-graduate education in pediatrics and obstetrics for physicians in private practice is steadily increasing. In the year ended June 30th, 1936, fifteen States conducted courses under the State maternal and child health plans in co-operation with State medical societies. During the year ended June 30th, 1938, thirty-eight States held such courses, with an enrolment of approximately 10,000 physicians. The demand aroused by these courses is resulting in the offering of short courses by medical schools at medical centres where clinical observation can supplement lectures. A number of the State health agencies are exploring the possibilities of meeting the need of general practitioners for case-consultation service in obstetrics and pediatrics. In eighteen States, obstetricians or pediatricians are employed on a full-time basis for this purpose; in twenty-two States, consultants are employed on a part-time basis; and in four States, specialists may be called for consultation by general practitioners, payment being made on a case basis. An extensive programme of post-graduate education for public health nurses is also being conducted.

Steadily increasing appreciation of the importance of

nutrition in maternal and child health is shown by the fact that, in 1938, twenty-four State health agencies were employing, or planning to employ, forty-three nutritionists for this service as compared with only two State agencies employing such nutritionists early in 1936. In addition to giving advisory service to State and local public health staffs, the nutritionist has an important function in co-ordinating the nutrition programmes of State and local health departments with those put forward by university extension services, the public schools and other agencies.

Dental services are being offered in connection with maternal and child health plans in thirty-four States. The major emphasis is on preventive dentistry and dental education.

In addition to the basic health-supervision services, the care of the mother at delivery and of the infant in the neonatal period is recognised as among the most important services to be rendered in protecting maternal and infant life. A beginning has been made in many of the States in providing care during these periods, but limitation of funds has so far made it necessary to provide such service only in selected areas. In approximately 100 local areas in twenty-nine States, home-delivery nursing service is being offered, which includes the provision of a public health nurse, on the request of the attending physician, to aid in the care of the mother and child at the time of birth. In a few States, special service is available for the care of the premature infant.

In one State, Oklahoma, the programme of maternal and child health services has been broadened to include, in one area, medical care and nursing for all mothers at delivery and for newborn infants. An obstetrician employed by a health unit operating in five counties supervises the programme; public health nurses also employed by the health unit are available for attending the births, and local medical practitioners are paid for their service to mothers unable to meet the expense. Every effort is being made to improve the quality of medical and nursing care given to mothers and infants, and to reach all mothers and infants in the community with the improved standard of care.

Increasingly, efforts are being made to solve the midwife

problem in many States. Approximately 35,000 practising midwives were reported in June 1938 by thirty-four States. State departments of health in twenty-eight States report programmes of midwife supervision, including class instruction and, in a few States, nurse-midwives who combine bedside instruction with group training. Practically all the midwives started practising without preliminary training.

In the spring of 1937, the necessity for increased and improved maternity care for mothers and babies was pointed out by the advisory committees of the Children's Bureau as the advance most needed in developing the programme of maternal and child health services. The Children's Bureau was asked to canvass the means of obtaining the funds necessary for such an advance.

*Movement for Better Care for Mothers and Babies.*

On January 17th and 18th, 1938, at the call of the Children's Bureau, the Conference on Better Care for Mothers and Babies met, with an attendance of 481 from all parts of the country, representing eighty-six national organisations, professional associations, health and social agencies; and Federal, State and local health and welfare officials; chairmen of State advisory committees; chairmen of maternal welfare committees of State medical societies; presidents of State pediatric societies and State nurses' associations; and others actively concerned with the problems of maternal and infant care. Reports of four committees of the Conference—on professional resources, community resources, resources of citizens' groups, and general findings—were presented, accepted and made a part of the proceedings of the Conference.

The Committee on Findings, after reviewing the evidence concerning the unnecessary loss of maternal and infant life in the United States, the opportunities presented for saving life, the inadequacy of medical and nursing care, and recent advance in provision of such care, found that "preserving the lives and health of mothers and babies is of such importance to all the people that it warrants immediate and concerted national consideration and national action". Its report recommended a plan of action to include increasing professional resources and developing, in both cities and rural areas, complete service

for mothers and newborn infants, through the utilisation of available competent service under both public and private auspices and through the extension and improvement of public services when these services are not adequate to meet the need. The Committee found that, if this plan of action is to be carried out, Federal participation will be necessary, and it recommended the amendment of title V, section 502, of the Social Security Act, to authorise the annual appropriation of a larger sum for grants to the States for maternal and child health services, with provision that the increased payments be used for the improvement of maternal care and the care of newborn infants. It recommended, further, that the authorisation should provide for gradual development of the programme, in both its educational and its administrative aspects, and for necessary increases in appropriation until a sum is reached that will ensure care for all women unable to obtain care otherwise, either because of economic reasons or because of inaccessibility of care in the communities in which they live. A similar recommendation, providing for the amendment of title V, was made by the Committee on Community Resources.

As a result of a recommendation of another committee, a National Council for Mothers and Babies was organised, in March 1938, including more than fifty national organisations in its membership. The Council will give a clearance service to the participating organisations, provide material for study and promote public interest in better care for mothers and babies.

In April 1938, at the request of the Conference of State and Provincial Health Authorities of North America, a Bill was introduced into both houses of Congress amending the maternal and child health sections of the Social Security, to provide increased funds for maternity care and care of infants. No action was taken on this Bill before the session closed in June.

#### *Maternal and Child Care in Proposed National Health Programmes.*

The need for expansion of maternal and child health services was emphasised in a report, "The Need for a National Health Programme", prepared by the Technical Committee on Medical Care of the Interdepartmental



Committee to Co-ordinate Health and Welfare Activities, accepted by the Interdepartmental Committee, and presented, in February 1938, to the President of the United States, with recommendations for a national health programme,

The recommendations for a national health programme, including expansion of general public health services, maternal and child health services, hospital facilities, medical care for the "medically needy" and a general programme of medical care and insurance against loss of wages during illness, were presented to, and discussed by, the National Health Conference called by the Interdepartmental Committee, at the suggestion of the President, to meet in Washington on July 18th, 19th and 20th, 1938. The recommendations of the Committee in the field of maternal and child health called for a gradually expanding programme reaching at least, by the tenth year, a total additional annual expenditure of \$165,000,000 by Federal, State and local governments, distributed as follows :

|  | Dollars<br>(000,000's) |
|--|------------------------|
| Maternity care and care of newborn infants . . | 95                     |
| Medical care of children . . . . .             | 60                     |
| Service for crippled children . . . . .        | 10                     |

The Committee recommended that approximately half the cost of the expanded programme be met by the Federal Government.

The President will transmit the report to Congress when it meets in January 1939.

*Services for Crippled Children.*

For the fiscal year ended June 30th, 1938, the Federal Government, under the authority of the Social Security Act, paid \$2,694,676.33 in grants to the States for services for crippled children. The expenditure of an equal sum by the States brought the combined amount close to \$5,400,000. At the close of the year, fifty States (all but Louisiana) were participating in the programme.

The Children's Bureau of the United States Department of Labor, as the Federal administrative agency, continued to aid State crippled children's agencies in the development of their programmes through consultation and advisory service.

More effective methods for locating crippled children were developed during the past year. State registers at the close of the year included some 150,000 crippled children whose condition, for the most part, had been established by medical diagnosis.

Diagnostic and treatment facilities had been made available throughout the States, in rural as well as urban areas, and 77,055 crippled children had been admitted to such services.

In addition to 4,335 crippled children in hospitals on July 1st, 1937, there were 41,408 admissions of crippled children to hospitals for care during the ensuing year. A total of 1,341 crippled children were in convalescent or foster homes on July 1st, 1937, and there were 5,756 admissions of children for care in such homes during the year ended June 30th, 1938. By June 30th, 1938, a total of 546 hospitals had met the standards set and had been approved by the State agencies for the care of crippled children. Because of growing activity in the crippled children's programme, hospital staffs had been increased and strengthened and much needed equipment had been provided.

The use of convalescent and foster homes had become an increasingly important factor in achieving desirable results with crippled children requiring prolonged care and in adjusting the child to the transition from hospital to home.

The State agencies made special efforts to solve the difficult problem of extending satisfactory after-care services to children in their own homes in rural areas. There is growing awareness of the value of meeting the needs of the crippled child in his own home and community if much of the benefit derived from medical and hospital care is not to be lost.

In its report on "A National Health Programme", the Technical Committee on Medical Care of the Interdepartmental Committee to Co-ordinate Health and Welfare Activities (see page 15) called attention to groups of physically handicapped children not now reached by the co-operative programme of services to crippled children. It is estimated that in the northern parts of the country at least 1% of the school children have rheumatic heart disease, a condition largely remediable with prolonged care.

Approximately 30% of all children under 15 years of age have defective vision due to refractive errors. Approximately 5% of school-children have impaired hearing. (See recommendation page 16.)

### *Child Welfare Services.*

The programme of Federal aid under the Social Security Act for developing child welfare services in selected rural areas had been established in every State but Wyoming by June 30th, 1938. The Federal grants paid to the States for these purposes for the year ended June 30th, 1938, totalled \$1,351,638.44. The Children's Bureau has responsibility for the Federal administration of this programme.

This programme is designed for the protection and care of homeless, dependent<sup>1</sup> and neglected children, and children in danger of becoming delinquent. It provides, in selected rural areas, a specialised social service for children that seeks to aid the individual child and his family. Through the child welfare worker, intelligent consideration is given to the child's difficulties with which his parents cannot cope alone, and help is given in making arrangements to take advantage of whatever resources of aid the community affords. Out of the work for individual children grows community consideration of what the resources are for dealing with children's problems and the endeavour to make available needed facilities.

By June 30th, 1938, in twenty-nine States where child-welfare workers had been assigned to counties, working directly under local boards or welfare officials, 247 counties had a total of 241 workers. In seventeen States (including two of the foregoing), 103 workers directly under the State welfare department had been assigned to 181 counties. In four of the New England States, nine workers had been placed in seven areas including 144 towns. In States in which the local work was in process of organisation and in certain areas of a few of the States included above, fifty-one workers under State direction were doing some case work with children in developing local interest

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<sup>1</sup> This programme differs from the Social Security programme of aid to dependent children (see page 19), because the Federal funds are used to provide services only.

and participation in a child welfare programme. This limited service was being given in approximately 807 counties.

Reports from the States show that more than 42,000 children were given services during the month of June 1938 by workers whose salaries were paid in whole or in part by Federal funds for child welfare services. Included in this group were children who present conduct problems in the school or community; children in need of treatment or special training because of physical handicaps; mentally defective children for whose care special plans had to be made; and children whose home conditions threatened their physical or social well-being.

#### *Aid to Dependent Children.*

In forty States (including Hawaii and the District of Columbia), during June 1938, aid to dependent children was being given with the Federal Government providing a third of the funds through the Social Security Board.

The report of the Board for June 1938 showed 604,160 children in 243,832 families receiving such aid. This represented an increase of 16.8% in the number of children benefited and an increase of 27.4% in the obligations incurred for this purpose, as compared with June 1937. The size of the average grant per family varied in June 1938 from \$10.65 in Arkansas to \$57.73 in Massachusetts. The average family grant for all the States was \$31.29.

There is growing crystallisation of public opinion to the effect that the Social Security Act should be amended to permit the Federal Government to contribute a half of the cost of aid to dependent children, as it contributes a half of the cost of old-age assistance and of aid to the needy blind.

The Children's Bureau Advisory Committee on Community Child Welfare Services (April 1938) by resolution advocated such a change and recommended that the Federal Government's share in the programme should be accompanied by requirements which would tend to assure the granting of aid in each case sufficient to maintain home life for children in accordance with minimum standards of health and well-being.

### *Trend of Juvenile Delinquency.*

In 1937, there was a reversal in the downward trend shown from 1930 to 1936 in juvenile delinquency cases coming before the juvenile courts that report to the Children's Bureau.

In the areas served by twenty-eight courts that have reported to the Bureau each year since 1929, the number of delinquency cases in 1937 was 11% greater than in 1936 (31,038 as compared with 27,849), but only 2% greater than in 1935. Many factors, such as changes in procedure of police departments and other agencies in referring children's cases to the courts, contribute to the variations from year to year in the number of delinquency cases disposed of by the courts. Therefore, it is uncertain to what extent the 1937 figures reflect an actual increase in juvenile delinquency in the reporting areas.

Data regarding Federal juvenile offenders (juveniles under 19 years of age who violated Federal laws and came to the attention of Federal authorities) show that during the fiscal year ended June 30th, 1937, the number of cases of juveniles under 19 years of age reported by the United States probation officers was 2,501, 12% more than the number reported for the year ended June 30th, 1936. In 34% of the cases, the juvenile was placed on probation, and in 33% he was committed to a jail or to a Federal institution. In 7% of the cases, he was transferred to State authorities.

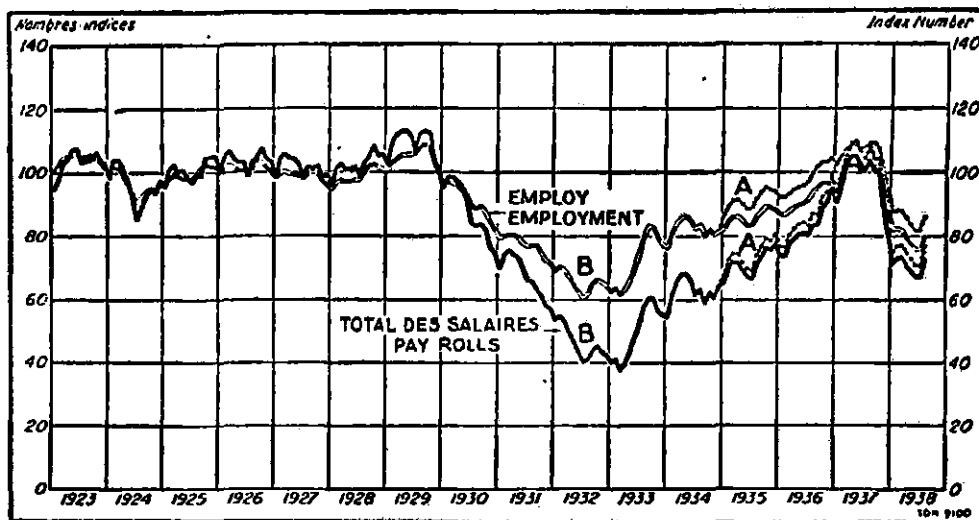
### *Family Income and Public Relief.*

Trends in family income affect directly the welfare of children. If income for any members of the family, including the older members, is stabilised, more of the family resources can be used for the benefits of children.

The first part of the year 1937 showed in the United States the highest levels of employment and pay-rolls since 1929. Late in the year, a sharp recession set in which resulted in factory employment in June 1938 being about a quarter lower than in June 1937 and weekly pay-rolls about a third lower.

*Employment and Pay-rolls—all Manufacturing Industries.*

1923-1925 = 100



A Adjusted to 1935 census of manufactures.

B Index before Adjustment.

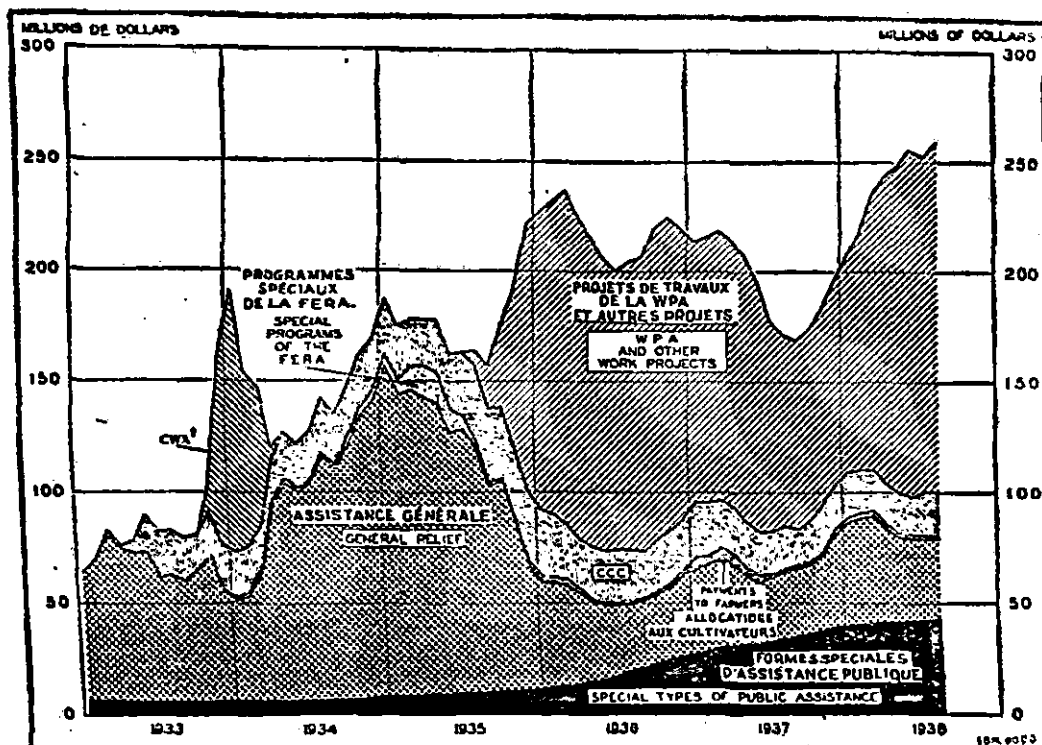
Bureau of Labor Statistics, United States Department of Labor, Series No. R. 820, Employment and Pay-rolls, August 1938, page 21.

In January 1938, twenty-two States began paying unemployment compensation benefits. One State had begun making such payments in July 1936. In the six-month period ended June 30th, 1938, approximately \$180,000,000 was paid in such benefits, which represented a new factor in the stabilisation of family income.

The increase in unemployment necessitated an increase in public relief programmes, including an increase in employment on work projects financed with Federal funds and administered by the Works Progress Administration (WPA). The steady increase shown in the following chart since 1935 in the amounts made available through "special types of public assistance", is due to the old-age assistance, aid to the needy blind, and aid to dependent children financed jointly by the Federal and State Governments under the Social Security Act.

Fortunately the fall months of 1938 began to show increases in employment and pay-rolls.

*Chart I.*—All public relief in the continental United States, January 1933-August 1938 (transient care and administrative expense excluded).



Represents earnings of persons previously receiving relief, estimated arbitrarily by the Works Progress Administration as 50% of the total obligations incurred for earnings from Federal funds under the Civil Works Programme.

*Social Security Bulletin*, October 1938, page 28. Published by the Social Security Board, Washington, D.C., U.S.A.

### *Work Projects and Child Welfare.*

During the year ended June 30th, 1938, the Works Progress Administration, (WPA), as a part of the Federal work-relief programme, spent approximately \$25,000,000 on various child welfare projects including public health nursing projects, clinics for mothers and babies, assistance in crippled children's programmes, school-lunch projects, nursery schools, and housekeeping-aid projects.

Housekeeping aids are home-makers carefully selected from the relief rolls, who are given special training and sent into the homes of relief families where there is no mother or where she is unable to care for her children.

Nearly 25,000 women in forty-three States were so employed in July 1938.

The Works Progress Administration provided in forty-five States nearly 120,000,000 hot lunches for school-children whose families were unable to feed them properly. For some of these children, the school lunch was the only full and satisfying meal received during the day; for some it afforded the only milk in the diet.

WPA recreation projects employed more than 32,000 persons in April 1938. A great majority of these were persons from the relief rolls trained as recreation leaders to conduct leisure-time programmes in rural and urban communities, sponsored by local public agencies. Children and young people were, for the most part, the beneficiaries of the recreation programmes so provided.

#### *National Youth Administration and Civilian Conservation Corps.*

The increase in unemployment during the year ended June 30th, 1938, curtailed the opportunity for employment of young people and reduced the income of family heads upon whom many young people rely for part or all of their support.

During May 1938, the National Youth Administration had about 327,000 high-school and college students on its student-aid rolls, and approximately 179,000 out-of-school youths at work on NYA projects. Students aided performed various types of work under the supervision of teachers and other school employees. The NYA work programme for out-of-school youth includes construction projects and a variety of activities such as sewing, recreational leadership, museum work, preparation of school lunches, clerical and stenographic work, library service and book repair, statistical and research work, youth-centre activities, and workshop projects.

Federal activities for youth also include the programme of the Civilian Conservation Corps (CCC), which in May 1938 was employing, in some 1,500 camps, 302,000 young unmarried men (from 17 to 23 inclusive), engaged in public work in connection with the conservation and development of the country's natural resources.



*Report of the Advisory Committee on Education.*

In February 1938, the Advisory Committee on Education presented to the President its report on the Federal relationship to State and local conduct of education. The Committee recommended the continuance, with comprehensive revision of basic statutes, of existing Federal grants to the States for vocational education and vocational rehabilitation, and of aid for land-grant colleges and their associated services. It also recommended new Federal grants to the States for general aid for elementary and secondary education, for the improved preparation of teachers, for the construction of school buildings, for the improved administration of State departments of education, and for educational research, demonstrations and planning. The report emphasised the great need for improvement of public schools in rural areas. Most of the new grants recommended derive their importance from the improvement they will make possible in the educational opportunities in rural areas. The objective of the Committee throughout its work was to preserve the strength achieved through local control of the educational system and at the same time to give that system down through its local units the financial aid that is needed. Bills substantially in accord with the Committee's recommendations were introduced late in the 1938 session of Congress.

*Trends in Legislation affecting Children.*

The outstanding Federal measure affecting children passed by Congress was the Fair Labor Standards Act of 1938, with its provisions relating to child labour and the employment of young persons.

A Federal juvenile delinquency Act was approved on June 16th, 1938,<sup>1</sup> based to some extent on juvenile court principles. Although this Act, which applies to persons 17 years of age or under who commit Federal offences not punishable by death or life imprisonment, still keeps procedure in such cases within the general framework of the criminal law, it does provide for the following significant modifications in criminal procedure: (1) District courts

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<sup>1</sup> See text of this Act in document C.Q.S./P.E./C.I.97—*Legislative and Administrative Series*, No. 91.

may try persons of the age specified, who consent to such procedure, as juvenile delinquents instead of on specific charges; (2) trial may be in chambers or otherwise, without jury; (3) possibilities for treatment on probation or by public or private agencies are broadened; (4) safeguards and restrictions with reference to jail detention are provided.

Efforts of nearly a quarter of a century to obtain a new juvenile court law for the District of Columbia, in place of a law based for the most part on criminal procedure, finally achieved their goal through the passage by Congress of a law based in large part on provisions of the Standard Juvenile Court Act.

In accordance with the provision that conventions adopted by the International Labour Organisation shall be submitted within a year to the competent authority in each member State, the President sent to Congress on June 9th, 1938, the two Conventions adopted by the June 1937 session of the International Labour Organisation that seek to establish a basic minimum age of 15 for employment of children in both industrial and non-industrial occupations, exclusive of agricultural and maritime workers. The International Labour Organisation draft Convention fixing the minimum age for admission of children to employment at sea, revised in 1936 to raise the minimum age for such employment from 14 to 15, was ratified by the Senate on June 13th, 1938, with the understanding that it apply only to navigation on the high seas and that it apply to all territory over which the United States exercises jurisdiction except the Philippine Islands and the Panama Canal Zone, with respect to which this Government reserves its decision.

Between July 1st, 1937, and June 30th, 1938, regular sessions of State legislatures were convened in nine States and special sessions were called in fifteen States.

Minimum-wage laws were passed in two States, Kentucky and Louisiana, relating, in Kentucky, to women and minors, and in Louisiana, to women and girls. In Louisiana, South Carolina and Virginia, laws regulating hours of work were enacted for all employees or for all females, which have the effect of shortening the hours of work previously established for minors. Advances in street-trades and school-attendance laws were made in New

York. Apprenticeship legislation was enacted in Louisiana, Massachusetts and Virginia.

Marked improvements in State and local welfare organization were made by laws passed in Louisiana, Virginia, Massachusetts and Mississippi. Virginia authorised co-operation with the Social Security Board in aid to dependent children, and Rhode Island authorised co-operation with the Children's Bureau in child welfare services under the Social Security Act.

New laws were passed in New Jersey, New York and Rhode Island requiring physicians to make serological blood tests for syphilis for all women receiving medical care during the prenatal period.

*Note.*—The information sent under the headings "Child Labor Provisions of the Fair Labor Standards Act" and "Employment of Children in States and Cities" has been communicated to the International Labour Office.

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## ARGENTINE REPUBLIC

### CHILD WELFARE IN THE ARGENTINE REPUBLIC IN 1936 AND 1937

During the years 1936 and 1937, child welfare activities did not remain stationary in the Argentine Republic. On the contrary, both in the official and in private spheres, especially the former, fresh efforts and very considerable practical achievements are recorded, all contributing towards the solution of child welfare problems in this country.

For the sake of clarity, the account of the work done has been arranged below in two separate chapters, dealing with official and private activities respectively; the first chapter is further subdivided into national, provincial and municipal activities.

#### I. OFFICIAL ACTIVITIES

##### A. *National.*

##### (1) *Law 12341 (Boletín oficial of January 11th, 1937).*

During the 1936 parliamentary session, a draft Law was laid before the Senate establishing a Maternity and Child Welfare Service. The object of the Law, as stated in the preamble, was to create a statute for the protection of mothers and of children from the time of conception up to school age. It was intended to present another statute for children of school age and adolescents. That second statute, together with the first, would constitute a "real child welfare code" in conformity with the recommendations of the Washington Conference of 1929 and the principles followed by the more progressive countries.

The provisions of Law 10903 of October 21st, 1919, concerning assistance to deserted and delinquent children and amending the relevant chapter of the Civil Code ("National Laws sanctioned by the Argentine Congress

during the Legislative Period of 1919", pages 109-114) do not cover the whole problem, and it was obvious that the aspects of the question connected with assistance to mothers, infants, and children under school age called urgently for consideration—there were no regulations of any sort on such matters—with a view to improving, by welfare work organised on rational lines, the position of mothers and children who are unable, for economic reasons, to provide for their own requirements.

Having been duly examined by both Chambers, the draft was adopted and became Law 12341,<sup>1</sup> instituting a Maternity and Child Welfare Service under the National Health Department. The Regulations<sup>2</sup> giving effect to it—promulgated by decree—extended the protection of minors in certain cases (Article 39) up to the age of 18; but that was a mistake in regard to age and was duly rectified by a new decree of the Executive. The National Association for Minors (Patronato Nacional de Menores) is the body which deals with assistance to deserted or delinquent young persons and children of school age, and if the text of the original decree had been applied there would have been an unprofitable conflict of jurisdiction between the Maternity and Child Welfare Service and the body in question. (A full summary of the Law and the Regulations giving effect to it appears in the annual report of the Argentine Republic, presented to the Advisory Committee on Social Questions at its 1938 session—see document C.81.M.36.1938.IV, pages 20-28.) The Maternity and Child Welfare Service of the National Health Department is responsible for the dispensaries specially established for the benefit of mothers and infants in the following places: Federal Capital, 2; Avellaneda (Buenos Aires) 1; Mar del Plafancia (Buenos Aires), 1; Concordia (Entre Rios), 1; Mercedes (Corrientes), 1; Alvear (Corrientes), 1; Mendoza, 1; San Luis, 1; San Juan, 1; Santiago del Estero, 1; Catamarca, 1; La Rioja, 1; San Lorenzo (Salta), 1; Salta, 1; Jujuy, 1; Posadas (Misiones), 1; Resistencia (Chaco), 1; and Santa Rosa (La Pampa), 1—making a total of nineteen establishments under the National Health Department.

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<sup>1</sup> For the text of the Law, see document C.Q.S./P.E./C.I.8—, *Legislative and Administrative Series*, No. 11.

<sup>2</sup> For the text of the Decree, see the above document.

(2) *National Association for Minors.*

This body, which is responsible for applying Law 10903 (amending the corresponding articles of the Civil Code), has continued to exercise effective guardianship over the minors entrusted to its care.

In 1937, the National Association for Minors published the first results of a census of official and private institutions for the protection of deserted and delinquent children. The object of the census was to permit of an exhaustive study with a view to obtaining specific data concerning deserted minors throughout the country, and the census was undertaken in pursuance of a resolution of the First National Conference on Deserted Children held in 1933. The results of the census, in the part relating to the Federal Capital—the only part that is finished—point to most interesting conclusions—for example, the fact that of the 7,400 minors of both sexes, included in the census, who are cared for in 50 institutions, only 962 had lost both father and mother, while 2,433 still had both parents and 2,114 had lost their fathers and 1,374 their mothers. The majority of such minors, therefore, are children with both parents alive; this is interesting and shows that it is not only children deprived of all support who must be cared for, but also those who in the majority of cases are the responsibility of indigent parents who, owing to circumstances of a temporary or permanent character, are unable to take care of them. The completion of this first national census of institutions for the care of deserted and delinquent children will give a powerful stimulus to the movement towards unification and co-ordination which must be carried through if the problem of morally and materially abandoned children is to be satisfactorily dealt with and solved.

In 1937, 100 bursaries were granted to establishments in the south, run by the Salesian Fathers, 75 to the La Pampa Association for Minors, 105 to the homes of the Women's Charitable Association, 15 to those of the Catholic Women's Association and 20 to that of the Trinitarian Sisters.

(3) *National Children's Aid Committee.*

During the early months of 1937, the President of the Republic visited some of the northern provinces. Greatly

impressed by the neglected condition of many of the school-children, as shown by their physical appearance and clothing, he decided to set up a National Children's Aid Committee and a Decree (No. 105531—1762) to this effect was promulgated on May 10th, 1937 (*Boletín oficial* of June 10th, 1937).

The Committee was composed of the Under-Secretary of State in the Ministry of Justice and Education, a member of the National Council of Education, the President of the National Association for Minors, a doctor from the National Health Department, the Inspector-General of Secondary Education and a Technical Inspector of Vocational Training, who were authorised to distribute the sum of one million Argentine pesos for the purchase of clothing and food for poor children attending the elementary schools at Córdoba, Tucumán, San Luis, La Rioja, Catamarca, Salta, Jujuy and Santiago del Estero.

The Committee set to work immediately, and the results of its activities were embodied in a short report, the more important passages of which are reproduced below :

“ Following on inspections carried out in the country by personnel seconded from the Ministry of Justice and Education, 46,500 boys' outfits and 43,500 girls' outfits were despatched to 1,746 schools. In addition, a sum of 276,595 pesos was distributed to be expended on food in 2,417 schools, through the National Council of Education and the Provincial Education Authorities. Later, 3,740 first-aid outfits were purchased and distributed in the schools in the interior.”

The report adds, as regards the situation of children in the various provinces and national territories, that continuous, persevering and methodical work is essential and that the necessaries of life must be provided in order to ensure progressive improvement. In the part dealing with the use made of the money, the report states that the sum of 602,960.02 pesos was distributed in the form of grants for food and the purchase of clothing, shoes and medicine chests for elementary schools in the provinces mentioned, and that, in addition, a sum of 397,039.98 pesos was spent on travelling expenses of the Committee's secretarial and administrative staff and the staff of the Office for Purchases and Supplies of the National Council of Education on miscellaneous expenditure, etc.

The Committee is still pursuing its activities under the Ministry of Justice and Education.

(4) *Advisory Committee for Regional Homes and Hospitals.*

The above Committee, which is under the Ministry of Foreign Affairs and Public Worship, has enlarged the National Minors' Colony at Oliveira, in the Province of Buenos Aires, to 400; this has relieved congestion in the Alcaidia de Menores and helped to improve the conditions for those remaining there. The Colony had adopted the group system, with separate buildings, each capable of housing 100 children. At present the possibility of introducing the "cottage home" (*casa-hogar*) system is being studied.

At the end of 1937, the Department opened the Dr. José Sanchez Picado Institute for Abnormal Minors, at Villa Devoto, which can at present house twenty-five inmates. This has made it possible to relieve the situation in the Home for Backward Children, at Torres, which is at present overcrowded.

(5) *The Beneficent Society (Sociedad de Beneficencia) of Buenos Aires.*

This institution, which is the oldest of our charitable organisations, realised at the outset the necessity of ensuring that children should be effectively protected. Ever since its foundation it has benefited by a special system; for instance, its expenses are paid almost entirely by the Government of the Republic. In 1936/37 it continued its system of "community" homes, each home consisting of a single large enclosed building. The instruction provided consists of elementary education, and training in arts and crafts or agriculture, according to the age of the inmates. Children are received from earliest infancy and cared for throughout the various stages of childhood and youth until they come of age. The work done by the Society's institutions is of a very comprehensive character. During the last two years, no institutes for minors have been established or enlarged, but attention should be drawn to the results achieved by means of the General Register of Children, which has been very much improved. According to the regulations in force, all the Society's establishments are bound to transmit to the Register of



Children notices of vacancies in the staff which can be filled by inmates of the establishments themselves. In this way, the section responsible for placing has been able to greatly extend its activities and has rendered noteworthy service. The Beneficent Society has given much thought to the question of placing children who are ready to leave the establishments. The new provisions have made the problem much less difficult and in many cases have provided a solution. To perfect the system, a mental test has been instituted for all minors before entering the institution, to avoid admitting abnormal children to the ordinary establishments.

(6) *Buenos Aires Police.*

In pursuance of its task of protecting children, the police of the capital, in order to increase the accommodation for destitute children, has opened the Victoria Aguirre Home, an institution of the cottage home type, for girls only. It can take in thirty-five minors, and provides elementary education and instruction in handicrafts, according to the children's age and standard of education. The other establishments under the Buenos Aires police are the Alcaidia de Menores, the Juan B. Alberdi Home and the Granja Policial.

B. *Provincial.*

(1) *General Child Welfare Service of the Province of Buenos Aires.*

Official action in the provinces, though not yet very widely developed, has produced some important results. The Province of Buenos Aires has done most to solve one aspect of the child welfare problem: the care of deserted and delinquent children. In July 1936, it set up the Reformatory for Deserted and Delinquent Children, at La Plata, which started work within five months. In January 1937, the Reformatory of San Pedro (F.C.C.A.) was opened on modern child welfare lines. Later, the establishments of the Agustín B. Gambier Institute and of the Abasto F.C.S. were enlarged and improved. At present, a scheme, to cost 1,400,000 pesos, is under consideration for establishing reformatories in all the judicial

districts of the province, taking duly into account the various needs of the different regions; the erection of a number of buildings to serve as shelters is also contemplated, including one for children from 2 to 6 years and another to be used as a school for invalid minors.

In addition to these various measures, the Provincial Executive submitted to the Legislature a draft law setting up a General Child Welfare Service, which was adopted and promulgated as Law No. 4547. It provides, *inter alia*, for release on probation and for the creation of juvenile courts, an institution which did not previously exist in the country and is something new in the child welfare system.

Another important law, No. 4546 of May 10th, 1937 (*Revista Parlamentaria*, No. 65 of August 1937), known as the "school non-attendance law", was passed, to prevent parents or guardians from evading the obligation to send children to school and thus depriving them of education and State supervision. For this purpose, a Compulsory School Attendance Office has been set up—under the General Schools Administration—which will be responsible for drawing up a list of the children of school age in each district.

*In the Province of Entre Rios*, the Roque Saenz Peña Minors' Colony has been reorganised on modern lines and, by Decree of April 3rd, 1937, the Chairman of the Governing Board of that establishment was instructed to take charge of a census of official and private institutions for the protection of deserted and delinquent children to be carried out under the auspices of the National Association for Minors, the public authorities being required to collaborate whenever necessary.

*In the Province of Mendoza*, means are being actively studied of co-ordinating child welfare work through an official body, the Permanent Social Service Office, established by Law No. 1147 of October 21st, 1935. At the same time, there is a scheme for new establishments for the care of mothers, newly born children, children of pre-school age, children of school age, and weakly children. As regards the latter, the practice has been continued of sending school-children to the Pacific coast in Chile, where an international holiday colony has been established for the purpose.

*In the Province of Córdoba*, the Dalmacio Vélez Sarsfield Colony is being opened. It will, however, be run on the old-established lines, and not in accordance with the "Ricardo Gutierrez" home-colony system—initiated by the State—which is generally regarded as excellent. The Colony has accommodation for 150 boys, and the instruction given is mainly in agriculture.

### C. *Municipal.*

There are no data available regarding the activities of provincial municipalities during the past two years. The municipality of the capital did not initiate any new child welfare schemes during the period 1936/37. It has, however, done very useful work through the Municipal Physical Training and Public Assistance Service. Holiday colonies, children's playing-fields, physical training grounds, and children's gardening clubs—fourteen in all—were opened in the various quarters of the town according to the most urgent needs of each. The Public Assistance Service, in addition to the work in the maternity departments of its hospitals, organised three children's canteens and ten dispensaries for infants, an institution for the prophylaxis of infantile tuberculosis, Roca Preventorium and two milk distribution centres, all under the direction of the Infant Welfare Service.

## II. PRIVATE ACTIVITIES

In addition to the enlargement of certain existing establishments, which were thus enabled to extend their welfare work—the Beneficent Society of Rosario, which opened a new wing, is a case in point—mention should be made of the following new establishments, founded by private initiative.

In the town of Necochea (Province of Buenos Aires), an infant dispensary was opened on June 21st. In the town of San Juan, in April last, a dispensary of the Copa de Leche Society was opened and, later, another similar establishment, belonging to the same institution. Last April also, the Beneficent Society of Jujuy, which is engaged chiefly

in child welfare work, commenced its activities. On September 9th, a Copa de Leche Society was established at the Regional Adaptation Training School at Olta (Province of La Rioja), and a similar society was started on May 15th at the Training College at Chilecito, in the same province. In the Province of Santiago del Estero, the Mothers' Canteen, founded in 1934 in the capital, has been extending its activities. It includes the following sections: home for mothers, pre-natal puericulture, free milk distributing centre, a canteen for children of pre-school age, and a laundry: it is at present assisting 190 persons (mothers and children). It is the first organisation of the kind in the town of Santiago del Estero, where formerly the only kind of assistance to mothers and children was that provided by the maternity departments of the two large hospitals, whose work, important as it was, dealt only with the medical aspect of the problem. Thanks to the new organisation, mothers and children will receive, in addition to medical care, remedies, clothing, food, and even money, to enable them to have what they need.

### III. OTHER ACTIVITIES

Among other activities connected with child welfare should be mentioned the Mothers' and Children's Week organised by the Argentine Association of Biotypology, Eugenics and Social Medicine. On this occasion, important reports were presented, including the following: The Doctor in the School; Biotypology as a Basis for School Reform; The Objective Influence and the Child; The Development of Backward Children and their Future Place in the Community; The Doctor and the Problem of School-children's Health; The Nutrition of the Healthy Child of School Age; etc.

By a Decree of April 12th, 1937, the Executive established a National Register of Social Assistance, at the Under-Secretariat of Public Worship and Welfare of the Ministry concerned.

Although the Register was not set up expressly for child welfare purposes, it may be mentioned that the object of this National Register is to collect all possible information relating to social assistance throughout the country, with a view to facilitating the co-ordination of the various

organisations, and ensuring the necessary assistance for persons in need of help of any kind.

The distribution of relief in such a way as to enable as many persons as possible to benefit is, indirectly, a contribution to the work of protecting mothers and children, and for this reason the establishment of the National Register of Social Assistance should be stressed as marking a further step in the study and solution of child welfare problems.

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## AUSTRALIA

### Victoria

#### LEGISLATIVE MEASURES

The Victorian Maintenance Act, 1928, Part 3, was amended to enable any widowed mother who is in receipt of assistance from the Children's Welfare Department towards the maintenance of her children to apply to the Department for an allowance towards the cost of her own maintenance. The Department is authorised to make an allowance to the widowed mother of not less than 6s. nor more than 10s. a week. Applications are to be investigated in the same manner as those made in respect to children.

### Queensland

No new legislative or administrative measures were taken in relation to child welfare during 1937.

#### INFORMATION

A copy of the annual report of the Director of the State Children Department of Queensland has been sent to the Secretariat. After reviewing the activity of the numerous children's homes, orphanages and industrial schools in the State, the report reviews the progress of education and of children's courts work. It gives an account of the administration of the Infants Life Protection Acts, 1905-1935 and of the Adoption of Children Act, 1935. This last Act has been looked upon by the public with satisfaction. Proof of it is the fact that the applications to adopt children exceed the number of children available. The introduction of this Act, which makes provisions for the adoption of children under 21 years of age, has caused applications for the adoption of children who have been in the home under a *de facto* adoption almost from infancy, and who are now nearly 21 years old.

The annual report of the Director of Infant Welfare for the year 1936/37 was also sent. It contains tables of infant mortality in Queensland for the years 1931-1936. It states that the most prominent feature is the great preponderance of deaths from ante-natal causes, and that special attention will be devoted to this fact in future. The birth rates tables show a small rise since 1935; comparing the birth rates of the Australian States per 1,000 population in 1936, Queensland takes the second place. A truer comparison would be based on the number of women of child-bearing age in each State. Here Queensland takes the third place, its ratio being lower than that of Western Australia by a small fraction.

The work of baby clinics has increased steadily in 1936/37. The total attendances show an increase of 31,703, of which only 1,994 came from the new branches which were opened too late in the year materially to affect the total. The number of visits paid to newly born children by clinic nurses has increased. Fifty-four nurses have passed through the training school in Queensland and obtained their child welfare certificates.

## South Australia

### LEGISLATIVE MEASURES

“An Act to amend the Maintenance Act, 1926, so as to make further and better provision for the relief of mothers and children, and for other purposes” was passed in December 1937, making provision for some monetary payment to be made for the maintenance the mothers in thoses cases where grants are made for their own children's support. It provides for a sum not exceeding £1 per week for the mother, and not exceeding 15s. per week per child.

## Western Australia

### INFORMATION

A copy of the annual report of the Child Welfare Department for the two years ended June 30th, 1937, has been received by the Secretariat, and the following information is taken from the report. It seemed of interest to deal at

some length with the contents of this document, as it contains a survey of the activity of a centralised administrative department for child welfare.

The Department has two main functions—one to administer the Child Welfare Act, under the Ministre, and to care for and maintain all children committed by children's courts either to its care or to subsidised institutions; the other to provide relief to women with children dependent upon them, and to aged destitute persons who are sick. There are two main sections, the Welfare Section and the Relief Section.

*Welfare Section.*

*Wards.*—The total number of children controlled and supervised under the various sections was as follows :

|   | 1936  | 1937  |
|---|-------|-------|
| Children in institutions, wards of Department, on subsidy .....   | 585   | 581   |
| Children boarded out on subsidy.....  | 379   | 377   |
| In Government receiving homes.....  | 41    | 30    |
|   | <hr/> | <hr/> |
| Total number chargeable.....  | 1,005 | 988   |
| Children at service and in training.....  | 261   | 309   |
| Children with relatives, and others without subsidy .....   | 426   | 489   |
| Children under six years of age placed out with licensed foster-mothers and licensed institutions and paid for by relatives ..... | 128   | 240   |
| Children on probation from children's courts and industrial schools.....  | 415   | 461   |
|   | <hr/> | <hr/> |
| Total .....   | 2,235 | 2,489 |

*Subsidised Institutions.*—The subsidised institutions, even though they are controlled by the various religious denominations, are directly under the supervision of the Child Welfare Department and are governed by the Regulations in accordance with the Child Welfare Act, 1907-1927.

The report contains information relating to each of the subsidised institutions (homes, schools and orphanages).

*Service Children.*—The number of wards at service at June 30th, 1937, was 153, while an additional 163 were in training.



After a period of training, the children are placed out to employment, and no difficulty is experienced in obtaining suitable work. Country employment accounts for practically all of the boys, although several boys and girls who have shown marked scholastic ability have been placed with prominent firms in the city. The demand for suitable girls for domestic work has been even greater than previously, and the rate of wage securable for these girls has improved considerably.

Children for country or domestic work are placed out under Service Agreements, and a portion of the wages is banked for the child.

*Street Trading.*—In accordance with Sections 104-107 of the Child Welfare Act, 1907-1927, children under 16 years of age must be licensed to engage in street trading. Strict enforcement of these regulations is necessary to prevent the exploitation of children and to keep children of tender years off the streets. The hours during which children holding licenses may sell are as follows :

12-14 years—between 5 a.m. and 8 p.m. (licence issued subject to satisfactory school report).

14-16 years—between 5 a.m. and 9 p.m. (special permission is given for some of these boys to sell until 11.30 p.m. on Saturday nights only).

Licences are issued for a period of six months, after which they have to be renewed, new badges of contrasting colours and new licences being issued.

Through police co-operation in country centres, licences are issued from Kalgoorlie to Albany. Supervision of this work is necessary to ensure that the conduct, general demeanour and appearance of the children licensed remains at a satisfactory standard and to prevent children under the age of 12 years from engaging in street trading.

*Performing in Public.*—Under Section 106 of the Child Welfare Act 1907-1927, any child under the age of 16 years performing in public must be licensed. This has been strictly enforced, and every endeavour has been made to see that no child performs later than the hours prescribed by the licence, and also that performances are not of such a nature as to be physically or morally detrimental to the child. The educational question has been watched, and

should the child's training or performances be deemed to affect its schooling, licences are refused. Advertised performances have been stopped and warnings issued regarding the securing of necessary licences. The co-operation of the Police Department has assisted materially in controlling this sphere of child welfare.

*Boarding-out System.*—The number of wards boarded out on subsidy on June 30th, 1937, was 377. For children who are not placed in institutions, it is a matter of importance to find the right foster-parent for each child. Whilst many children settle down immediately in a new home and remain in the same home until they cease to be wards of the Department, others have to be moved from three or four homes before a foster-parent is found who can satisfactorily handle them. Occasionally it is found necessary to transfer a child to an institution because it is so difficult to find a foster-parent who will keep him; but generally the foster-parents become very attached to the children they take into their homes, and treat them as if they were their own, and the children also grow fond of them.

There is great difficulty in obtaining homes for infants, but the Department has been fortunate in having infants placed with some very good foster-parents, who take a special pride in their work.

The success of the boarding-out system depends greatly on the type of foster-parents available to care for the wards. Every care is taken to ensure that only the right type of person is granted custody of the children. The homes chosen are generally of a very high standard, and foster-parents generally are doing good work. Not infrequently, wards of the Department are legally adopted by foster-parents. More often, however, they continue with their foster-parents after they have left school, and are, to all intents and purposes, members of the foster-parents' families.

The foster-parents' homes are visited at least quarterly by the Department's inspectorial staff, which includes five trained nurses and two male inspectors. The five trained nurses are employed in and around the metropolitan area, whilst one of the male inspectors is doing country work only:

Foster-mothers who take children under the age of 6 years must be licensed under the Child Welfare Act.

There are now more foster-children in institutions than with foster-mothers, on account of the fact that employment for the mothers has also increased. Three institutions have been added: Seaforth Boys' Home, Perth Girls' Orphanage and Alexandra Home.

*Legal Adoptions.*—The value of legal adoption can hardly be estimated. The primary object is to secure a home with parents for the unwanted child. A secondary object is to secure for childless couples the blessing of a little one in their homes; nor can the financial aspect be overlooked. It is interesting to note that an estimated saving of £19,613 for the year 1935/36 and £51,744 for the year 1936/37 was effected in the present and future maintenance of children adopted during those two years. In point of fact, the estimated saving must be taken as moderate, as it is calculated on the basic rate of subsidy at 8s. per week, while, as many of the children were adopted in early infancy, a higher rate would have to be paid for such youngsters up to 2 years of age. In this connection, it is interesting to note that for the year 1936/37 the numbers of children adopted at the various ages were as follows:

|                    |    |
|--------------------|----|
| Under 1 year ..... | 17 |
| 1-2 years.....     | 17 |
| 3-5 years.....     | 15 |
| 6-10 years.....    | 17 |
| Over 10 years..... | 11 |

The object of the majority of adoptions by relatives is to give a child born out of wedlock legal right to the name and a position in the home of some member of the mother's family.

The work was greatly advanced last year by a striking broadcast talk on "Adoptions" by a prominent doctor. Many applications for the adoption of children were received after people had listened in to this interesting address; and the Department has been unable to meet the demand for baby girls.

*Unmarried Mothers.*—A great many unmarried mothers have been helped by the Child Welfare Department through having their babies adopted or foster-mothers found for them. The lady officers have helped to find employment for unmarried mothers and have advised them in other ways.

The bulk of the cases come under the notice of the Department in one way or another. Frequently, an expectant mother calls and interviews an officer of the Department for advice or assistance. Many of them enter the various maternity homes pending the birth of their children, and a number of them remain in such homes nursing their children after birth. In a number of cases, the expectant mother approaches the officer dealing with adoptions and asks to have a legal adoption arranged when the child is old enough to be removed. Quite a number of these children born out of wedlock are fortunately taken back into the family of the mother. Sometimes the mother herself marries, and she and her husband adopt the child to give it a name.

*Probation and Preventive Work. Male probation officer.*—During the past year, 226 boys were released on probation, an increase of ninety-one on the number for the previous year. The Special Magistrate has taken every opportunity he could to release boys on probation, and has thus given them a chance to improve themselves without adopting the extreme course of committing them to institutions.

The conduct of the boys on probation has, in general, been satisfactory, and many of those who have been sent out to work after being committed to the industrial school have been very successful.

Much time is spent in preventive work, and parents do not hesitate to seek assistance in dealing with boys who are likely to become troublesome. This work is very valuable, and through it quite a number of boys are kept out of the court.

*Female probation officer.*—During the year ending June 30th, 1937, thirty girls were released on probation from the metropolitan and suburban children's courts. Two failed to keep the terms of their probation and were committed to an institution.

Thirty-six wards of the State, most of them released from institutions, were placed in positions and on parole, under the supervision of the Probation Officer.

*Industrial Homes.*—The valuable co-operation between the two industrial homes for girls continues, and problem cases have been transferred from one to the other, with beneficial results to both the girls and the homes.

The lack of a special home for subnormal girls adds to the number of cases in industrial homes, and makes them at all times extremely hard to manage.

*Children's Courts.*—Section 19 of the Child Welfare Act provides for the establishment of a children's court at any centre, and the appointment of members thereto. These courts were established primarily for the purpose of hearing charges against or by children, and are courts of summary jurisdiction.

At June 30th, 1937, there were—exclusive of the children's courts in the metropolitan area—seventy-five children's courts in country areas, with 232 members. Six courts were established during the year, and fifteen members were appointed thereto, while fifty-six additional members were appointed to the various courts owing to other members changing their residences or for other causes. Out of the total number of 232 members, three were women.

#### *Relief Section.*

The women on whom children are dependent and who are in need of help come under this section.

Assistance was given in the form of indoor or outdoor relief to widows, deserted wives, wives with incapacitated husbands, or husbands in sanatoria, asylums or prisons, single women, foster-mothers and to some special or temporary cases.

### **Tasmania**

The Secretariat has been informed that no alteration was made in the legislation of Tasmania relating to child welfare during 1937.

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## BELGIUM

### LEGISLATIVE MEASURES

The Belgian Government has supplied the Secretariat with the text of the Law of May 14th, 1937, amending Articles 80, 81, 375 and 377 of the Criminal Code and the Law of October 4th, 1867, on Extenuating Circumstances (*Moniteur belge*, Nos. 137, 138, 139, of May 17th, 18th, 19th, 1937, page 3226). The new law inserts a clause in Article 375 of the Criminal Code. The new law inserts a clause in Article 375 of the Criminal Code under which a person guilty of raping a minor over 16 years of age becomes liable to a term of penal servitude (*travaux forcés*) varying from ten to fifteen years. In certain cases, moreover, the law amends the penalties imposed for rape or indecent assault in the case of minors.

The Law of June 10th, 1937, concerning the Complete Organisation of Public Education (*Moniteur belge*, No. 191 of July 10th, 1937, pages 4322-4324) amends certain clauses in the Educational law concerning the organisation of elementary education in communes. It lays down the executive action which may, if necessary, be taken by the Government itself to ensure observance by recalcitrant local authorities of the provisions of the law, particularly where a certain number of parents demand the opening of a public school or the creation of a separate school for girls.

The law also reduces to six years the maximum term of the contract for the recognition of a school which may be entered into between the local authority and the managing committee of a private school.

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## UNITED KINGDOM

### 1. LEGISLATION ON INFANTS, CHILDREN OF PRE-SCHOOL AGE, CHILDREN OF SCHOOL AGE AND ADOLESCENTS OF POST-SCHOOL AGE

The most important piece of legislation under this heading passed during the year was the Factories Act, 1937, which came into force in July 1938.

This Act substantially improved the conditions governing employment of young persons in factories and included new provisions to cover some classes of young persons employed wholly or mainly outside the factory (*e.g.*, certain van-boys and errand-boys). The normal hours worked in any week by young persons are not to exceed forty-eight. As from July 1st, 1939, this maximum is to be reduced to forty-four hours per week (in the case of young persons under 16 years of age). In the case of young persons employed in factories, the total number of hours worked on weekdays other than Saturdays (excluding intervals allowed for meals and rest) must not exceed nine. Employment on Saturdays must cease not later than 1 p.m. Conditions are also imposed regulating the length of the periods of employment,<sup>1</sup> spells of work and intervals for meals and rest. Young persons under 16 years of age cannot be employed after 6 p.m.

Young persons over 16 years of age are allowed to work a limited amount of overtime, subject to compliance with strict conditions. Young persons under 16 years of age are in no circumstances permitted to work overtime.

The system of requiring the medical examination of young persons under 16 taken into factory employment has been extended and developed. The provisions of the 1937 Act apply to all factories as defined in the Act. Conditions, including provisions as to re-examination, may now be attached to certificates of fitness for employment.

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<sup>1</sup> "Period of employment" means the period (inclusive of the time allowed for meals and rest) within which persons may be employed on any day.

A young person may not work at certain classes of machine which have been prescribed by order of the Secretary of State as being of a dangerous character, unless he has received a sufficient training in work at the machine or is under adequate supervision by a person who has a thorough knowledge and experience of the machine.

The following statutes were also enacted during the course of the year :

(a) *The Physical Training and Recreation Act, 1937.*

The Government's proposals for the development and extension of the facilities available for physical training and recreation are contained in Memorandum Cmd. 5364, which was presented to Parliament in January 1937. Those parts of the scheme which could not be carried out by administrative method were implemented in the Physical Training and Recreation Act, 1937.

This Act provided for the continued existence of two National Advisory Councils, one for England and Wales and one for Scotland, to survey the field and advise as to the best methods of improving the physical well-being of the people by exercise and recreation. It also provided for the setting up of local committees to develop and co-ordinate the work in the various localities and advise as to the distribution of grants. The powers of local authorities were extended in many respects, enabling them to provide community centres and other recreational and athletic amenities. Their powers under the Act are summarised in a Memorandum issued in July 1937 by the National Advisory Council for Physical Training and Recreation. The Act also provided for the establishment of a National College of Physical Training.

(b) *The National Health Insurance (Juvenile Contributors and Young Persons) Act, 1937.*

This Act, which came into force in April 1938, has as its main purpose the provision of medical benefit—*i.e.*, medical attendance and medicines, for boys and girls who leave school and become employed and insured under the age of 16. It thus bridges the gap between the medical supervision of school children (which is a function of Education Authorities under the Education Acts) and the provision of National Health Insurance medical benefit



which has hitherto been available only to persons of the age of 16 or over.

The Act also requires education authorities to furnish to a medical practitioner for his confidential information, such particulars of the school medical record of any young person (*i.e.*, a person under 18) as the practitioner may deem necessary to assist him in his treatment of the case.

It extends to Scotland as well as to England and Wales.

Its provisions were extended to Northern Ireland by the National Health Insurance (Juvenile Contributors and Young Persons) Act (Northern Ireland), 1937.

(c) *The Widows', Orphans' and Old Age Contributory Pensions (Voluntary Contributors) Act (Northern Ireland), 1937.*

This Act, which came into force in January 1938, extends the contributory pensions scheme on a voluntary basis to persons of limited means who satisfy certain statutory conditions and thus increases the provision in the social services in respect of orphans in Northern Ireland.

2. LEGISLATION REGARDING SPECIAL CATEGORIES OF CHILDREN, SUCH AS DELINQUENT CHILDREN, PHYSICALLY DEFECTIVE CHILDREN, MENTALLY DEFECTIVE CHILDREN, ETC.

(a) *The Children and Young Persons (Scotland) Act, 1937.*

This Act, which, with the exception of Section 29, came into force in 1937, consolidates, with minor exceptions, the provisions of the Children' and Young Persons (Scotland) Acts, 1908 to 1932. Part I deals with child life protection, Part II with the prevention of cruelty to children and young persons and of their exposure to moral and physical danger, Part III with juvenile employment, Part IV with the protection of children and young persons in relation to criminal proceedings, Part V with remand homes, approved schools and persons to whose care children and young persons may be committed and Part VI with homes supported by voluntary contributions.

A table of comparison showing how the enactments consolidated are dealt with by the Act has been issued by the Scottish Office and Scottish Education Department.

(b) *The Education (Deaf Children) Act, 1937.*

This Act lowered the age of compulsory school attendance in the case of deaf children from seven to five years.

3. LEGISLATION CONTEMPLATED REGARDING POINTS 1  
AND 2 ABOVE

During the year, the following measures (which received the Royal Assent in 1938) were under consideration :

(a) The Unemployment Insurance Bill;

(b) The Children and Young Persons Bill, which amended in various minor ways the Children and Young Persons Act, 1933.

(c) The Young Persons' (Employment) Bill.

The provisions of the Bills under (a) and (c) will be fully described in the report for 1938.

4. INFORMATION REGARDING THE PRACTICAL APPLICATION  
OF LEGISLATION BY THE STATE, THE LOCAL AUTHORITIES  
AND THE PRIVATE ORGANISATIONS

(a) *Board of Education.*

The report of the Board of Education and the statistics of public education for England and Wales for 1937 were forwarded to the Secretariat, and the following information has been extracted therefrom :

(i) *General Review.*

One of the outstanding features of the year 1937 was the widespread interest shown in physical education.

Satisfactory progress continues to be made with the reorganisation of elementary schools. During the twelve months ended March 31st, 1937, 793 departments were affected by schemes of reorganisation; and, by December 31st of that year, 676 more were added to that number. A marked decrease has taken place in the number of over-large classes, and the Board's policy of limiting all classes in senior departments to not more than forty on the roll advanced a further stage towards realisation.

An increase has also taken place in the numbers of both full-time and part-time students attending schools and

courses recognised under the Regulations for Further Education for the session 1936/37. During the year, the Board completed a survey of the distribution, organisation and work of junior technical schools of all types throughout the country, based upon full inspections of a large number of schools. A report of this survey was published in June 1937, as *Educational Pamphlet No. 111*, under the title "A Review of Junior Technical Schools in England".

The school medical service continued to make a steady advance in the year under review, and the progress in the provision of nursery schools was more rapid than during preceding years.

Considerable interest continued to be shown by local authorities in the question of road safety of school-children, and more authorities have set up local Children's Safety Committees during the year on the lines suggested in the Report of the Inter-Departmental Committee on Road Safety among School-children which was published in 1936.<sup>1</sup>

The Board has been actively interested in a problem which, in recent years, has attracted increasing attention from teachers, parents and pupils—viz., the subject of homework. Some four years ago, His Majesty's inspectors were asked to carry out certain investigations in order to discover the most significant facts. Their enquiry covered three separate types of school—elementary, secondary and technical—and the results were published in May 1937, as *Educational Pamphlet No. 110*, entitled "Homework".

Early in the year, a revised edition of the *Handbook of Suggestions for Teachers* was published. Although less than ten years had elapsed since the publication of the last edition, the Board felt that the rapid development in educational thought and practice made the issue of a revised edition desirable.

(ii) *Physical Education.*

*Appointments of Organisers.*—At the beginning of 1936, out of 316 local education authorities, only 124 were employing organisers of physical education. By the end of 1937, the number had increased to 232 authorities, who,

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<sup>1</sup> See document C.Q.S./P.E./C.I.34, Information Series No. 7.

between them, were employing 140 men and 153 women (total 293), as compared with 87 men and 95 women (total 182) employed at the beginning of 1936.

The Board attaches importance to the appointment of organisers, not only in areas in which the schools have already been reorganised in accordance with the principles of the Hadow Report and which may therefore be well provided with suitably equipped gymnasiums and adequate playgrounds and playing-fields, but also in areas where the facilities for physical education fall short of modern standards. Whatever the type of area, the organiser should be regarded as something more than a super-instructor or demonstrator. His (or her) demonstration work and classes for teachers must be supplemented by wider functions, for, in the words of the Board's Chief Medical Officer, "it is to the organiser in each area that the Board and the local education authorities have to look as the recognised guide and adviser for the community as a whole".

The annual report of the Board's Chief Medical Officer on the health of the school child for 1936 contains a statement of the duties of organisers of physical education, which indicates the wide scope of functions which they can properly perform.

*Facilities for Physical Training and Games.*—The interest shown by local education authorities in the development of facilities for physical education in public elementary schools continues. For example, during 1937, the area of land acquired for playing-fields for children at elementary schools increased by about 2,600 acres. During the same period, proposals for 189 new gymnasia in senior schools were approved by the Board, the number approved during 1937 being rather more than double that of the previous year. The practice of sending parties of children from the elementary schools to camp schools and holiday camps is one which deserves every encouragement from local education authorities. During the financial year ended March 31st, 1937, ninety-four local education authorities were known to have sent over 93,000 children to such camps, the visits of each party usually occupying one or two weeks and in some cases rather longer. As in previous years, the expenditure incurred by local education authorities represented only a part of the total

amount spent for this purpose, as the grants made from public funds were supplemented by sums obtained from voluntary sources—*e.g.*, contributions from parents and other private subscriptions. Various voluntary bodies also continue to provide facilities of a similar nature.

In the secondary schools, also, progress has been made. During the two years following the issue of Circular 1445, the Board approved proposals for 1,250 acres of playing-fields, 180 new gymnasia, and seventeen new swimming-baths. During the same period, proposals for thirty new gymnasia in connection with technical schools were approved.

In evening institutes and evening classes in colleges, the number of classes in physical exercises, dancing, swimming and other related activities increased from 7,023 (with 191,203 class entries) in the year 1935/36 to 8,709 (with 239,415 class entries) in 1936/37. These figures refer only to classes recognised under the Board's Regulations for Further Education. Authorities have also conducted or aided a large number of other classes of a "Keep Fit" type<sup>1</sup> which are of a more informal kind than those recognised under the Regulations.

*Time for Physical Education in the Curriculum.*—The substantial improvement in the material facilities provided for field games, gymnastics and swimming has led to some increase in the time allowed for physical education.

*Publications.*—The principal publications relating to physical education of the year 1937 were the companion volumes *Recreation and Physical Fitness for Youths and Men*<sup>2</sup> and *Recreation and Physical Fitness for Girls and Women*.<sup>2</sup> These books were designed to give guidance to those who are responsible for conducting the activities of youth organisations, clubs, classes and centres, and it is hoped that, coming at an opportune moment when the public interest has been greatly stimulated by the Government's plans for encouraging recreational physical activities, they will prove to be of technical assistance to

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<sup>1</sup> The purpose of the recent national "Keep Fit" campaign is the improvement of the physical condition of the people.

<sup>2</sup> Physical Training Series No. 15 and No. 16 respectively, published by His Majesty's Stationery Office.

teachers, instructors and leaders in the movement. The book for youths and men contains chapters on gymnastics, games, athletics, swimming, boxing, wrestling and camping, with suggestions for organisers and leaders. The book for girls and women contains general advice to leaders and teachers on such subjects as clothing, and health and hygiene, and deals also with "Keep Fit" work, elementary gymnastics, dancing, games, swimming, athletics and camping. The two books are intended for leaders, but they are in no way a substitute for the courses of training conducted by experts, which should be attended first by all who wish to become leaders of classes and clubs.

(iii) *Elementary Schools.*

*School Attendance.*—There were no additions during the year ended December 31st, 1937, to the list of authorities which have adopted the age of 15 years as the upper limit for compulsory school attendance, but the Cheltenham authority, which adopted this limit for three years from 1934, has now extended it to meet the date of the general raising of the school-leaving age fixed by the Education Act, 1936, and Gloucester has published its intention of making a similar extension. The returns from those areas where the age has been raised by by-law again indicated that a considerable number of exemptions are still being sought and granted, although there is a slight increase in the percentage of pupils remaining over the age of 14 years 6 months. Prosecutions for non-attendance at school of pupils over 14 years of age were made in seventy-seven cases and resulted in sixty-nine convictions.

*Poor Law Schools.*—The gradual diminution in the number of Poor Law schools has continued during the year under review and an increasing number of children for whose maintenance Public Assistance Committees are responsible receive their education in common with other children in ordinary public elementary schools. On March 31st, 1937, there remained only twenty-two Poor Law schools as compared with fifty-five on the coming into operation of the Local Government Act, 1929. Fourteen of these twenty-two schools were ordinary schools, educating 3,095 children, and eight were hospital schools, educating 269 children. The total number of children in

the schools on March 31st, 1937, was thus 3,364, as compared with 4,081 in twenty-five schools in the previous year.

The care and maintenance of Poor Law children, as distinct from their education, while not a matter which appertains to the local authority in its capacity as local education authority, may, notwithstanding, be undertaken by the Education Committee, subject to general direction and control by the Public Assistance Committee, if the latter so decide. The Education Committee is now acting as agent for the Public Assistance Committee in this matter in the case of five counties and twenty-one county boroughs.

*Canal Boat Children.*—Of the local education authorities in England and Wales, having canals in their areas, who made returns, fourteen, all in England, reported the presence of children on boats during 1937. The number of children found on board was 664 as compared with 597 in 1936, and 721 in 1935. No legal proceedings were taken for non-attendance at school.

(iv) *Secondary Schools.*

*School Libraries.*—Towards the end of 1936, the Carnegie United Kingdom Trustees, with the full co-operation and approval of the Board and of the Secretary of State for Scotland, set up a Standing Committee to advise on libraries in secondary schools. Its purpose is to collect and make available information on the organisation and use of libraries in secondary schools in this and other countries, to advise on building and equipment and the selection of books, and to encourage the better use and further development of libraries in secondary schools in this country and in Scotland.

Requests for information and advice have been received from a number of schools and, in some cases, visits have been paid by members of the Committee.

*Provision for Unemployed Boys and Girls.*—The welcome decrease in the number of unemployed juveniles in the year under review has naturally resulted in the closure of some junior instruction centres and the adoption of alternative arrangements for providing instruction for the small

numbers remaining. There is still, however, as great a need as ever for the maintenance of the service in certain parts of the country, and we are satisfied that it is continuing to confer very real benefit on boys and girls who stand in the greatest need, not only of instruction, but even more of the social and physical activities which the centres provide.

*Juvenile Organisations Committee.*—The scheme for stimulating the work of juvenile organisations committees and voluntary organisations, which had been the main preoccupation of the Administrative Committee during 1936, was embodied in the Government's scheme for the promotion of physical fitness and, in view of the setting-up of the National Fitness Council, it was decided that the interests of youth would best be served by a close alliance between the two movements. As from November 1st, 1937, therefore, the Juvenile Organisations Committee with its Administrative Committee ceased to function as such, the National Fitness Council having agreed to set up appropriate machinery for carrying on its work in close association with the local juvenile organisations committees.

(v) *The School Medical Service and Other Provisions for Health and Well-Being.*

An interesting experiment was conducted during the year by the provision of a refresher course for school medical officers. This course was organised by the School Medical Officer of Manchester, on behalf of the Society of Medical Officers of Health, and was held at Manchester in November 1937. The response to the invitation was encouraging, and it was not possible to accommodate all the medical officers who applied. The course lasted for four days and various aspects of the school medical service were dealt with by experts. It is hoped that it will be found possible to arrange for courses on similar lines to be held annually. The Board recognises for purposes of its grant reasonable expenditure incurred by local education authorities in connection with the attendance of school medical officers or assistant school medical officers at these courses.

*The School Medical Service in Public Elementary Schools.*—During the year, local education authorities have



increased their school medical staffs by the appointment of thirty-nine part-time medical officers. In addition, six authorities have appointed aural specialists, six more have appointed ophthalmic specialists and one has appointed a specialist for rheumatism. Twenty-one local education authorities have increased their dental staffs by the appointment of thirty-one whole-time dentists and twenty-three part-time dentists.

Ten new orthopædic schemes were approved in 1937. There are still, however, more than fifty authorities that have no arrangements for dealing with this important branch of the school medical service.

*The School Medical Service of Higher Education.*—Local education authorities for higher education have a duty to provide for the medical inspection of pupils attending secondary schools provided by them and certain other institutions referred to in Chapter 4 of Grant Regulations, No. 19. Practically all authorities undertake this duty. They also have a power to provide for the medical treatment of pupils in those schools and a further power to provide medical inspection and treatment in other schools and institutions of higher education on the request of the Governing Body. There are 126 authorities which exercise their power of providing medical treatment in their own schools and, in some cases, in schools aided by them.

*Special Schools for Children under 16.*—Towards the end of 1936, *The Education of the Blind—A Survey*, being the report of the Joint Committee of the College of Teachers of the Blind and the National Institute for the Blind, was published by Edward Arnold and Co. Officers of the Board served upon the Committee. The report has been reviewed in *The Health of the School Child*, the annual report of the Chief Medical Officer of the Board for the year 1936.

Increased provision was made for the special institutional treatment of children suffering from the after effects of acute rheumatism which may lead to heart disease. At the Winford Orthopædic Hospital in Somerset, wards were erected for the accommodation of fifty-two heart cases; a special school provided by the local education authority for Merthyr Tydfil was certified for eighteen rheumatic children. The Surrey local education authority has

acquired a site for a residential open-air school and is considering the provision of two dormitories with accommodation for ten heart cases each. The Sheffield local education authority are establishing a residential school at Dore for forty-two rheumatic children and provision is to be made in Leeds for fifty children suffering from rheumatism and heart disease. Proposals by the Leicester local education authority were approved during the year for the treatment and education at the City General Hospital of children suffering from rheumatic ailments.

The Liverpool Greenbank Lane School of Recovery decided during the year, on the advice of the Board, to give priority to children suffering from rheumatism and heart disease.

*Vocational Courses for Students over 16 suffering from Blindness or Other Defects.*—The number of students on March 31st, 1937, receiving instruction in full-time courses of vocational training approved by the Board was 1,704. Of these, 1,183 were blind students. In 1936, the corresponding figures were 1,642 and 1,190 respectively. The courses were held in forty-five institutions for the blind, five for the deaf, ten for cripples and three for epileptics.

During the year, the College of the Teachers of the Blind and the National Association of Workshops for the Blind published syllabuses of courses of instruction in industrial subjects for the blind covering the following trades: basket-making, bedding and mattress-making and upholstery, boot-making and repairing, brush-making, cabinet-making, chair-seating, coal bag-making, hand loom weaving, machine knitting, mat-making, pianoforte tuning and repairing.

*Nursery Schools.*—At the end of the year 1936, the total number of nursery schools recognised for grant by the Board was eighty-one with accommodation for 6,375 children. By the end of the year 1937, the total number of nursery schools recognised for grant by the Board was ninety-two, with accommodation for 7,025 children. In addition, forty-nine proposals, of which thirty-four were from local education authorities, were under consideration; of these, thirty-seven had been approved in principle. From these figures, it will be seen that progress during the year has been more rapid than during preceding years, and

the Board welcomes the evidence of greater interest now being taken in the provision of these schools.

*Provision of Meals and Milk.*—The number of local education authorities providing meals or milk during the year ended March 31st, 1937, was 247, compared with 235 in the preceding year. At the end of the year 1937, 259 authorities were providing meals and/or milk under the Act.

It is of particular importance that the meals supplied by the authority should provide an adequate and properly balanced diet and should contain the essential constituents that are most likely to be omitted from the food received at home.

The Board has accordingly appointed a dietician who will inspect arrangements for the provision of meals from this point of view and advise local education authorities as to the nature and content of the dietaries and as to the preparation and service of the meals.

*"Milk in Schools" Scheme.*—The "Milk in Schools" scheme has been in operation for just over three years. At its inception, it was regarded generally by school medical officers and teachers as an event of the highest importance. In succeeding reports, school medical officers have testified to the good effects on the health of the children resulting from taking milk regularly in school. Teachers also report the greater responsiveness and alertness of the children who participate in the scheme. The Board obtains returns of the progress of the scheme from the schools at intervals of six months. The first return was received in respect of the position at the end of March 1935—*i.e.*, after the scheme had been in operation about six months. At that date, the percentage of children taking milk under the scheme was 48.7. In addition, 3% were taking milk outside the scheme.

It is interesting to note that, while 83.3% of the departments of public elementary schools operate the scheme, only 49.2% of the children in public elementary schools are taking milk under the scheme. In the 49.2% of the children taking milk are included 7.1% who receive it free. If these children are excluded from the total number of children in the departments where the "Milk in Schools" scheme is in operation, only 49.1% of the remaining

children in those departments avail themselves of the opportunity to obtain the milk at half price. Further, if London is excluded the percentage is only 47.3. Various reasons have been advanced to explain the comparatively low percentage of children who participate in the scheme. While it is admitted that some children dislike milk, the percentage is relatively small and there must be other reasons why so many fail to take advantage of the scheme. The latest returns show that 93% of the children in the public elementary schools were in departments where the scheme was in operation. The teachers, on whose devotion the success of the scheme must depend, have done their part well and if parents would respond with equal enthusiasm, there is no doubt that the proportion of children who enjoy the benefits of the scheme would be increased considerably. The Board is aware that, in some remote rural schools, supplies of suitable milk cannot be obtained owing to the relatively heavy cost of transport in conveying a small quantity of milk to such schools. This difficulty is receiving the careful consideration of the Board of Education, the Ministry of Agriculture and the Milk Marketing Board.

The consistently high percentage of children participating in the scheme in London is an indication that the comparatively low percentage for the country as a whole cannot be accounted for only by distaste for milk and it is reasonable to assume that, if 66% of the children in London and 82.6% in a Lancashire borough will take milk when the chance is offered, similar results might be expected in other areas.

Other institutions, including secondary schools, that are recognised for grant from the Board are also eligible to participate in the "Milk in Schools" scheme. About 70% of the secondary schools are operating the scheme but, according to the returns furnished by the schools at the beginning of October 1937, only about 134,000, or 28% of the pupils in the schools were taking milk under the scheme.

*School Dinners in Secondary Schools.*—In July, the Board issued a questionnaire to grant-aided secondary schools, asking them to supply particulars regarding the provision of school dinners as at October 1st. The returns show that, out of a total of 1,397 schools in England and Wales,

1,204 have arrangements for supplying dinner to children that require it. The charge per meal varies considerably, the average being 9.2*d.* The returns show that, out of a total of about 472,000 day pupils on the registers, 85,855 take dinner at school.

*Play Centres.*—During the year ended March 31st, 1937, play centres were conducted in the areas of forty-three local education authorities. There were 201 centres with a total average attendance of 55,313 children conducted by thirty-seven local education authorities and 116 centres with an average attendance of 20,019 children by voluntary bodies.

(vi) *Wales and Monmouthshire.*

*School Supply and Number of Pupils in Elementary Schools.*—The decline in the number of pupils on the registers continued in 1936/37, the average number on the registers falling by 17,808 to 380,606, and the average attendance by 19,217 to 337,482.

*Improvement of Premises.*—By the end of 1937, of the 268 schools originally on the "Black List" 141 (52.6%) had been removed from the list; and, in addition, plans for the reconstruction, improvement or replacement of premises had been approved in respect of eight schools.

*Size of Classes.*—The number of excessively large classes has been reduced during the past year. The number of classes containing more than fifty pupils fell during the year ended March 31st, 1937, from eighty-one to forty-five and the number containing over sixty pupils fell from two to one.

*School Camps.*—Five new school camps have been provided in South Wales as one of the schemes initiated by the Commissioner for Special Areas. Three of these were started in 1935 and the other two in 1936. The work of establishing and managing the camps was entrusted to the National Council of Social Service, but it was essential to the success of the scheme that there should be close co-operation with the local education authorities of the areas concerned, and the Board has assisted from time to time in the arrangements of conferences at which many

problems of detail have been discussed. Twelve local education authorities have collaborated in the scheme. In the winter of 1936/37, 1,259 children in the charge of 110 teachers visited these camps, and, in the summer of 1937, 13,654 children in the charge of 1,067 teachers were accommodated.

(vii) *Statistics.*

The report of the Board of Education contains, in Part 2, the statistics of public education for England and Wales for the year 1936/37. Table 19 contains the figures relating to medical inspection; Table 20 the figures relating to the provision of meals and milk; Table 25 is a summary of the figures relating to nursery schools for the year ended March 31st, 1937. Tables 27, 28, 29 and 30 contain the figures relating to certified special schools.

(viii) *Publications.*

The following educational pamphlets were issued during 1937:

(1) *Educational Pamphlet No. 108*: "Safety Principles for Boys employed in Coal-mining".

(2) *Educational Pamphlet No. 110*: "Homework". This pamphlet summarises the results of an enquiry by His Majesty's inspectors into the extent of homework in all types of schools in England and Wales and its effect on the general well-being of children.

(3) *Educational Pamphlet No. 112*: "The Education of Backward Children". This pamphlet contains suggestions for the education of backward children with special reference to those who are backward because they are dull.

(b) *Ministry of Labour.*

A summary of the work of the Ministry in connection with the problems of juvenile employment and unemployment during the year 1937 is contained in Chapter IV of the official report of the Ministry issued in April 1938. As these questions fall within the competence of the International Labour Organisation, they will not be dealt with in full in the present report.

The various types of courses of instruction for unemployed boys and girls which had to be provided by education authorities under the Unemployment Insurance Act, 1935, were continued without alteration during 1937. Owing, however, to a general improvement in industry, and the consequent increase in opportunities for the employment of boys and girls, there was a decline in the numbers attending the courses and a reduction in the total number of courses in operation.

The following table shows the number of courses of instruction, and the average number of unemployed boys and girls in attendance, during the week ended November 24th, 1937.

| Junior instruction centres and classes |                   |                    |       | Other educational institutions |                    |       |
|--|-------------------|--------------------|-------|--------------------------------|--------------------|-------|
| Number of centres                      | Number of classes | Average attendance |       | Number of institutions         | Average attendance |       |
|  |                   | Boys               | Girls |                                | Boys               | Girls |
| 159                                    | 29                | 12,926             | 9,933 | 314                            | 721                | 1,130 |

After the issue of a memorandum and a circular letter on the arrangements for the provision of medical services at courses, forty-seven authorities conducting 114 courses submitted proposals for giving effect to these arrangements, of which forty-five proposals were approved and two were still under consideration at the end of the year.

No legislative changes have been made during the year 1937, but, towards the end of the year, a Bill was introduced into Parliament enabling education authorities to provide milk and biscuits and, under certain conditions, meals at courses of instruction. The Bill passed into law in 1938, as the Unemployment Insurance Act, 1938.

(c) *Ministry of Health.*

Full particulars of the work of the Ministry of Health will be found in the annual report of the Ministry of Health for the year 1937/38.

The following information has been taken from the report.

(i) *Medical and Welfare Services.*

*Maternity and Child Welfare.*—In the field of maternity and child welfare, the year under review has been noteworthy in several directions, particularly for a substantial fall in the rate of maternal mortality.

There is everywhere a growing appreciation of the value of a comprehensive maternity service, not only to bring expert assistance into the home but also to provide adequate institutional facilities for all who need them, not only to lessen mortality, but also to bring about healthier and happier motherhood.

*The Midwives Act, 1936.*—During the year, local supervising authorities under the Midwives Act have been engaged in completing and bringing into operation their arrangements for providing the service required by the Act of 1936.

In framing their proposals, the authorities have made extensive use of the power conferred on them by Parliament to make arrangements with voluntary associations, in accordance with the intention that bodies already providing an efficient salaried service of domiciliary midwives should have the opportunity of taking their place in the new scheme. An analysis of the proposals shows in England a hundred authorities, including all the county councils, as providing the service wholly or partly by arrangement with voluntary associations, and sixty-nine authorities as providing the service wholly by means of midwives directly appointed by them.

Satisfactory effect has been given to the recommendation in Circular 1569, that the authorities should adopt scales of salaries for their midwives comparable with those applicable to health visitors employed in the same district.

In London, the task of making arrangements under the Midwives Act, 1936, for the whole of the metropolis was necessarily complex and involved some extension of time. The service came into operation on January 1st, 1938, and comprised forty-seven midwives appointed by the London County Council and 120 employed by thirty-six voluntary organisations (voluntary hospitals and nursing associations) under arrangements with the council.

When the Minister is satisfied that an authority has secured a service adequate for the needs of its area, he



may issue an order prohibiting (subject to certain exceptions) any person who is neither a certified midwife nor registered in the general part of the register of nurses from acting as a maternity nurse for gain in that area. Up to March 31st, 1938, nineteen orders had been issued under this section.

The Act provides that women who, before January 1st, 1937, were certified to have been trained in obstetric nursing by the authorities of a hospital or other institution approved by the Minister for that purpose shall be exempt from the prohibition referred to in the preceding paragraph. Up to March 31st, 1938, two orders had been issued approving thirty hospitals and other institutions for the purpose of this exemption.

It is too soon to assess accurately the effect of the Act upon some of the matters with which it deals, but it can be said that, in the country generally, the work of establishing a salaried service of fully qualified midwives, available for attendance on mothers in their own homes at a cost commensurate with their means, has been substantially achieved. There can, further, be no doubt that the midwives employed for the purposes of the Act, whether by local authorities or by voluntary associations, will work under conditions of service and remuneration more consonant with the importance of their profession and more conducive to its efficient practice than ever before—a result which cannot fail to advance both the status and the efficiency of the profession as a whole.

*Maternal Mortality.*—For some years, the securing of a reduction in the stubbornly static rate of maternal mortality has been a major objective in health work, and it is satisfactory to record a further and substantial decline in the year under review. As indicated above, the rate for 1937 reached the record low level of 3.11 per thousand births; this compares with rates of 3.65 and 3.94 for 1936 and 1935 respectively. The rate for puerperal sepsis in 1937 (included in the figure of 3.11) gives also a record low level of 0.94 per thousand births, as compared with a rate of 1.34 for 1936 and 1.61 for 1935.

In addition to the provision of a service of midwives, who will call in a doctor in accordance with their rules, local authorities have been taking steps to provide for consultant services and these are now available in the

areas of 342 authorities out of the total of 365, and arrangements for emergency units—*i.e.*, units with skilled personnel and suitable equipment available in their own homes in the case of women who cannot safely be removed to a hospital, have been completed by fifty-six authorities.

Ante-natal advice is available in practically all districts either at ante-natal clinics or by arrangements with the general practitioners of the area or, in some cases, by a combination of both methods.

The provision of home helps is an ancillary service which has been increasingly adopted since the issue of Circular 1622; 184 authorities now have such a service in operation. Assistance of this kind is of real value to women who are confined in their own homes and secures for the working mother peace of mind as well as rest of body at a time when she particularly needs it.

Dental treatment is another important ancillary service, and 298 authorities now have arrangements for provision of dental treatment for expectant and nursing mothers; 163 of these authorities include in their arrangements the provision of dentures.

*Training of Midwives.*—The establishment of a whole-time midwifery service and the new orientation of responsibilities under the Midwives Act, 1936, naturally brought the question of the training of midwives into new prominence. As indicated in last year's report, the Central Midwives Board has, with the Minister's approval, revised its rules relating to the training of midwives. The new rules, which will come into force progressively from the autumn of 1938, provide for one year's midwifery training in the case of trained nurses (instead of six months) and of two years' training in all other cases (instead of one year). The training will be divided into two parts, the first of six months for trained nurses and of eighteen months for all other pupils, and the second of six months for both classes of pupils. Further, the Midwives Act, 1936, imposes a duty on all local supervising authorities to provide or arrange for courses of instruction for all midwives practising in their area, the intention being that all midwives may be in a position to maintain contact with modern theory and practice. The Central Midwives Board, in pursuance of the powers given to it by the Act and with the Minister's approval, has made a rule requiring

all midwives who have given notice of their intention to practice to take a residential course of instruction extending over a period of not less than four consecutive weeks at least once in every seven years.

*Training of Health Visitors.*—Health visitors are at present required to take the certificate of the Central Midwives Board, but, in view of the lengthy training already necessary before they can qualify for the Health visitor's certificate, and of the extension of the training courses for midwives referred to above, it has been decided to require them in future to take Part I only of the new midwifery training and to pass the examination held at the end of that part.

*Infant Welfare.*—The rate of fifty-eight deaths of infants under one year per 1,000 live births for the year 1937 compares with a rate of fifty-nine for the preceding year and is just above the record low rate of fifty-seven in 1935. The neo-natal death rate remains a stubborn feature in these returns, but may be expected gradually to show a reduction as a result of improved methods of infant care and of the operation of the new midwifery and maternity services referred to earlier in this report.

*Child Life Protection.*—The statutory provisions relating to the protection of children under 9 years of age placed out with foster-parents by private individuals are now contained in Part VII of the Public Health Act, 1936 (Part XIII of the Public Health (London) Act, 1936). The administration of these provisions is in the hands of the welfare authorities, and nearly 18,000 children are on the registers of the local authorities. It is the duty of the authority to see that all such children are duly notified and to keep them under regular inspection. The authority may fix a maximum number of children to be kept by any foster mother, and it is desirable that this should be done even if the rule is relaxed in certain cases. Recent inspection has shown that, in some areas, too many children are boarded out in individual homes for adequate attention to be given to them.

The Ministry's women inspectors began an intensive survey of child-life protection work in the early months of 1938, and it is hoped that their reports will provide data from which to judge whether the present powers are

being adequately used and whether further powers are needed.

*Supply of Extra Nourishment.*—Welfare authorities have recently had under consideration Circular 1519, in which the Minister drew attention to the first report of the Advisory Committee on Nutrition, and requested authorities to review their arrangements for the supply of milk and food to mothers and young children. The action which followed has been in general very satisfactory. Almost without exception, welfare authorities in England supply milk free, or at less than cost price, in necessitous cases where it is necessary for the maintenance of health. Where the arrangements have in the past been of a restricted nature, by excluding mothers in the early months of pregnancy or children over the age of 2, or by adherence to an unduly low income scale, they have, in many cases, been revised. The returns received from welfare authorities for the year 1937 to some extent reflect the increased provision made, the number of gallons of dried or liquid milk supplied having increased from 5,700,000 in 1936 to 6,400,000 last year.

In addition to the general arrangements made by welfare authorities, experimental schemes have been in operation in four areas with the assistance of the Milk Marketing Board and the Commissioner for the Special Areas for supplying liquid milk at 2d. a pint to mothers and young children.

(ii) *Welsh Board of Health.*

\* *Maternity and Child Welfare Midwives Act, 1936.*—An important feature of the year's work was the inauguration of the domiciliary service of salaried midwives under the Midwives Act, 1936. Generally speaking, the service is now in operation throughout Wales.

*Development of Maternity and Child Welfare Services.*—During 1937, five new ante-natal clinics were opened, and the number of maternity beds provided or subsidised by local authorities increased from 374 to 427. Considerable progress has been made in recent years in the use made of the ante-natal services, and more than one-half of the expectant mothers in the industrial areas now receive ante-natal examination at the clinics.

The attendance of infants at the health centres showed a slight decline in 1937; nevertheless, the popularity of this service is well maintained. During the year, 23,749 infants under 12 months old and 46,132 children of ages from 1 to 5, attended the centres. These figures indicate that more than two-thirds of the infants under 12 months in Wales are brought to the centres and that local authorities are realising the importance of encouraging attendance beyond infancy to the time when the child commences school.

*Infant Mortality and Still-birth Frequency.*—The infant mortality rate for 1937 was 63 per thousand live births, as compared with 62 in 1936.

The still-birth frequency in Wales is high. The rate since 1928 has ranged between 52 and 57 per 1,000 total births. For 1936, it was 54, and, for 1937, 51.

*Maternal Mortality.*—The puerperal mortality rate for 1937 was 4.54 per thousand total births, which compares with an average rate of 5.90 per thousand total births for the three preceding years.

Reference was made last year to the publication of the report on maternal mortality in Wales (Cmd. 5423). In the report, the various causes which influence the high maternal death rate were examined, and a number of recommendations were made setting out the essential elements of an efficient maternity service. These recommendations were brought to the notice of all welfare councils in Circular 1622 (Wales), dated May 6th, 1937, and the councils were asked to give early consideration to the report and to the suggestions made in the circular, and to inform the department of the action they proposed to take.

Since the issue of the circular, improvements have occurred or are contemplated in numerous cases.

*Ante-Natal and Post-Natal Services.*—During 1937, 17,373 women attended the clinics for ante-natal examination, and 355 were ante-natally examined under arrangements with general practitioners made by six of the authorities. The total of 17,708 represents 46.2% of the total births notified in 1937.

Eight post-natal clinics have been established, but, in most areas, post-natal examinations are made at the ante-natal clinics.

*Consultants.*—The services of consultants are provided under their maternity arrangements by forty authorities. Such services are generally available for complicated cases in the patient's home or in hospital, and ten of the authorities have established consultant clinics to which complicated ante-natal and post-natal cases are referred. In 1937, the services of a consultant were provided in ninety-eight cases where assistance was sought by a general practitioner.

*Home Helps.*—Arrangements for the provision of home helps during the lying-in period have been made by seven authorities, and, during 1937, home helps were provided in 262 cases.

*Supply of Milk and Food.*—The information obtained from the returns of local authorities for 1937 in regard to the supply of milk or other food to expectant and nursing mothers and to children under five is given below.

|  | Expectant<br>mothers | Nursing<br>mothers | Children<br>under 5 |
|--|----------------------|--------------------|---------------------|
| Number of authorities who supply milk or food free, or at less than cost price, in necessitous cases : |                      |                    |                     |
| Milk .....   | 42                   | 43                 | 43                  |
| Other food .....   | 19                   | 17                 | 23                  |
| Number of authorities who supply milk or food at cost price in other cases :                           |                      |                    |                     |
| Milk .....   | 29                   | 28                 | 31                  |
| Other food .....   | 17                   | 17                 | 19                  |

No arrangements have been made by authorities in Wales for the provision at dining-centres of meals for expectant and nursing mothers and for children under five years of age.

(d) *Home Office.*

(i) *Children's Branch of the Home Office.*

Detailed information on the work of the Children's Branch of the Home Office since the passing of the Children and Young Persons Act, 1933, will be found in the fifth report on its work, which was issued in January 1938. The report deals mainly with juvenile delinquents,

including a full description of the approved schools and chapters on the juvenile courts, remand homes, probation and other matters.

(ii) *Boarding-out in Lodgings and Families.*

The system of boarding-out young delinquents and those in need of care or protection was further extended in 1937 by the provision of increased Exchequer grant in aid of local expenditure on such cases, as is explained in the circular of December 16th, 1937.

The following extracts from the Fifth Report on the Work of the Children's Branch (Home Office), published in January 1938, are also of interest in relation to the boarding-out of children in families.

*Committal to the Care of a Local Authority as a Fit Person.*—One of the innovations in the Children's and Young Persons' Act, 1933, was to provide that the local authority should be deemed to be a fit person to whose care, with the consent of the authority, a boy or girl could be committed either as an offender or as being in need of care or protection. The local authority which thus accepts the care of a boy or girl is required to place it with foster-parents and not in an institution, institutional treatment thus being excluded.<sup>1</sup>

It does not appear always to be realised that this method of treatment is available, not only for children in need of care or protection, but also for offenders. One hundred and four offenders, including thirty-five boys and three girls over 14 years of age, were thus handed over to the care of the local authorities in 1936. The further fact that it was possible in 1936 to deal in this way with thirty-eight "offenders" over 14 years of age affords ground for believing that this is a useful method of treatment capable of extension.

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<sup>1</sup> In a relatively few cases, with the special consent of the Home Office, a boy or girl who has been committed to the care of a local authority and is unfit or unsuitable (*e.g.*, through some bodily or mental defect) to be placed with ordinary foster-parents has been placed in a special institution appropriate to the particular needs of the case. A number of cases of pregnancy, mental defect and bodily disablement have thus been satisfactorily dealt with.

*Education Act Cases.*—Special reference may be made to cases dealt with under Section 45 of the Education Act, 1921. This section was amended so as to provide that where, without reasonable excuse, a school attendance order is not complied with, the court, in any case of non-compliance, may order the child to be sent to an approved school or committed to the care of a fit person. The innovation lay in enabling the court to hand the child over to the care of the local authority with a view to boarding out.

In the three years, 1934, 1935 and 1936, 310 "truant" children were sent to approved schools and only fifteen were committed to the care of a fit person, notwithstanding the fact that the amendment of the law in 1933 enabled local authorities to accept the responsibility for boarding out such children.

One explanation of these figures may perhaps lie in the fact that, at present, cases under Section 45 of the Education Act, 1921, are dealt with by the ordinary courts of summary jurisdiction which are necessarily less familiar with the power to commit a child to the care of a fit person than are the juvenile courts.

(iii) *The Departmental Committee on the Hours of Young Persons in Certain Unregulated Occupations.*

This Committee issued its report in March 1937.

The Committee was appointed in January 1936 to enquire into the hours of employment of young persons under 18 years of age (not being subject to the provisions as to hours of employment contained in the Shops Act, 1934, or the Factory and Workshop Act, 1901) who are employed: (a) in the capacity of van-boy, errand-boy, messenger, porter or warehouse-boy, in connection with any commercial or industrial undertaking, or (b) in the capacity of page boy or of a lift or other attendant in any hotel or place of public entertainment; and to advise whether and, if so, how far, and by what methods, it may be desirable in the interests of the young persons concerned to regulate such employment.

In its report, the Committee recommended legislation to restrict the hours worked by the young persons within their terms of reference, to prohibit night work, to fix



meal times and to provide a weekly half-holiday. The recommendations of the Committee have been partially implemented in the Factories Act, 1937, and further implemented in the Young Persons (Employment) Act, 1938.

(iv) *The Departmental Committee on Adoption Societies and Agencies.*

This Committee was appointed in January 1936 to enquire into the methods pursued by adoption societies or other agencies engaged in arranging for the adoption of children and to report whether any, and if so what, measures should be taken in the public interest to control their activities. It issued its report in June 1937.

It recommended that it should be an offence to carry on an adoption society or agency unless it was licensed by the local authority, the conditions of the licence to be prescribed by the Secretary of State.

It also made various other recommendations in connection with the arranging of adoptions by private persons, the sending abroad of British children for adoption and advertisements offering or seeking children for adoption.

(e) *Scotland.*

Two circulars were issued by the Scottish Education Department during 1937 relating to: (a) the education and care of mentally and physically defective children (No. 105), and (b) accidents in school laboratories and in rooms used for practical work (No. 107).

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NOTE BY THE INFORMATION CENTRE.—Copies of all documents mentioned in the report from the United Kingdom have been placed in the archives of the Secretariat. These documents are being printed and published by His Majesty's Stationery Office and can be obtained at the following addresses: Adastral House, Kingsway, London, W.C.2; 120, George Street, Edinburgh, 2; 26, York Street, Manchester, 1; 1, St. Andrew's Crescent, Cardiff; 80, Chichester Street, Belfast; or through any bookseller.

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## BULGARIA

### LEGISLATIVE MEASURES

The Decree-Law on Social Assistance was amended in 1937, in order that sums earmarked for assistance might be allocated in a manner more in accordance with actual requirements (see *Derjavem Vestnik*, No. 79, of April 12th, 1937).

In accordance with the terms of the same amendment, the composition of the Higher Social Assistance Board was also revised and the Board was placed directly under the Ministry of the Interior and of Public Health. In virtue of this change, the budget of the Social Assistance Service is now approved by the Council of Ministers, on the proposal of the Minister of the Interior, and is published in the official journal (*Derjavem Vestnik*).

### ADMINISTRATIVE MEASURES

With a view to the application of the Social Assistance Law, a so-called "State plan" was drawn up, specifying the forms of assistance to be granted during 1937 and providing for: (a) home assistance; the person is either assisted in his own home or his children are boarded out with other families; (b) assistance given to families by establishments such as children's canteens, day nurseries, children's homes, crèches, milk distribution centres, etc.; (c) full assistance in independent institutions: day and night nurseries; orphanages; homes for the blind, for deaf-mutes, for erring children, etc.

In conjunction with the social assistance scheme mentioned above, the Ministry of the Interior issued a pamphlet entitled *Organisation of Social Assistance*, explaining how assistance is to be organised in each region, district and commune, and the rights and obligations of the social assistance commissions.

During the year under review, the Ministry of the Interior likewise promulgated an ordinance concerning the placing of orphans in families. The ordinance, which was adopted in application of the assistance scheme mentioned above, specifies the classes of orphans who may be boarded out and the families by whom they may be received. Only children who have lost both parents and are not suffering from any infectious disease may be boarded out, preferably with relatives; the latter are not allowed to receive the child until very thorough investigations have been made as to their moral character, state of health and financial position. Families who receive a necessitous orphan child are granted an allowance of 600 leva a month. Up to the present, the ordinance has produced satisfactory results. A number of orphans were placed in families during the year, in the towns of Kalofer and Troyan. These children, who are between 3 and 8 years of age, are distributed as follows :

|               | Boys | Girls | Total |
|---------------|------|-------|-------|
| Kalofer ..... | 20   | 11    | 31    |
| Troyan .....  | 10   | 13    | 23    |

The whole of the cost of maintenance, amounting to 58,660 leva, was met by the Social Assistance Fund.

The boarding-out experiment initiated by the American Foundation for the Near East, in the "Koniovitza" quarter of Sofia, has been continued. Nineteen children were placed out, eleven at the expense of the Social Assistance Fund and eight at the expense of the Sofia Municipality.

Lastly, among the assistance measures in force in 1937, mention should be made of the provisional ordinance of the Ministry of the Interior instituting monthly cash relief for indigent blind persons. In virtue of this ordinance, all blind persons, irrespective of nationality, age or sex, whose names are duly entered on the special card-indexes and who have obtained a poor person's card, receive 300 leva a month as temporary relief. The persons assisted are, however, required to learn a trade during the year which will enable them to earn their own living. To this end, they must enter one of the training homes to be found in different parts of the country. On leaving the home, they are authorised to practise their trade like all other

workers, but are not allowed to form charitable or mutual assistance associations, and begging in any form is prohibited. The ordinance has yielded good results: out of 525 blind persons whose names appear on the card-indexes mentioned above, 215 men and 129 women received relief. This number includes seventeen children under 18 years of age. For the last quarter of 1937, the cost of assistance to the blind amounted to 309,600 leva.

As regards assistance in general, of which children were the chief beneficiaries, the figures for 1937 are as follows:

1. Assistance to the indigent person's family:

|   | Leva              |
|---|-------------------|
| Local funds (communes, assistance associations, etc.) ..... | 17,687,568        |
| Social Assistance Fund.....                                 | 4,907,080         |
| Total...  | <u>22,594,648</u> |

2. Assistance to institutions for the relief of families: the total cost of assistance amounted to 42,760,782 leva. This sum was distributed as follows:

|  | Communal funds, social assistance associations and balances left over from State relief during previous years | Assistance allocated from the Social Assistance Fund | Total             |
|--|---|--|-------------------|
|  | Leva  | Leva   | Leva              |
| Canteens .....   | 14,792,120  | 14,023,720   | 28,815,840        |
| Homes for young people .....                                   | 324,239   | 372,700  | 696,939           |
| Day nurseries .....  | 1,010,581   | 1,758,900  | 2,769,481         |
| Soup kitchens .....  | 869,500   | 946,000  | 1,815,500         |
| Medical consultation clinics and milk distribution centres ... | 1,131,289   | 1,071,200  | 2,202,489         |
| Lying-in home for poor mothers .....                           | 199,900   | 96,000   | 295,900           |
| Night refugees .....   | 47,800  | 59,500   | 107,300           |
| Poor children's holiday centres.....                           | 3,519,900   | 1,016,300  | 4,536,200         |
| Summer canteens for children .....                             | 1,045,933   | 475,200  | 1,521,133         |
|  | <u>22,941,262</u>   | <u>19,819,520</u>                                    | <u>42,760,782</u> |

The following sums were also allocated from the Social Assistance Fund, for the following purposes :

|                              | Leva    |
|------------------------------|---------|
| Day nurseries .....          | 199,200 |
| Homes for young people ..... | 485,000 |
| Holiday centres .....        | 41,500  |
| Miscellaneous .....          | 41,500  |
| Rest centres .....           | 50,000  |
|                              | <hr/>   |
|                              | 817,200 |

These sums were allocated strictly in accordance with the relevant rules, with the assistance of the communal committees, the regional boards and the Social Assistance Service.

3. The autonomous social assistance institutions received the following sums :

|                              | Leva      |
|------------------------------|-----------|
| Day and night nurseries..... | 1,025,458 |
| Orphanages .....             | 2,111,433 |
| Homes for old people .....   | 1,808,847 |
| Miscellaneous .....          | 176,636   |
|                              | <hr/>     |
| Total ...                    | 5,122,374 |

The average cost of upkeep of the autonomous institutions as a whole amounted to about 20 million leva a year; 5 millions were paid directly by the State Social Assistance Service, the remainder being supplied by the communes, the associations by which the institutions are governed, the relief fund for war victims, etc.

At the end of the year, the number of persons in the various autonomous institutions was as follows :

| Type of institution          | Number of persons maintained by : |                             |                                |                |  |                     | Total        | Number of places vacant |
|------------------------------|-----------------------------------|-----------------------------|--------------------------------|----------------|--|---------------------|--------------|-------------------------|
|                              | Number of establishments          | Social assistance committee | Social assistance associations | Communal funds | Fund for the assistance of war victims | Their own resources |              |                         |
| Day and night nurseries..... | 7                                 | 173                         | 34                             | 106            | —                                      | —                   | Leva<br>320  | 17                      |
| Orphanages .....             | 30                                | 695                         | 320                            | 178            | 111                                    | 4                   | 1,338        | 134                     |
| Homes for the aged           | 33                                | 705                         | 340                            | 52             | —                                      | 8                   | 1,138        | 243                     |
| Miscellaneous.....           | 8                                 | 118                         | 18                             | —              | 1                                      | 15                  | 160          | 322                     |
| <b>Total....</b>             | <b>78</b>                         | <b>1,691</b>                | <b>712</b>                     | <b>336</b>     | <b>112</b>                             | <b>27</b>           | <b>2,956</b> | <b>716</b>              |

4. Certain extraordinary expenditure was incurred by the building or fitting up of institutions :

| Building of :   | Leva             |
|---|------------------|
| Day and night nurseries of the " Eudoxie " Association, Sofia ..... | 1,242,000        |
| Annexes to orphanages .....   | 310,000          |
| Fitting up of :   |                  |
| Homes for young people .....  | 485,000          |
| Day nurseries .....   | 199,200          |
| Holiday centres .....   | 41,500           |
| An open-air school near Lovetch .....                               | 25,000           |
| Sorting home (" Save the Children " home) at Sofia .....            | 16,600           |
| A charity centre (for various associations) at Pechtera .....       | 41,500           |
| Total ...   | <u>2,360,800</u> |

These institutions assist children and young persons from 8 to 15 years of age.

The following sums were also appropriated from the budget for purposes not included in the State plan :

|   | Leva             |
|---|------------------|
| For the fitting up of the home for erring children, of the Sofia Municipality .....                               | 124,000          |
| For the purchase of clothing and footwear for indigent children of the " pomaks " of the village of Smolian ..... | 41,500           |
| For the organisation of the service for the prevention of begging, of the Sofia Prefecture of Police .....        | 83,000           |
| For the monthly relief of registered blind persons .....  | 309,600          |
| For the relief work of the Bulgarian Red Cross in the event of social calamities . . .                            | 828,000          |
| Total ...   | <u>1,386,100</u> |

A building has been bought for 250,000 leva, for use as an orphanage for the village of Dolna Bania (Ichtimane).

The Child Welfare Union devotes special care to children, and works much on the lines of the assistance service. In 1937, there were eighty-seven societies affiliated to the Union in the towns, 1,044 societies affiliated to it in the villages, and 738 societies for the protection of children, making a total of 1,869 societies.

The progress made by the various institutions engaged in social and educational work on behalf of children in Bulgaria may be seen from the following table :

*Institutions for the Social Protection of Children.*

| Name of institution                             | Year 1937                |                    |
|---|--------------------------|--------------------|
|   | Number of establishments | Number of children |
| Sorting homes .....                             | 1                        | 22                 |
| Day and night nurseries.....                    | 8                        | 354                |
| Crèches .....                                   | 66                       | 3,222              |
| Orphanages .....                                | 30                       | 1,525              |
| Children's homes .....                          | 63                       | 1,740              |
| Preventive homes .....                          | 1                        | 35                 |
| Homes for crippled and backward children.....   | 1                        | 80                 |
| Training homes .....                            | 1                        | 26                 |
| Homes for delinquent minors                     | 2                        | 111                |
| Training homes for deaf and dumb children ..... | 3                        | 173                |
| Training homes for blind children .....         | 1                        | 89                 |
| Canteens .....                                  | 3,329                    | 214,157            |
| Summer playgrounds for children .....           | 460                      | 49,046             |
| Children's camps .....                          | 27                       | 2,115              |
| Children's holiday centres...                   | 162                      | 14,649             |
| Lying-in homes .....                            | 3                        | 191                |
| Medical consultation centres .                  | 553                      | 222,189            |
| <b>Total ...</b>                                | <b>4,711</b>             | <b>509,724</b>     |

In addition to the funds which they received from the Social Assistance Service, these institutions obtained 420,694 leva from the Child Welfare Union. This sum was allocated as follows :

|  | Leva           |
|--|----------------|
| Day and night nurseries.....                               | 30,000         |
| Orphanages .....   | 10,000         |
| Children's homes .....                                     | 37,200         |
| Crèches .....  | 42,500         |
| Canteens .....   | 212,400        |
| Playing-fields, holiday centres and children's camps ..... | 45,285         |
| Medical consultation centres .....                         | 6,000          |
| Overhead expenses of the affiliated societies ..           | 37,309         |
| <b>Total ...</b>   | <b>420,694</b> |

In 1937, the Child Welfare Union organised a two-week training course for leaders in summer playgrounds. The course was attended by forty-seven persons.

On April 18th, 1937, the eleventh "Children's Day" was celebrated on the initiative of the Union, and with the full participation of the school, communal and ecclesiastical authorities. 2,601 committees took part in the celebrations (as compared with 2,793 in 1936). Lectures were organised on the rational education of children; there were also demonstrations by school-children, exhibitions, etc. The proceeds of the Day brought in 520,000 leva for the local committees, and 230,000 leva for the Higher Committee. These sums were distributed among the canteens and the institutions for crippled children.

The Children's Health Exhibition, organised by the Child Welfare Union for the purpose of enlightening parents in regard to the care and training of children, was shown in one town and fifteen villages, and was visited by 29,611 persons. This exhibition was transported to Prague to form part of the exhibition organised by the Association for the Care of Mothers and Children. On the way, it was able to stop at other places.

During 1937, an Association for the Protection of Crippled Children and a new "Razvitie" (development) institute were founded. This last-named institute is to look after backward children from all parts of the country. It has already taken charge of backward children from three schools at Sofia and will receive a grant from the school committee of that city.

The Consultation Centre for Crippled Children attached to the first Health Centre of the General Directorate of Public Health has continued its work, giving weekly treatment and advice; children come to it from all over the country. The big surgical clinic of the Faculty of Medicine which is now being built will include an orthopaedic section for children, with provision for orthopaedic gymnastics.

There now exist in Bulgaria one State institution for blind children and three State institutions for children who are deaf and dumb, but there is only room in these institutions for a small proportion of the children thus afflicted—12% of deaf and dumb children, and 28% of blind children. Maintenance and improvements were assured in 1937 through appropriations in the budget of the Ministry of Education. School workshops have also



been opened for blind and deaf and dumb children leaving these institutions.

In 1937, the Ministry of Education, with the help of the Child Welfare Union, organised the tenth monthly course for teacher-advisers (women). This was attended and completed by sixty-seven women-teachers, of whom forty-nine (seven for each region) were granted bursaries by the Ministry, while the others attended the course at their own expense. These teacher-advisers are being trained with a view to improving child welfare and social and health conditions in the villages. The Ministry of Education has issued a circular which provides that, when women-teachers are appointed, preference shall be given, conditions being equal, to those who have completed the above-mentioned course.

During this same year, a special service was set up under the Ministry of Education—namely, the Inspectorate of Pre-school Education—which supervises kindergartens and children's homes. The new service has issued a series of circulars, with a view to ensuring the full application of the Decree-Law on pre-school education, chiefly by the opening of children's homes and kindergartens attached to industrial undertakings. Detailed instructions have been drawn up for summer playgrounds for children of the peasant population during the period of work in the fields. Attention has also been paid to the fitting up of kindergartens and children's playing-fields, and special circulars have been issued dealing with school premises, furniture and equipment. Other circulars deal with the curricula of kindergartens and their inspection; an urgent reminder was sent to all places required by law to provide a kindergarten, calling upon them to comply with this requirement, and the responsible communes were instructed to provide the necessary funds. All these measures soon produced satisfactory results. By the end of the year, upwards of 180 kindergartens and over 100 summer playgrounds had been established, all in charge of specially trained teachers. The service in question was abolished the following year, for budgetary reasons.

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## CHILE

### THE COMPULSORY INSURANCE FUND AND THE PROBLEM OF THE CHILD

In this survey of the work of the Compulsory Insurance Fund in relation to child welfare, it will be necessary to deal at some length with what has been done for mothers, because, in the opinion of the Directorate of the Medical Services of the Fund, the care of the mother and the care of the child should be regarded not as two separate problems but as one and the same.

The truth of this assertion can be proved by a few examples. From a medical standpoint, it has been found, among other convincing evidence, that from 3% to 5% of the 8,000 children on the registers of the consulting clinics of the Fund at Santiago are syphilitic—that is to say, they are the offspring of syphilitic mothers, since practically all forms of infantile syphilis are acquired in the womb—so that any action for the prevention or cure of infantile syphilis should, if it is to be scientifically carried out, begin with the mother.

Similar conclusions will be reached if the question is examined from a social or social-economic standpoint. It is of little or no use to provide the best possible medical care for the infant, unless the mother's social, economic or moral problems, which cause her to neglect or desert her baby, are solved at the same time.

For these reasons, and in view, of course, of the ties of affection between mother and child, it will be seen that, from every point of view, action on behalf of the child will not be complete unless it also includes the mother.

Medical assistance to mothers and infants must be based on the principle of prevention. It would hardly be too much to say that the medical services of the Fund are not interested in the diseases from which their patients are suffering, or that they are interested only in so far as those diseases can be prevented.

The medical services are accordingly endeavouring to eradicate the causes of mortality and morbidity which are now regarded as essentially preventable; hence they attach much less importance to the pharmacological prescription than to the educational mission of the doctor and the consulting clinics in general. For instance, the chief cause of infantile mortality is summer diarrhoea, which would not occur if mothers knew and applied the rules of nutrition and of infant hygiene in all its aspects. The lives of six or seven thousand children under 12 months old would then be saved every year in Chile. It is only natural, therefore, that greater attention should be paid to preventive work, which is more economical and more certain to succeed, than to the cure of disease.

Another principle is that the work should be both extensive and intensive—that is to say, it should cover the whole country and the largest possible number of mothers and children. The campaign should not be confined to the big towns, because it would not be right for the Fund, after some years have passed, to produce—as is the case in many countries—statistics worthy of a civilised nation for the large cities, while the provincial figures show a mortality and morbidity rate such as is found only in colonies.

The principles by which the Compulsory Insurance Fund is guided in dealing with the problem of the child may thus be summarised as follows: child and mother should be regarded as a twofold problem, to be treated as an indivisible whole by preventive measures; and help should be given to the largest possible number.

In application of these principles, the following measures have been taken :

Law No. 4054 provides that employers, workers and the State shall contribute 5%, 3% and 1½% respectively of the workers' wages to a fund to cover services by which insured female workers, the lawful wives of insured male workers and their children up to the age of 2 years are entitled to benefit.

The chief of these services consists of the consulting clinics for mothers and babies.

These clinics are attended by the expectant mother, who undergoes a medical examination by an obstetric specialist, who at once arranges for certain laboratory tests to be

carried out: a urine test, an X-ray examination of the lungs, and a blood test. These are applied to all patients, whatever their state of health, and have led to the detection of disease in a large number who were not aware that they were ill. They can then be given suitable treatment. These medical examinations are expensive; but as the Fund's chief aim is prevention, it feels that the money is well spent.

An expectant mother is re-examined at suitable intervals until she is confined.

While she is attending the clinic, she remains in touch with the social welfare worker, whose duty it is to inspect the home and make the relevant enquiries with a view to solving the social, moral and economic problems with which the expectant mother may have to contend. At the same time, the district nurse begins to instruct her in the hygiene of the home, of childbirth and of the child, with the ultimate aim of improving the national concept of health through the mothers.

Shortly before childbirth it is decided, in the light of the medical record of the case and of the information obtained by the social welfare worker and the district nurse, whether the confinement shall take place in the maternity hospital or at the patient's home. The latter alternative is to be preferred as being much safer in the case of healthy mothers, even when—as is often the case—hygienic conditions in the home leave much to be desired.

When the child is born, it is visited by a medical specialist, while the district nurse redoubles her efforts, and usually succeeds in getting the child registered with the nearest infant welfare clinic before it is 20 days old. In the case of babies born in maternity hospitals, enquiries are made and the child is registered by specialised personnel.

The infant welfare clinics are also attended by paediatric specialists, who advise the mothers and treat their infants. The child is weighed and measured every fifteen or twenty days, and its mother is told what its requirements are at the age it has reached. Every three months, it undergoes a thorough clinical examination with a view to preventing or, if necessary, remedying any signs of disease.

In the winter, all children without exception, even those who are well developed, are given cod liver oil or similar products to prevent rickets. All children of syphilitic mothers undergo prophylactic treatment.

The district nurse visits the child's home and carries out the doctor's advice with due regard for the prevailing conditions.

Maternity benefit, equivalent to half their wages, is paid to mothers who are themselves insured, for the fifteen days previous and subsequent to confinement. They are also granted a monthly lactation allowance until the child is 1 year old.

Some idea of the vast scope of the work performed by the consulting clinics for mothers and babies can be gleaned even from this brief outline. These clinics, however, merely constitute the hub of the organisation, and it is impossible for them to provide all the various forms of assistance which are actually needed.

What is to be done, for instance, with the children of tuberculous mothers, who are bound to come in contact with infection, and 90% of whom are, on account of their age, doomed to certain death? What is to be done with a child handed over by its mother, while she is working at some small industry, to someone who is both mercenary and stupid, or merely stupid? Is the unmarried mother or expectant mother, who is without any moral or material support, to be left without assistance? Is the fate of the child whose mother is obliged to enter a hospital owing to illness or accident to be left to chance or to time?

The Fund has taken measures—some tentative, some permanent—to deal with these problems.

To begin with, it has established a Service for the Placing of Children in Families. Children are separated from tuberculous mothers at birth and placed under observation for a suitable period in a clinic, and are then sent to be brought up by healthy families under the supervision of a doctor, a social visitor and a district nurse. The cost of board, clothing, food, etc., is paid by the Fund. This system prevents the child from becoming infected and also enables the mother to be sent to one of the Fund's sanatoria, knowing that her child will be properly cared for.

Crèches, the first of which will shortly be opened at Santiago, will take charge of children whose mothers are

employed in industries or workshops which are not legally obliged to establish them.

The Mothers' and Children's Institutes which have already been opened at Valparaiso and Concepcion not only assist mothers and children but also provide instruction and advanced training for the staff and carry out investigations in regard to assistance. It is proposed that they should provide shelter for mothers or expectant mothers who are in difficulties; crèches, similar to those referred to above; beds for the temporary accommodation of children whose mothers are ill or have met with an accident; beds for babies under observation by the Service for the Placing of Children in Families; kindergartens for slightly older children and consulting clinics for mothers and babies.

The Rural Child Welfare Service teaches country-people, whether they are insured or not, how to care for mothers and children. It possesses a special outfit for demonstration purposes, comprising a bath, feeding-bottles, hygienic clothing, posters, etc., in charge of a district nurse who shows it in sparsely populated centres, where the inhabitants have not the slightest idea of hygiene. The district nurse is told not to give lectures or a display of erudition which would merely repel the simple folk for whom these demonstrations are intended. She should simply enter into conversation and exchange ideas with them and, —what is most important—give a practical demonstration of every principle she expounds. The importance of this service can only be appreciated to the full by those who know how really prejudiced country-people are about bathing and bodily cleanliness, and what confused ideas prevail in these sparsely populated centres about feeding, clothing and child welfare in general, no strictly scientific health propaganda ever having reached them until now.

As regards the scope of the Fund's services for mothers and children and the results so far obtained, the Fund as already stated, is anxious that its work should be both intensive and extensive. The services have a specialised staff in all centres of any importance with more than 10,000 inhabitants. General practitioners from other parts of the country have been brought to Santiago, where they have been given specialised training to enable them to carry out the work entrusted to the Mothers' and

**Children's Section.** As a result of these measures, there are now about a hundred children's specialists, forty obstetricians, forty social welfare workers, eighty-five nurses and 232 midwives distributed throughout the country.

In many cases, these specialists do not confine their work to the place in which they reside, but extend it to the neighbouring countryside.

Reference has already been made to the heavy outlay entailed by this work. To quote a few figures : the budget allocates each year 1 million pesos for the assistance of mothers and 3 million pesos for food for infants, to say nothing of the cost of medicine, the salaries of the enormous technical and auxiliary staff, the rent of premises, etc.

The improvement in the infantile mortality statistics observed in 1937 cannot be due to chance, but must have been brought about largely through the work of the Fund. Hence its labours have not been in vain.

In August 1936, this work had just been begun and a comprehensive campaign had just been planned. At that time, the number of children treated throughout the country was under 10,000. To-day, in Santiago alone, 8,000 children are receiving attention, while, in the country as a whole, 30,000 children under 2 years of age are benefiting by the services mentioned above. The statistics, although not altogether reliable, show the value of extending assistance to every part of the country instead of confining it to a few centres, as has hitherto been the case. Moreover, in 1937 — when the campaign was really launched — the Fund paid the expenses of more than 15,000 confinements, which took place either at maternity hospitals or in the mother's home with the services of the Fund's midwives. All this cannot fail to have some effect on the general statistics of the country.

The Compulsory Insurance Fund has been most generous in assisting mothers and children, and there is every reason to believe that it will continue this splendid work. Though not under any legal obligation to do so, it extended its services for children up to the age of 2 and subsequently, under similar conditions, to the wives and children of insured male workers.

The results are already beginning to be seen. Before long, they will bring satisfaction to all who are interested in these questions and to Chilians in general.

To-day, these services are still to some extent defective and inadequate. It was not possible in such a short period to erect and set in motion the whole of this huge and complicated machinery of assistance. But the framework is ready and is strongly built, and it is now only a question of time and further improvement before all its parts are working satisfactorily.

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## CHINA<sup>1</sup>

### PLAN

#### *Introduction.*

#### *Legislative Measures :*

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###### B. Paternal Authority :

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<sup>1</sup> The present report contains a survey of all the legislative and administrative measures adopted in China in the matter of child welfare, together with a summary of the supplementary activities undertaken in the Province of Kwangsi. It was prepared, on the basis of original documents, by a Chinese temporary member of the staff of the Child Welfare Information Centre. It was submitted to the Director of the Permanent Bureau of the Chinese delegation accredited to the League of Nations, who was good enough to supplement it where necessary. This report constitutes the first documentary material of a general character submitted to the Advisory Committee on Social Questions on the subject of China.

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**Introduction.**

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  - A. Modernisation of the Midwifery Service.
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2. Education :
  - A. Kindergarten Schools.
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3. Moral Welfare :
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4. Supplementary Activities in the Province of Kwangsi :
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  - D. Miscellaneous Practical Measures.

*Work of Private Organisations :*

- A. Social Experiment Centres.
  - B. Philanthropic Activities of Prominent Persons.
  - C. Social Work of Christian Missions.
  - D. Government Collaboration with Private Organisations.
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## INTRODUCTION

It is only of recent years that the public authorities in China have taken action in the matter of child welfare. Before the foundation of the Republic in 1911, under the various imperial dynasties, the authorities did not concern themselves at all with the life of the child. No doubt the Prince, who was the guardian of the Natural Order, thought that he was not called upon to interfere in the life of the family, which formed part of the harmony of the Natural Order. In point of fact the child, though not protected by society, was cherished by his family and was the object of paternal love. Ancestor-worship made claims on posterity and, since the Chinese system was that of the "big family", consisting of three, or even four, generations, with all the collateral kindred, there was no reason to fear the desertion or ill-treatment of a child, as the mother brought up the child, not for herself and her husband, but for the "big family" as a whole.

On occasion, however, the public authorities abandoned their attitude of reserve and did take action on behalf of children. In the Codes of the Ming (1368-1644) and Tsing (1645-1911) dynasties (chapter on "Family Laws"), the following two provisions appear :

*" (1) Lost and Runaway Children.*

" Any person who harbours a lost child, instead of handing him over to the public authorities, and keeps him with a view to making him his own servant, shall be punished with the bastinado and with imprisonment for three years. Any person who harbours a runaway child, instead of handing him over to the public authorities, and keeps him in order to bring him up as his own child . . . shall be punished with the bastinado and with imprisonment for two years and six months."

*" (2) Relief for the Aged and for Orphans.*

" The local representatives of the public authorities must receive and feed all those who, being widowers or widows, *orphans* or invalids, are in a state of poverty

and are unable to obtain support or relief from their own kindred. In the event of any failure to comply with this order, the official responsible shall be punished with the bastinado.”

It will be noticed that it was only when children were no longer with their families that they were protected by the public authorities.

Then came the Revolution in 1911, and with the foundation of the Republic, the Westernisation of China began.

The European war of 1914-1918 led to a certain measure of industrialisation, and, from the intellectual point of view, a few scholars were attracted by Western philosophy. In this way, Western ideas, ranging from the most traditional to the most highly advanced, were introduced into China.

There was indeed a change in the social structure of the country during the first period of the Republic—from 1911 to 1927—but this change, which was more apparent than real, did not result in any considerable reforms or give rise to new institutions of any great importance.

It was not until the National Government was set up at Nanking that certain fundamental measures of social import were taken. The bringing into force of the Civil Code on October 10th, 1929, and of the Criminal Code on July 1st, 1935,<sup>1</sup> involved the introduction of measures recognising the personality of the child. Furthermore, the Government, through its ministers, promulgated a number of decrees relating to education and health. These administrative acts provided the basis for child welfare work in China.

The present report consists of three chapters: the first gives a survey of child welfare legislation; the second outlines the administrative work up to date; the third deals with work due to private initiative, and this is no less important, for it has led to certain movements and, particularly in recent years, has compelled the Government to realise the need for organising child welfare.

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<sup>1</sup> An earlier Criminal Code—that of September 1st, 1928—was applied up to July 1st, 1935, on which date the present Code came into force.

## LEGISLATIVE MEASURES

### 1. PROTECTION OF THE CHILD BY CRIMINAL LAW

#### A. *Abortion.*

Chapter 24 of the Criminal Code (July 1st, 1935) makes abortion a punishable offence. The earlier Code, in force from 1928 to 1935, embodied similar provisions. Moreover, in addition to these legislative measures, there is a decree of January 15th, 1930, of the Executive Yuan, which explicitly prohibits abortion.

The present criminal law on abortion is fairly comprehensive. Thus :

“ Any pregnant woman who procures her own abortion by taking abortion-inducing drugs or by any other means shall be punished by imprisonment for a term not exceeding six months or by a fine not exceeding 100 yuan.

“ Any woman who has allowed abortion to be practised upon her shall incur the same penalty.”  
(Article 288.)

The Criminal Code provides, however, for remission of the penalty when abortion is a therapeutic necessity or is necessary to prevent danger to the life of the pregnant woman.

Persons who practise abortion are more severely punished. Thus :

“ Any person who has procured the abortion of a pregnant woman at her request or with her consent shall be punished by imprisonment for a term not exceeding two years.

“ If the action taken to procure abortion has caused the death of the woman, the penalty shall be imprisonment for not less than six months and not more than five years. If it has resulted in serious injury, though not in death, the penalty shall be imprisonment for a term not exceeding three years.” (Article 289.)

The penalty is still heavier in the case of professional abortionists. Thus, Article 290 provides that any person who, for purposes of gain, has procured the abortion of a pregnant woman at her request or with her consent

shall be punished by imprisonment for not less than six months and not more than five years, and may, in addition, be sentenced to a fine not exceeding 500 yuan. The penalty is imprisonment for ten years if in such circumstances, the criminal has caused the woman's death.

In the case of persons who, by means of writings, drawings or any other means, conduct propaganda in favour of abortionist practices, or advertise the sale of articles to be employed in such practices, the basic penalty is a fine of 1,000 yuan.

The Code also makes provision for one criminal case of abortion which may be mentioned here—namely, when abortion is practised without its having been requested or agreed to by the pregnant woman. Any person guilty of this crime is punished with imprisonment for a term not exceeding seven years. If the woman dies as a result of the action taken, the penalty imposed may be imprisonment for life.

Thus, except in case of absolute necessity, abortion is treated by the present criminal law as a crime to be severely punished in whatever form it is found.

### *B. Infanticide.*

In principle, the murder or manslaughter of a child is assimilated to the crime of homicide, which is covered by Chapter 22 of the Criminal Code. Article 274, however, deals with a special case, that of infanticide properly so-called. A mother who for any reason wishes to get rid of her child will, more often than not, kill it at birth. Article 274 accordingly provides :

“Any mother who, at the time of her delivery or immediately thereafter, kills her child shall be punished by imprisonment for not less than six months and not more than five years.”

Any attempt to commit this crime is punishable with the same penalty. But, the law unfortunately makes no mention of complicity in the crime, which, in most cases cannot be committed by the mother alone when she has just been delivered of her child.

In the previous Criminal Code (that of September 1st, 1928), provision was made for the same case, but in more precise terms; the text read : “Any mother who . . .

kills her illegitimate child". The legislators who drew up the present Code thought fit to omit "illegitimate" and to make the term general. The idea of chastity as the cardinal virtue of a woman retains all its force but, during the transitional period between the break-up of the former social structure—the "big family"—and the organisation of the new social system, there were many other reasons—economic reasons, for instance—for which a mother might be forced to act contrary to her instincts and her nature.

### C. *Desertion.*

The Criminal Code makes no provisions for the special case of child desertion. Article 293 provides, in very vague terms, that:

"Any person who deserts another who is incapable of providing for his own needs shall be punished by imprisonment for a term not exceeding six months, or by detention, or by a fine not exceeding 100 yuan."

A person "who is incapable of providing for his own needs" might, of course, be a child; he might also be an aged or sick person.

The next article (294) is a little more specific:

"Any person who deserts another who is incapable of providing for his own needs and whom, under the terms of the law or of a contract, he is bound to support, educate or protect, or who does not furnish such person with the support, education or protection necessary for his existence, shall be punished by imprisonment for not less than six months and not more than five years."

If this article is read in conjunction with Article 1084 of the Civil Code, which is as follows: "It is the right and duty of the father and mother to protect, educate and support their children who are minors", it will be seen that desertion of a child is clearly regarded as an offence.

The foregoing provisions relate to legitimate children. By analogy, and in virtue of Articles 1067 and 1077 of the Civil Code, the above-mentioned Article 294 could be applied to illegitimate and adoptive children. This is the trend of judicial practice.

If desertion has resulted in the victim's death, the penalty may be increased to imprisonment for life.

#### D. *The Delinquent Child.*

In regard to the serious question of the delinquent child, the Criminal Code makes no provision for positive or concrete measures. It merely lays down principles, leaving their detailed execution to the administrative authorities.

Reference will be made later to children's courts and children's prisons, both of which institutions are still in an embryonic stage. The few main principles embodied in the Criminal Code relating to delinquent children may be summarised as follows.

The minimum age of criminal responsibility is fixed in Article 18, paragraph 1, at 14 years, and the following paragraph of the same article provides :

“ The penalty applicable to a person between 14 and 18 years of age may be reduced.”

In regard to the application of the penalty to a delinquent minor, Article 63 provides :

“ An offender under 18 years . . . of age may not be sentenced to the death penalty or to imprisonment for life. If the penalty applicable is death or imprisonment for life, such penalty must be reduced.”

One question necessarily arises in this connection : can the reductions in the penalty provided for in Articles 18 and 63 be made cumulative in favour of a delinquent child? There is no definite rule that could be followed in the matter; everything depends on the judge's indulgence. The Code is of such recent date that no guidance can as yet be drawn from the practice of the courts. The opinion generally expressed by legal authorities and legislators would seem, however, to indicate that the tendency is entirely in favour of the child. This is shown by the fact that, in the earlier Criminal Code (that of 1928), the minimum age of criminal responsibility was 13 years and the maximum age at which the offender was entitled to a reduction of the penalty was fixed at 16 years. The age of criminal responsibility has thus been raised by one year, and the age at which a reduction of the penalty is accorded by two years. Such progress proves that the



problem of juvenile delinquency is receiving serious consideration.

Article 86 of the Criminal Code lays down the principle of the re-education of the delinquent child. It provides as follows :

“ An offender under 14 years of age who, by reason of his youth, cannot incur a penalty, may be sent by order of the court to a reformatory to be re-educated and reformed.

“ An offender under 18 years of age who, by reason of his youth, is entitled to a reduction of the penalty may, after having fully served his sentence or after its remission, be sent, by order of the court, to a reformatory.

“ If he has been sentenced to a term of imprisonment not exceeding three years, to detention or to a fine, he may be sent to a reformatory before serving his sentence.

“ The period to be passed in the reformatory may not exceed three years.

“ If, in the circumstances mentioned in the concluding portion of paragraph 3 of the present article, it is held that an offender who has been in a reformatory can be exempted from serving his sentence, the latter may be remitted.”

It will be noted that the elasticity of the system introduced by this article of the Criminal Code makes it possible to apply the treatment appropriate to different cases.

Young offenders under 18 years of age who have been given light penalties (a term of imprisonment not exceeding three years, detention or fine) may be sent to a reformatory before the sentence is served and, if their conduct there is satisfactory, they may be granted a reduction of the penalty.

This clearly constitutes a sound basis which may serve as the starting-point for the establishment of a rational method of treating delinquent children.

## 2. PROTECTION OF THE CHILD BY CIVIL LAW

### A. *Civil Status of Children.*

#### *General.*

The civil status of individuals is governed by three enactments—the Civil Code, the Nationality Law of February 5th, 1929, and the Law on Civil Status.

The last-named law, which was promulgated by the National Government on December 12th, 1931, and came into force on July 1st, 1934, is of capital importance in the organic life of the nation. It puts an end to the chaos which was the natural result of the break-up of the traditional social basis—the “big family”—and makes possible the institution of a more modern order of things in which the public authorities are given possibilities of intervention.

The first object of this law was to obtain a more accurate census of the population, this being a necessary condition for any social policy.

Accordingly, Article 14 of the law instituted a system of civil status registers in which the local officials—the chiefs of the Hiang, Tchen or Fang, the local administrative subdivisions—are required to record all events relating to the civil status of the inhabitants of the districts under their authority.

Births, acknowledgments of children, adoptions, marriages, divorces, guardianships, deaths and successions must be duly recorded in the special registers.

In addition to keeping these registers, local officials are required to compile statistics for inclusion in the quarterly and annual reports which they have to submit, for purposes of control, to their official superiors.

The aforesaid statistics cover, *inter alia*, the following three items :

- (1) *Births* (sex of new-born children, age of parents, occupation of parents);
- (2) *Still-births* (sex of still-born children and causes of still-birth);
- (3) *Deaths* (sex, age, occupation and causes of death).

The paragraphs which follow represent an attempt to extract, from the three legislative texts mentioned above, those provisions which relate to children.

*Nationality.*

According to Article 1 of the Nationality Law of February 5th, 1929,<sup>1</sup> the following are Chinese by birth :

- (1) A child whose father is Chinese at the time of the child's birth;
- (2) A posthumous child whose father was Chinese and retained that nationality until his death;
- (3) A child whose father is unknown but whose mother is Chinese;
- (4) A child born in China of an unknown father and mother or of a father and mother who have no nationality.

Article 2 of this law governs the acquisition of Chinese nationality. The following acquire such nationality :

- (1) An illegitimate child whose father is Chinese and who is acknowledged by his father;
- (2) An illegitimate child whose father is unknown or has not acknowledged him, but whose mother is Chinese and has acknowledged him;
- (3) A child adopted by a Chinese national;
- (4) A minor child (minor according to the law of the country of origin) of a father who has been naturalised Chinese, unless there are any provisions to the contrary in the law of the country of origin (Article 8).

A minor may lose Chinese nationality (Article 10) :

- (1) When he is acknowledged by a father who is a foreigner;
- (2) When, if born of a father who is unknown or has not acknowledged him, he is acknowledged by a mother who is a foreigner.

His status as a minor is determined, in the above two cases, according to Chinese law.

*Identity.*

“The civil status of a child is determined by that of his parents.” This principle is laid down in Article 4 of

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<sup>1</sup> This law is independent of the Civil Code.

the Law on Civil Status. The Civil Code is even more explicit :

“ A child bears the name of his father.” (Article 1059.)

“ The domicile of a child who is a minor is that of his father.” (Article 1060.)

There is one case (the case of Chwe-Fu or the son-in-law “ called in ”) in which the name and domicile of a legitimate child are those of his mother, when the father has, by his marriage, entered his wife’s family.<sup>1</sup>

#### *Declaration.*

The Civil Code contains provisions relating to the child even before its birth. Thus, Article 7 reads :

“ A child that has been conceived is, provided that it is born alive, so far as concerns the protection of its personal interests, deemed to be already born.”

As soon as the child is born, and born alive, he is protected by the specific provisions of the Law on Civil Status.

The birth must be declared within one month by the father or, failing him, by the mother. If they are both unable to make the declaration, it must be made by the relatives or neighbours who were present. Physicians and midwives who attend at the birth are under an obligation to declare the birth in the absence of competent persons (Article 52).

If a child is born in a hospital, a prison or any other public institution, the authorities in charge of such institution must make the declaration of birth (Article 55).

When a child is found, the person or the police officer who discovers him must, within twenty-four hours, make a declaration to the civil status registrar.

The latter must proceed as follows :

- (1) Give the child a name, if he has none;
- (2) Record the place at which and the date on which the child was found;

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<sup>1</sup> According to a custom prevailing throughout almost the whole of China, a man may, by his marriage, enter his wife’s family, particularly if that family has only one daughter and no male child.

(3) Check and note all objects and garments found with the child;

(4) Record the name of the person to whom, or the charitable institution to which, the child has been entrusted (Article 58).

The father or mother of a foundling may take the child back provided that he (or she) furnishes particulars of the exact civil status of the child (Article 59).

### *Filiation.*

In relation to his parents, a child may be legitimate, illegitimate, legitimated or adoptive.

(a) *Legitimate Children.*—A legitimate child or “a child born in wedlock is one whose conception results from marriage” (Civil Code, Article 1061).

The period of conception extends retrospectively over the period between the hundred and eighty-first and the three hundred and second day prior to the child's birth.

When it can be proved that conception took place prior to the 302 days mentioned above, this period is deemed to be the period of conception (Civil Code, Article 1062).

The father is entitled to repudiate a child (Article 1063) if he is able to negative the presumption: “if a woman has become pregnant during marriage, the child thus born is deemed to be born of the marriage”.

The Chinese Civil Code admits only one case of legitimation—namely, the marriage of the two parents of a child. A child thus legitimated is regarded purely and simply as a legitimate child. Article 1064 says explicitly:

“A child born out of wedlock whose father and mother marry is deemed to be born of the marriage.”

(b) *Acknowledgment of the Illegitimate Child.*—Tradition knows no procedure for acknowledgment of an illegitimate child. If a father (or mother) secretly brought up an illegitimate child he (or she) never felt it necessary to follow any special procedure for the purpose of acknowledging the child officially.

The Civil Code, under the influence of Western legislation, instituted the system of acknowledgment. It must not be thought, however, that it makes of acknowledgment

a formal legal act; it merely consecrates and legalises *de facto* situations. The Code does, indeed, give the father the possibility of formally acknowledging his illegitimate child by a legal act (Article 1065), but it seems to give the preference to tacit acknowledgment, for it interprets very simply the fact a father has publicly treated a child as his own, this being an essential condition of tacit acknowledgment in Western countries. The fact of a father having brought up his illegitimate child is tantamount to acknowledgment: that is the conception embodied in Article 1065.

That the legislators have endeavoured to reconcile tradition with the necessities of social progress is to be seen more particularly in the fact that the Civil Code makes no provision for acknowledgment by the mother, not because the latter does not possess the requisite legal capacity but rather because the legislators wished to simplify the matter from the human standpoint by declaring explicitly in Article 1065 that :

“ For the purposes of the relationship between himself and his mother, a child born out of wedlock is deemed to be a child born in wedlock and no acknowledgment is necessary.”

Thus, the relationship between a Chinese woman and her child, whether legitimate or illegitimate, is always that of a mother and her legitimate child.

The mother furthermore possesses the following two rights :

(a) The right to repudiate acknowledgment.—Article 1066 confers on the mother the right to repudiate acknowledgment by the father. The child himself also has this right.

(b) The right to bring an action to establish paternity.—According to Article 1067 :

“ The mother or any other legal representative of a child born out of wedlock may demand acknowledgment of the child by his father in the following cases :

“ (1) When it is proved that the father and the mother cohabited during the period of conception;

“ (2) When paternity can be proved by written documents emanating from the father;

“ (3) When the mother was raped or seduced by the father;

“ (4) When the mother has had relations with the father consequent upon an abuse of authority by the latter.”

No action to establish paternity may be brought by the mother in the following cases :

(1) When, during the period of conception, the mother has had relations with a third party or was leading an irregular life (Article 1068);

(2) When the mother has allowed five years from the date of the child's birth to pass without instituting proceedings (Article 1067).

Acknowledgment is irrevocable (Article 1070) and its effects are retroactive, going back to the date of the child's birth, save in so far as concerns any rights acquired by third parties (Article 1069).

(c) *Adoption* —The custom, when a person is childless, of adopting the child of another is widespread in China. Ancestor-worship must be perpetuated. If nature fails, an attempt must be made to fill the gap artificially. A child adopted in this way was always known as “Sze-ze”.

The Civil Code has thus merely confirmed a very ancient custom, given it general expression, and brought it into harmony with modern life.

*Conditions of Adoption.*

(1) Adoption must be effected by means of a written instrument unless the adopted person has, from his early years, been brought up as the child of the adopter (Article 1079);

(2) The adopter must be at least twenty years older than the adopted person (Article 1073);

(3) When a married person adopts a child, such person must do so jointly with his or her spouse (Article 1074);

(4) Except in the case of adoption by two spouses, no one can be the adoptive child of two persons (Article 1075);

(5) The assent of the spouse is necessary when a married person is the object of adoption (Article 1076).

*Relationship between Adopter and Adoptive Child.*

(1) The adoptive child takes the name of the adopter (Article 1078);

(2) In relation to his adoptive father and mother, an adoptive child is assimilated to a child born of the marriage, unless the law provides otherwise.<sup>1</sup>

*Termination of Adoption.*

The tie of relationship between the adopter and the adoptive child is a somewhat fragile one. The Civil Code, with the humane intention of not allowing an artificial tie to be intangible, does, indeed, enumerate in vague terms the conditions under which one of the parties may terminate the adoption.

The relationship between a child and his adoptive father and mother may be terminated by the mutual consent of the parties (Article 1080).

One of the parties may request the court to pronounce the termination of the adoption in any of the following cases :

(1) When one of the parties has ill-treated or grossly insulted the other;

(2) When one of the parties has, in bad faith, deserted the other;

(3) When the adoptive child has been sentenced to imprisonment for a term of two years or more;

(4) When the adoptive child has squandered money;

(5) When the fact of the adoptive child's existence has been uncertain for more than three years;

(6) When other serious grounds exist.

*Effects of Termination.*

When adoption is terminated, the child naturally once more assumes his original name (Article 1083); all ties of relationship are broken. Nevertheless, a kind of natural obligation still subsists—namely, that of maintenance. According to Article 1082 :

“Should an innocent party become destitute as a result of the termination of adoption, the other party,

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<sup>1</sup> The adoptive child's share in the inheritance is half that of a legitimate child, if the adopter has, as his heir, a relative who is a descendant in the direct line.



even if innocent, is bound to pay him an appropriate maintenance allowance.”

### *Marriage.*

The Civil Code distinguishes between two phases relating to marriage—betrothal and marriage properly so-called.

According to the Code, marriage is a civil contract, the signature of which is represented by betrothal and the execution by the actual marriage.

Being a contract, it must be entered into by the parties of their own free will. This is stipulated in Article 972 of the Civil Code. It represents a radical change in family life in China, where, formerly, the wishes of the parents, or sometimes even of the grandparents, were the governing factor and the one by which the conclusion of the marriage was determined.

The Code lays down two conditions for betrothal :

- (1) A minimum age (Article 973) : A man under seventeen years of age and a woman under fifteen years of age cannot be betrothed ;
- (2) The consent of the legal representative (Article 974) : When a minor becomes betrothed, he must obtain the consent of his legal representative.

Similarly, in regard to marriage, the Code lays down two conditions :

- (1) A minimum age (Article 980) : A man under 18 years of age and a woman under 16 years of age cannot marry.

If a marriage is contracted in violation of this rule, the person concerned or the legal representative of such person may apply to the court to annul the marriage ; such annulment cannot, however, be requested if the woman has become pregnant or if the applicant party has reached the age prescribed for marriage (Article 989).

- (2) The consent of the legal representative (Article 981) : A minor must, if he desires to marry, obtain the consent of his legal representative.

It will be noticed that a minor who wishes to marry must obtain preliminary consent on two successive occasions—at the time of betrothal and at the time of marriage.

## B. *Paternal Authority.*

### *Historical Survey.*

In order to explain clearly the nature of paternal authority in China in former times, some indication must be given of the place occupied by the individual—whether a child or an adult—in the “big family” community.

The “big family” was a social and economic unit composed of some ten, twenty or, it might even be, a hundred persons and forming by itself a complete community, at the head of which there was always a “head of the family” who was normally the eldest relative in the ascending scale. All the others were members of the family.

The interests—whether moral or material—of the community took precedence of those of the individuals composing it. When a member acquired property—a house, for instance—it belonged to the community, even if bought with money earned by that member. When a member married, the position was not so much that he was marrying a young woman, but rather that the community was being increased by the addition of one female member.

When a child was born in the family, it was not so much that his father and mother now had a son as that the grandfather or great-grandmother had another grandson or great-grandson.

In the exercise of paternal authority, except in the case of the “head of the big family”, the same situation arose. Naturally, it was always the father who nominally possessed this right, but his exercise of the right was very limited by reason of the fact that he himself was under the authority of his own father and, virtually, of the community as a whole. This state of affairs is very different from the view generally held that, in China, paternal power was absolute, the father having unlimited power over his son. It should therefore be categorically stated that, in the China of former times, paternal authority was represented, in collective fashion, by the authority of the “big family”.

Since the Revolution of 1911, and even before that date, the “big family” system was seen to be attended by so many disadvantages—it encouraged a spirit of dependency in its members and robbed them of all initiative, and so

forth—that the young citizens of the Republic felt the need of establishing their own individual “little families” (after the European fashion, consisting of husband, wife and children).

In consequence, the legislators were, for their part, compelled to make rules for the exercise of paternal authority and to introduce into China a complete system of guardianship to meet cases in which the father was dead or was for any reason incapable of exercising paternal authority.

### *Rights and Duties of Parents.*

The Chinese Civil Code places the father and mother on a footing of equality so far as concerns their rights and duties in respect of their children. The father does not enjoy a predominant position, except in the event of disagreement with the mother. According to Article 1089, which relates to children who are minors, the rights and duties of parents are exercised and assumed jointly by the father and mother, unless the law provides otherwise.

There are, however, some cases in which one of the parents alone exercises the said rights :

(1) As has already been stated, when they do not agree as to the exercise of their rights; in this case, the father is authorised to exercise these rights alone, without the collaboration of his wife;

(2) When one of the parents is unable to exercise the rights, the other exercises them; this presupposes that the former is absent, dead or without capacity;

(3) If the father and mother live together but are unable to assume the duties jointly, these duties will be assumed by the parent who has capacity to carry them out (Article 1089).

Furthermore, according to Article 1084, it is the right and duty of the father and mother to protect, educate and support their children who are minors. Article 1086 adds that the father and mother are the legal representatives of their children who are minors.

In regard to the moral right of correction, the Code merely says that : “The father and mother may, within the necessary limits, correct their children.”

The expression "within the necessary limits" is certainly very vague but, fortunately, Article 1090 provides a safeguard :

"When the father and mother have abused their rights over their children, the nearest relatives in the ascending scale, or the family council, may correct them (the father and the mother), and, if such correction produces no result, they may apply to the court to order the suspension of the said rights either in whole or in part."

This is tantamount to partial or total forfeiture of paternal authority, for the Chinese regard resort to the courts—particularly in family matters—as an extremely serious procedure, and they employ it only when all means of arriving at an amicable settlement have failed. Accordingly, suspension in this connection is practically the same as forfeiture outright. The legislator has, however, used the term "suspension". The reason is easy to understand—the possibility of reconciliation must always remain open.

Paternal authority may not only be suspended. It may also be terminated by the child's marriage or by his attaining his majority.

Articles 12 and 13 of the Civil Code state explicitly :

"The age of majority is fixed at the completion of the twentieth year." (Article 12.)

"A minor who is married is capable of exercising rights." (Article 13, paragraph 3.)

The Code makes no provision for the express emancipation of minors apart from the fact of marriage. Nevertheless, the Commercial Law of September 1st, 1914, provides that a minor under 20 years of age may manage a business himself, provided he complies beforehand with certain formalities, which are reminiscent of those of emancipation. In reality, however, these formalities may involve the responsibility of the minor's legal representatives. The situation is, therefore, not exactly one of emancipation.

#### *Rights of Children.*

The child has a right to property which is legally his due; by this is meant property which passes to children

who are minors by succession, donation or any other gratuitous title (Article 1087).

The administration of such property is entrusted to the father. In the event of the father being unable to administer it, the obligation to do so falls upon the mother (Article 1088).

The father or the mother who is under an obligation to administer property which is the child's legal due possesses three kinds of rights :

- (1) The right to use such property;
- (2) The right to collect the yield therefrom;
- (3) The right to dispose of it, but only in the interest of the child (Article 1088).

### *C. Guardianship and Custody.*

The chapter in the Civil Code relating to guardianship is the one in which Western influence has made itself felt most.

The following is an outline of its provisions :

#### *Cases in which there is Guardianship.*

The following must, in general, be provided with a guardian (Article 1091) :

- (1) Any minor who has no father or mother;
- (2) Any minor whose father and mother are both unable to exercise their rights or assume their duties in regard to their children who are minors.

Article 1092, however, institutes a kind of special guardian :

“ The father and mother may, in specific matters and for a fixed period, entrust to another person the exercise of guardianship in respect of their children who are minors.”

#### *Who is a Guardian?*

(1) The surviving parent may, by will, appoint a guardian for the children who are minors (Article 1093). Thus any person may be a guardian provided he is appointed by will and fulfils the necessary conditions relating to capacity (Article 1096).

(2) If there is no will, the guardianship devolves in the following order :

(a) The grandfather or grandmother living with the minor;

(b) The head of the house;<sup>1</sup>

(c) Grandfathers and grandmothers not living with the minor;

(d) A paternal uncle;

(e) A person chosen by the family council.

*Rights and Obligations of the Guardian.*

The Civil Code confers on the guardian the same rights and obligations as on the father and mother.

According to Article 1097 :

“The guardian shall, to the extent necessary for the protection and advancement of the interests of the ward, exercise the rights and assume the duties of the father and mother in regard to a minor child.”

“He is at the same time the legal representative of the minor.” (Article 1098.)

He must administer the minor's property (Article 1100). In this connection :

“On assuming his functions, the guardian must, in collaboration with the person appointed by the family council, draw up an inventory of the ward's property.” (Article 1099.)

“Costs of administration are a charge upon the property of the ward, but the guardian must devote the same care to administration as to the management of his own affairs.” (Article 1100.)

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<sup>1</sup> The head of the house is elected from amongst the group of blood relatives and relatives by marriage. Failing such election, the functions of head devolve upon the person whose degree of blood relationship or relationship by marriage is greatest or, in the case of equality of such degrees, upon the eldest. When the person whose degree of relationship is greatest or who is eldest is not in a position to administer the affairs of the house, or does not wish to do so, he must appoint a member of the house to act in his stead (Civil Code, Article 1124).

The guardian may use or dispose of the ward's property, but only subject to the following conditions :

(1) In the case of movable property, he may use or dispose of the property if it is in the ward's interest so to do;

(2) In the case of immovable property, he must obtain the authorisation of the family council (Article 1101).

During his guardianship, the guardian is prohibited from acquiring his ward's property on any grounds whatsoever (Article 1102).

The guardian may, however, request remuneration, the amount of which will be determined by the family council, regard being had to the work performed by the guardian and the amount of the income produced by the ward's property. Nevertheless, if the guardianship is exercised by the grandfathers or grandmothers who live with the minor, there must be no remuneration in respect thereof (Articles 1104 and 1105).

The Code imposes on the guardian a further obligation—namely, that of rendering to the family council, at least once a year, a detailed account of the ward's property (Article 1103).

He must, on the termination of the guardianship when the ward attains his majority, draw up, in collaboration with the person appointed by the family council, a final account of the ward's property and must hand over the property to the ward.

The guardian is not relieved of his responsibilities until the family council has approved the final account rendered by him.

#### *Responsibility of the Guardian.*

The guardian is responsible for losses suffered by his ward's property. Proceedings with a view to seeking reparation for such losses are barred by lapse of time after an interval of two years as from the date on which the family council has refused to approve the results of the final account. No legal mortgage in favour of the ward is provided for in the Chinese Civil Code. The responsibility established by Article 1109 is therefore somewhat illusory should the guardian prove to be insolvent.

Happily, this state of affairs is not irremediable if the family council shows all due diligence. That council may, in fact, withdraw the guardianship in the following cases :

- (1) When the guardian fails to discharge his legal duties;
- (2) When he is insolvent;
- (3) When he does not comply with the instructions given by the family council.

If the guardian dies during his guardianship without having rendered his account, the Code requires that the final account shall be rendered by his heirs.

*Custody.*

The Civil Code devotes only two articles to the settlement of the very delicate question of the custody of children after the divorce of their parents.

A distinction is made between two kinds of divorce :

(1) Divorce by mutual consent: In this case the custody of the children devolves, in principle, on the husband. Nevertheless, if the father and mother have agreed otherwise, the terms of their agreement are complied with (Article 1051).

(2) Divorce by judgment of the court: In this case, Article 1051 may be applied and the custody may thereby be given to the husband. The court may, however, in the interests of the children, appoint a guardian (Article 1055).

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## ADMINISTRATIVE MEASURES

### INTRODUCTION

The Chinese Government, in virtue of the right conferred upon it by the Constitutional Convention of June 1st, 1931, has promulgated a large number of ministerial decrees. Most of the measures involved, arising out of the special position of a country where everything had to be created or organised, are important. An attempt will be made in the present chapter to describe the various child welfare institutions which have recently been established.

This chapter is divided into four sections. The first deals with measures for the protection of the child's life



and health, the second with education and the third with the child's moral welfare, while the last section contains a short description of the child welfare activities of the government of the Province of Kwangsi. This province, situated in south-western China and bordering on French Indo-China, is regarded by Chinese public opinion as a model province, the social organisation there being more advanced and the administration better ordered than in the other provinces.

1. MEASURES FOR THE PROTECTION OF THE LIFE  
AND HEALTH OF THE CHILD

*A. Modernisation of the Midwifery Service.*

The midwives of ancient China formed a kind of hereditary guild. The art of midwifery was handed down from mother to daughter and from mother-in-law to daughter-in-law. One or more midwives were always to be found in each quarter of the town and in every country village. Signs could be seen above the doorway bearing the legend "Kaai-Ma-Tsing-Kiu", which means "Swift horse and light chariot". They marked the abode of the midwife, ready to answer a call as swiftly as a galloping horse and to make childbirth as easy as the progress of a light chariot.

But time and scientific progress travel more swiftly still. With the introduction of Western medicine into China, the age-long hereditary practices of these midwives were found to be inadequate, while their art, though the fruit of long experience, was deemed to rest on a completely unscientific basis. They failed to satisfy hygienic requirements, and, in difficult cases, their services were ineffective, if not dangerous.

In the sixteen years between the establishment of the Republic in 1911 and the advent of the National Government in 1927, various tentative efforts were made by private individuals, foreign hospitals and Christian missions to train midwives in modern methods, but without any great success.

The Government first took steps in the matter in 1928; but it was not until 1929 that a "Special Committee to encourage the Training of Midwives" was formed. The

establishment of this committee was the first step towards the systematic application of a proper scheme.

China, with its immense population, requires large numbers of midwives, and their training offers a difficult problem calling for time and money. These difficulties have made it necessary for the Government to adopt transitional measures, the chief of these being the decision to allow midwives of the old type provisionally to continue their practising, but only under strict supervision. On August 3rd, 1928, the Ministry of Health issued a Decree making it compulsory for every woman exercising the profession of midwife without the diploma of a school of medicine or midwifery to register with the local authorities, who then issue a certificate of competence. The practice of the profession is declared illicit for persons not holding such a certificate. Midwives who had started practising before the decree came into force may register within a month (Article 2).

The local authorities may not issue certificates in the following cases :

- (1) To midwives under 30 or over 60 years of age;
- (2) To those who are physically or mentally unfit;
- (3) To those who are suspected of suffering from any contagious disease (Article 3).

Midwives to whom certificates have been issued are obliged to attend practical courses in midwifery. These courses, lasting two months, include instruction in the elementary theory and practice of midwifery, disinfection, care of women in childbed, etc. They are organised by the local authorities, who obtain technical assistance from the district hospitals or schools of medicine or midwifery. After two months' study, the midwives take an examination. Those who are considered proficient receive—in addition to the original certificate of competence—a diploma allowing them to practise their profession; unsuccessful candidates forfeit their original certificate and are no longer allowed to practise.

The funds for these courses are provided out of local taxes (Article 5).

Midwives are not allowed to carry out surgical operations on the mother or child (Article 10).

They must, within the first ten days of every month, send in reports to the local authorities who, in turn, submit general reports to the Ministry of Health (Article 12).

They must also keep a register in which are entered the name, age and address of every woman attended, the sex of the child, etc.; the register may not be destroyed for five years, to permit of control (Article 11).

Midwives who infringe the provisions of the decree lose their certificate. In the case of serious offences or criminal acts, they are brought before the courts (Article 13).

The issue of the original certificates of competence by local authorities ceased officially on December 31st, 1931 (Article 16), but, in point of fact, the period was extended several times, so that, in remote corners of China, midwives of the old type are still to be found practising their profession side by side with those who have obtained a modern training.

The Decree of August 3rd, 1928, by ensuring strict supervision over the old midwives, constituted a first step towards the modernisation of the midwifery system; there was, however, one regrettable omission: the decree did not make it compulsory for midwives to advise the families of women in childbed to call in a doctor in abnormal cases, whereas trained midwives are under a formal obligation to do so.

The measures embodied in the above-mentioned decree are only provisional. The real effort required must be in connection with the establishment of schools for the training of midwives on modern lines. This was the essential object of the Special Committee to encourage the Training of Midwives, which no longer exists.

That Committee, established by a joint decree of the Ministries of Education and Health on January 30th, 1929, and reorganised by a subsequent joint ministerial decree, dated June 30th, 1931, consisted of from seven to nine members: two representatives of the Ministry of Education, two from the Ministry of the Interior, and three to five specialists.

Its duties were fourfold and comprised:

- (1) The establishment of model schools of midwifery;
- (2) The safeguarding and administration of special funds to encourage the training of midwives;

(3) The preparation of programmes and curricula for schools of midwifery;

(4) The supervision and inspection of public and private schools of midwifery.

Having appointed this special body to organise and carry through the proposed reform, the National Government, through its Ministry of Health, passed a decree on May 21st, 1929, determining the status of midwives.

Before she may practise her profession, every midwife must obtain authorisation from the Ministry of Health, in the form of a certificate. Any Chinese woman over 20 years of age and in possession of the requisite diploma may apply for such a certificate. The recognised diplomas are the following :

(1) The leaving certificate of a public or private Chinese school recognised by the Ministry; the period of study to be not less than two years;

(2) The leaving certificate of a foreign school where the period of attendance has been not less than two years;

(3) The diploma of any school of midwifery even when the period of attendance has been less than two years, if the holder of the diploma has practised her profession for three years;

(4) The diploma granted by the examining Yuan to candidates who are successful in the official examination for the recruitment of specialists.

The following persons are not allowed to practise as midwives even when in possession of the requisite diploma :

(1) Persons guilty of the crime of abortion;

(2) Persons who have been sentenced to a term of imprisonment during the five years previous to their application for a certificate;

(3) Persons under a legal disability.

The decree requires midwives to comply with certain obligations; in particular, they must :

(1) Declare the birth, if the family or persons concerned are unable to do so;

(2) Advise the family of the woman in childbed to call in a qualified surgeon in abnormal cases;

(3) Keep a register, showing the name, age and address of every woman attended by them, the date of the birth and the sex of the child (these registers may not be destroyed for five years);

(4) Send in monthly reports to the authorities of the district in which they are practising.

Any failure to comply with these obligations involves administrative penalties, generally the temporary or permanent withdrawal of the certificate issued by the Ministry of Health.

The Government subsequently dealt with the question of schools of midwifery founded by private initiative. In China, anybody is entitled to found a school, subject to compliance with the obligations prescribed by the laws and regulations.

Two decrees have been passed concerning private schools of midwifery. The first, issued by the Ministry of Education on December 17th, 1929, stipulates that all midwifery schools which have been or may be founded by private initiative must be registered with the Ministry of Education.

The second decree, dated April 1st, 1930, was issued jointly by the Ministries of Education and Health. It applies to all schools of midwifery.

There are four essential conditions for such schools :

(1) The director (male or female) must be Chinese, regardless of whether the founders, benefactors or teachers are foreigners;

(2) From a financial point of view, the school must always be in possession of adequate resources (capital or income) to meet its annual expenditure;

(3) It must be provided with the necessary buildings and equipment;

(4) The teachers must have the qualifications prescribed by law.

If these four conditions are satisfied, application may be made to have the school registered with the Ministry of Education. <sup>1</sup>

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<sup>1</sup> A declaration from the Ministry of the Interior is also necessary for the police.

In addition to the written application stating the proposed name of the school, its site, etc., certain other documents must be submitted at the same time, to furnish a complete record. These include :

- (1) A plan of the school, to permit of constructional and sanitary control;
- (2) A copy of the staff regulations;
- (3) A programme of the courses;
- (4) A list of the textbooks for pupils;
- (5) A list of the school's surgical instruments and equipment;
- (6) An annual budget;
- (7) The *curriculum vitæ* of the teachers.

The Ministry has power to grant or refuse registration. Once registration has taken place and the school has been opened, its activities are always subject to supervision by the local authorities and to inspection by the representatives of the Ministries of the Interior, Education and Health. If necessary, registration may be cancelled.

Much more effective supervision was established two years ago, which had a marked effect on the standard of the pupils receiving diplomas. By a decree of August 1st, 1937, the Ministry of Education decided that the final examinations of schools—whether public or private—for midwives and nurses must henceforth be conducted by the competent public authority, and not by examiners appointed by the schools themselves.

This kind of examination, on the lines of the French *baccalauréat*, has undoubtedly helped to raise and standardise the qualifications of midwives (and of nurses). It also provides an effective form of control over the schools. After each examination the Ministry—through the special examination board—publishes figures showing the percentage of pupils from each school who pass or fail, and classifies the schools in order of merit. The result is interesting : the schools at the head of the list receive many applications from pupils deserting those at the bottom of the list. This is a most effective form of control. (The method has been applied in schools and universities by the Chinese Government since 1935).

Quite recently, with the object of encouraging the training of midwives and nurses,<sup>1</sup> the Ministry of Education, by a decree of May 30th, 1938, instituted a system of loans on trust for pupils engaged in such studies; the conditions are so advantageous that the loans are practically equivalent to scholarships, particularly in the case of the best pupils.

The policy of bringing the system of midwifery up to date is well on the way to success. Many private schools have been founded and, by 1937, model public schools for the training of midwives had been established in twelve provinces. There is a training college at Peiping for midwifery teachers. The results achieved are certainly due to the activities of the "Special Committee to encourage the Training of Midwives", which, in collaboration with the competent Ministers, laid the foundations of this great reform. The fact that the Committee has now ceased to exist is to be regretted.

### B. *School Hygiene.*

The school offers a favourable field for carrying out the Government's policy in the matter of child welfare. There the children's lives are organised and the Government can, if it wishes, reach them directly, without having to act through parents who, through carelessness or inability to change their ways, are not always very ready to comply with the various health regulations enforced by the authorities. The children are taught the rudiments of hygiene, the practical application of this teaching being systematically supervised by the medical adviser, who is on the school staff. The Organic Law on elementary schools dated December 24th, 1932, lays down (Article 14) that "the school must be provided with a doctor or at least a nurse. . . . In schools with more than six classes, the head may, in addition to the doctor and nurse, engage a sanitary assistant to help the doctor. . . . If a school cannot afford a doctor of its own, it can share one with other schools." Thus, in principle, every school has a doctor or a nurse; and the Regulations of November 27th,

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<sup>1</sup> Schools for midwives and nurses are often housed in the same building.

1929, provide that all pupils must undergo periodical medical examination.

The idea of pushing health instruction and practical hygiene at the same time is interesting. The "Technical Plan for Teaching in Primary Elementary Schools", published in October 1932, gives in detail the health measures to be taught to the children each year and put into practice by them. The chapters relating to each year are subdivided into two parts :

(1) *Habits to be formed* : Teachers (male and female) are responsible for teaching children the rules of hygiene mentioned in the plan and seeing that they put them into practice, and also for seeing that they form good habits. In the first year, for instance, the child must acquire the habit of going to stool at regular hours, of covering its face with a handkerchief when it coughs or sneezes, etc.; in the fifth year, it must form the habit of keeping its eyes a certain distance from the table when reading or writing, etc.

(2) *Knowledge to be acquired* : This part is further subdivided as follows :

(a) *Personal hygiene* : In the first year, for instance, the child will learn briefly the functions of the various organs of the human body, and the measures of hygiene necessary to protect them; it will also learn how to cope with traffic in the street, etc.

In the fifth year, the child will be taught the nutritive value of various foods, the relationship between disease and remedies (remedies do not necessarily cure diseases), the proper relation between doctor and patient (obedience), etc.

(b) *Collective hygiene* : In its first school year, the child must be made to realise that individual hygiene is useless without collective hygiene. It must be taught not to spit on the ground and to tell others that spitting is injurious to public health. In its fifth year, the child, under the guidance of the headmaster, should be taken to visit institutions connected with public health matters—such as hospitals—reservoirs, etc.; girls are to be given elementary instruction in the care of children.



The recommendations accompanying the plan urge that "children should be made to realise things, so that they may act of their own accord".

"Teachers should set an example in the matter of personal hygiene."

"Teachers are required to exercise daily supervision, and the success of the policy will depend on their efforts."

"Schools must instal the necessary sanitary equipment and create an atmosphere in which the child has to carry out the rules of hygiene he has been taught."

"The headmaster should apply frequently to the technical experts of the local health authorities for advice."

"The school must collaborate closely with the children's families. The director must take the initiative in getting into touch with the parents; he must never expect the parents to come to the school of their own accord."

The plan as a whole (instructions, rules, etc.) is being applied in China in a satisfactory manner. It has perhaps proved the most successful side of the Government's policy, by reason of the strict supervision exercised by the school inspectors of the Ministry of Education (Decree of August 31st, 1931) and by provincial and municipal inspectors (Decree of June 6th, 1931), while provision is made, under paragraph 4 of the Technical Plan for teaching in Primary Schools, for general annual school hygiene inspections<sup>1</sup> and school hygiene competitions, the results being published and communicated to the parents.

### C. *Nutrition.*

There is very little in the way of texts concerning the nutrition of children.

A Decree of the Ministry of Health, dated September 1st, 1929, regulated on very technical lines the production and sale of milk.

The Government always concentrates on the schools, which is logical from the administrative point of view

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<sup>1</sup> It is not stated what authority is to be responsible for such inspections.

because the majority of children start attending kindergarten schools at a very early age and then go on to the ordinary schools. The Ministry of Education regards kindergarten schools as establishments where children can be scientifically brought up and the children of parents who are working can be cared for, and also as centres of propaganda for improving children's lives.

The Government has carried on a great deal of propaganda with regard to nutrition through the medium of the kindergarten schools.

As in the case of elementary schools, there is a Technical Plan for teaching in Kindergarten Schools, also published in October 1932. The second part of the plan, dealing with nutrition, indicates, according to the child's age, the hours at which it should eat and the principal kinds of food it should be given. It mentions the requirements of nutritional hygiene.

A Decree of the Ministry of Education dated July 30th, 1936, concerning the health and safety of children at elementary schools, contains the following recommendations :

(1) The school must arrange to provide children free of cost with pure water, boiled and cooled to a suitable temperature;

(2) Itinerant and other small traders who sell food-stuffs are not to be allowed in the vicinity of schools;

(3) If the school possesses a dining-hall for the children; or a canteen where food is sold, the headmaster must see that the requirements of hygiene are satisfied, and the premises in question must undergo special inspection.

#### *D. Other Measures.*

Mention should also be made of the following measures to improve health conditions for children :

(a) The Regulations of March 23rd, 1928, concerning public assistance institutions;

(b) The Regulations of August 19th, 1928, concerning vaccination, which make it compulsory for parents to have their children vaccinated at a certain age, and fix the times and places at which vaccination will be carried out free every year;

(c) The Factory Law of December 30th, 1932, Chapter II of which contains measures for the protection of women and children employed in factories.

Other decrees passed in 1935, 1936 and 1937 show the great attention paid by the Government to details connected with children's health. The Decree of the Ministry of Education, dated July 30th, 1936, for instance, provides that school-children must be allowed to sleep at least twelve hours every night (from 7 p.m. to 7 a.m.). Headmasters and members of the staff are instructed to see that parents let their children get enough sleep. The decree adds that "if children go to sleep in class it means that they are tired; the master must allow them to sleep on until they are rested".

Again, the Decree on sport of April 18th, 1929, makes games compulsory for young people of both sexes. If they do not take part, parents or guardians are held responsible. This decree is applied in the schools with very satisfactory results.

Lastly, a decree of the Ministry of the Interior, dated June 30th, 1928, forbids minors under 20 to smoke or to drink alcoholic liquors.

Offenders are punished by a fine of 5 yuan. In the case of children under 13, the parents or legal representatives have to pay the fine. Persons selling tobacco or alcohol to children are also liable to punishment.

## 2. EDUCATION

The principles governing national education are embodied in the "Constitutional Convention" of June 1st, 1931. The fundamental points are as follows:

(1) "School attendance is compulsory for all children of school age." (Article 50.)

(2) "The two sexes have equality of rights to receive education." (Article 48.)

(3) "Public and private schools and educational establishments shall be subject to Government supervision; they shall be required to carry out all plans and instructions prepared and issued by the Government." (Article 49.)

(4) The Central Government and local authorities must provide substantial credits for education. "If independent funds exist, they must guarantee their independence." (Article 52.)

(5) "All public or private schools and educational establishments must provide scholarships and prizes to encourage necessitous pupils of outstanding ability." (Article 56.)

The Government follows these general principles in establishing schools. Education comprises four stages: the kindergarten school, the elementary school, the secondary school and the university.

The last two stages will not be discussed here, as they do not concern child welfare, but some information will be found below on the subject of kindergarten schools and primary schools.

#### *A. Kindergarten Schools.*

A decree of the Ministry of Education, dated October 30th, 1932, embodied executive rules relating to the Technical Plan for Teaching in Nursery Schools, which was made applicable, upon publication, to all existing or future kindergarten schools, whether public or private.

The plan contains detailed provisions governing the various activities of nursery schools. It is of a technical nature and is in accordance with the most modern educational principles.

It is divided into three parts. The first describes the aims of kindergarten schools, which are as follows:

(1) To develop the children's physical and moral well-being;

(2) To give the children the happiness which is their due and which is necessary for their well-being;

(3) To inculcate in them good habits to last all their lives;

(4) To assist the parents in educating the children with a view to reforming and improving the family upbringing;

Kindergarten schools in China—as already noted—thus serve as propaganda centres where the experience gained

is used to assist families in the art of bringing up their children.

The second part of the plan, which is long and technical, deals with the various subjects to be included in the school curriculum: "Music, fables, games, social and nature studies, hand work, rest", etc. In each case, details are given regarding the aim and object of the instruction, the method, the minimum results anticipated, etc.

The third part contains guiding rules for the application of the plan. For instance, the child's power of initiative must be respected, the method employed must be the one best suited to the individual child, particular care must be taken of children who are mentally or physically handicapped, individual records are to be kept for each child, and parents are to be visited or invited often to the kindergarten school so that there may be close and constant contact likely to influence the child's family upbringing.

Besides this technical plan, on which all kindergarten schools in China are based, there is a decree of the Ministry of Education, dated February 1936, abolishing the fee for admission to kindergarten schools.

The teachers are recruited from among persons holding the diploma of one of the training colleges for kindergarten teaching. In virtue of regulations issued in a decree of the National Government, dated December 17th, 1932, special kindergarten sections may be established in teachers' training colleges. The course is a three-year one. Each province or municipality may possess one or more training schools of this type. To give the pupils an opportunity of practical work, each training college may have a nursery school attached to it. Candidates for admission to these colleges must possess a first-class secondary-school leaving certificate and must pass the competitive entrance examination. After admission, their studies are free.

### B. *Schools.*

On June 1st, 1931, the Government introduced compulsory school attendance. The principle is laid down in Article 50 of the Constitutional Convention. "To school with all children" was the watchword of the Government. The number of elementary schools is increasing daily.

Great progress has certainly been made. The Government has sought to achieve the following objects :

- (1) To standardise the school system;
- (2) To provide a teaching programme;
- (3) To encourage private initiative.

As regards the first point, the National Government issued a decree on December 24th, 1932, concerning the organisation of elementary schools.

Elementary education was to be divided into two stages : the primary stage (four years) and the higher stage (two additional years).

Generally speaking, the municipality, or *fang, hiang* or *tchen*—local administrative subdivisions—is responsible for establishing the schools; but these may also be founded by private individuals or groups.

According to the provisions of the decree, instruction is free, but, if necessary—as is always the case—the head may decide to charge a fee not exceeding 2 yuan in the case of State schools or 6 yuan in that of private schools.

Necessitous pupils can apply to the headmaster to be excused all or part of the fee.

The decree indicates the textbooks to be used in the schools, the status of the teaching staff, etc.

The second task of the Government was to draw up a technical teaching programme for elementary schools, public and private.

This programme or plan was published by a decree of the Ministry of Education, dated October 30th, 1932. It is divided into two parts :

- (1) A general part, laying down the aims of primary education, the number of hours per week for each course, rules relating to the educational methods to be followed by teachers, etc.;
- (2) A second detailed part, giving the curriculum for each year for the various subjects.

After the mention of each subject, there are recommendations to teachers concerning the objects to be aimed at and the minimum results which should be obtained. It would be difficult to analyse the whole of this vast programme. Suffice it to say that elementary education in China is very thoroughly organised from every point of

view. The foundations have been laid for rapid future developments and the fact that there are not at present enough schools to satisfy the ever increasing needs is due simply to financial difficulties; this explains also why the Government does everything to encourage private initiative.

Among the measures designed to encourage such initiative may be mentioned the Decree of the National Government, dated January 29th, 1929, providing that the National Government shall confer a diploma of honour on individuals or bodies who gave property to found schools or encourage their development; those contributing over 100,000 yuan are to be solemnly placed on the roll of honour of the nation.

Another Decree of the Ministry of Education dated August 1st, 1930, simplifies the formalities for the registration of private elementary schools.

More concrete measures taken by the Government are those resulting from the decision of the 214th Council of the Executive Yuan of May 28th, 1933. The object of the decision was to ensure that, within the ten years following, all children from 6 to 12 years of age should be sent to school. The local authorities are responsible for seeing that children in their district attend school, and may, for that purpose, even bring pressure to bear on the parents or legal representatives. If such orders are not complied with, the names of the parents are posted up in the public squares. If they persist, in spite of this moral reprimand, in their attitude of passive resistance, a fine of 1 to 5 yuan is imposed, the money thus obtained being devoted to the advancement of education.

### *C. Protection of Exceptionally Gifted Pupils.*

The principle is laid down in Article 56 of the Constitutional Convention that exceptionally gifted pupils at public and private schools shall be given further encouragement, but there is no legislation embodying concrete measures on the subject. Actually, heads of schools make a point every year of rewarding their best pupils.

Since 1935, the date of the inauguration of the system of collective examinations, in conformity with the Decree of the Ministry of Education, dated May 26th, 1932—a

system similar to the French *baccalauréat*, except that it applies to both secondary and elementary education—pupils who come out first have been awarded prizes and scholarships which enable them to continue their studies.

### 3. MORAL WELFARE

#### A. *Re-education of Delinquent Children : Children's Courts.*

Generally speaking, Chinese law encourages measures to promote the rescue of delinquent children.

The Chinese penitentiary system distinguishes between two classes of delinquent children, those under 14 and those under 18 years of age. Children under 14 years of age do not of course incur penalties.

As stated in the previous chapter, Article 86 of the Criminal Code provides that a court may send offenders under 14 years of age to a reformatory.

These reformatories are essentially different from ordinary prisons. According to the statistics of the Ministry of Education given in the *Chen-Pao Year-Book* for 1936, there are nine such institutions.

A decree of the Ministry of Judicial Administration, dated October 4th, 1928, provides that offenders under 18 years of age shall be confined in juvenile prisons. Owing to financial difficulties, however, prisons of this type were not opened until 1932. To meet requirements to some extent, the Ministry issued another decree on April 29th, 1932, to the effect that juvenile offenders under 25 years of age—not 18 as in the previous decree—who had been sentenced to imprisonment were in future to be sent to the "Fan-Hing-Yuan", or reformatories for political offenders. The decree adds that steps must be taken to see that such reformatories have special buildings to house wards for this purpose.

Young prisoners are given suitable education and attend lectures designed specially for them; the Decree of the Ministry of Judicial Administration, dated October 4th, 1928, provides that courses shall be organised in prisons.

A ministerial order of March 21st, 1932, supplemented these provisions by issuing detailed regulations for the organisation of such courses.



With regard to judicial procedure, though juvenile courts do not yet exist, steps have nevertheless been taken to provide every safeguard and precaution for child offenders.

The Ministry of Judicial Administration, in view of the recommendations passed by the National Judicial Congress, issued a circular, dated May 9th, 1936, drawing the special attention of magistrates to the spirit underlying Chinese law and to the legislation in force in favour of children, and supplemented this legislation by fifteen rules to be followed by courts and tribunals of all grades in dealing with cases relating to minors. The circular points out that, in the absence of special children's courts, courts and tribunals must differentiate in practice between children's cases and adults' cases and treat them on different lines. The preamble to the circular declares that it would be inconsistent with the principles of child welfare not to make such a distinction.

For instance, Article 1 of the Circular of May 9th, 1936, provides that, where a child is involved, the judges must make a thorough preliminary study of the child's life, his environment, his education and the circumstances which may affect his imagination. The assistance of technical experts, psychologists and educational experts is specially recommended, and, where necessary, examination by a doctor.

The preliminary examination must be very carefully conducted, and, to this end, the circular recommends that, where necessary, local re-education organisations should be asked to help (Article 2).

As regards the hearing itself, the circular prohibits anything which might overawe the child offender: no members of the general public may be admitted except parents or the personnel of re-education centres; magistrates must not wear their robes of office; the usual formalities are to be dispensed with; in a word, the proceedings should be simple and should engender confidence (Articles 3 and 4). If, in the course of a hearing, the evidence of a third party might intimidate the child, such evidence should not be given in the child's presence (Article 5). Care must also be taken during the hearing not to let the child come into contact with adult offenders (Articles 6 and 7).

Care should similarly be taken not to use constraint or adopt punitive measures such as arrest, detention, imprisonment, etc. (Articles 10, 11 and 12).

As regards the composition of courts and tribunals, cases may be allocated regardless of the order of rotation of magistrates. The circular lays special stress on the importance of their technical and moral qualifications. The presidents of courts and tribunals are, for instance, ordered to select for the hearing of juvenile cases magistrates with special experience in the field of education and child psychology and persons who have shown themselves to be kind, patient and suitable to deal with juvenile cases (Article 14).

Finally, in order to facilitate supervision, the Ministry requests courts and tribunals to send through it to the Judicial Yuan a list of magistrates who have special qualifications for handling juvenile cases and who might therefore be asked to perform such duties in their respective areas (Articles 14 and 15), and further to report on the juvenile cases brought before courts and tribunals every year.

On September 16th, 1935, the first National Judicial Congress met at Nanking. The proposals submitted by delegates, practising lawyers and jurists include many relating to the immediate introduction of children's courts and the employment of women as magistrates. These proposals were adopted and the Congress recommended that the Government should take the necessary steps immediately. That is how the matter still stands.

### *B. Children and the Cinematograph.*

There are no regulations governing the employment of children as performers or their presence in places of public entertainment.

A decree passed in August 1935 by the Ministry of the Interior forbids the admission to cinemas of children under six years of age. The reasons for this prohibition are, according to the decree: on grounds of health—the vitiated atmosphere of theatres or halls is quite unsuitable for children; and on moral grounds—the principal reason—since “a child never really understands what is happening on the screen.”

A decree of November 1937 raised the age of prohibition from 6 to 12 years.

Police inspectors and entertainment censors have been instructed to keep a watch over theatres and halls. Penalties consisting of a fine are laid down for parents and directors of establishments which do not comply with these rules.

### *C. Miscellaneous Measures.*

A number of other texts introduce various measures in favour of children. Special attention may be drawn to the Penitentiary Regulations adopted and promulgated by a decree of the Ministry of Justice, dated October 4th, 1928.

Article 16 of these Regulations provides in principle that the children of female prisoners shall not remain in prison with their mothers. This ban may be lifted by prison governors in the case of very young children, but only when absolutely necessary. A child who has been allowed to remain with his mother in prison must leave it at the age of one year; but, if no one can then be found to take charge of the child, the prison governor may, as an exception, allow him to remain another year. This, however, is the extreme limit.

The same decree also empowers prison governors to refuse the custody of women advanced seven months or more in pregnancy.

Lastly, a decree of the Executive Yuan, dated March 1st, 1930, prohibits children under 16 years of age from entering the Buddhist Order. The Government has no intention whatever of interfering with the religious beliefs of the population; but it considers that very young people have no personal convictions and that it is often the parents who induce a child to choose the life of a bonze. This is pushing parental authority too far.

## 4. SUPPLEMENTARY ACTIVITIES IN THE PROVINCE OF KWANGSI

### *A. General.*

The Province of Kwangsi is situated in south-west China, on the borders of French Indo-China. With an area of 219,876 square kilometres, it is among the smallest of the

Chinese provinces; Sinkiang, the largest, has an area of 1,641,554 square kilometres.

According to the 1934/35 census, Kwangsi has a population of 12,882,532, grouped in 2,556,051 "hou" (houses or families); the density of population is thus 58.58 per square kilometre, making the province one of the most thinly populated.

The climate is somewhere between temperate and tropical, the average temperature being about 21° C. In May, June, July and August it is rainy and rather damp. Though the soil is only moderately fertile, almost the whole population is agricultural.

As no short survey of the activities of the local administrations can be given for every province, Kwangsi has been chosen for this purpose for the very simple reason that it is generally regarded in China as a model province. From the standpoint of political, economic or social reconstruction it leads the way, though its geographical position and fertility are much less favourable than in the case of the other provinces.

In this essentially agricultural province, reconstruction has been particularly active in the countryside, a rather uncommon occurrence, since, in the general reconstruction which has been going on since 1927/28, urban centres have usually been most favoured. The attitude adopted by the Provincial Government of Kwangsi is especially noteworthy; it has enabled reconstruction to be carried out on much more realist and positive lines and placed town and country on an equal footing.

This section of the report will omit all reference to the various legislative provisions or regulations regarding child welfare which the Central Government has introduced and which have been applied throughout Kwangsi and will deal solely with the efforts made by the province itself.

#### *B. Child Welfare under the "Reconstruction Scheme" of the Province.*

On March 30th, 1934, following a conference between the political, administrative and military authorities of the province, a reconstruction scheme for Kwangsi was published dealing with reconstruction problems in all fields.

On the basis of this scheme the provincial government has adopted many very important measures, such as the reorganisation of local administration, the formation of a health committee, the strengthening of the militia force, the introduction of a system of "basic education",<sup>1</sup> etc. The execution of the scheme has made the province peaceful, active and prosperous.

What place does child welfare occupy in this scheme? True, it contains no chapter specially devoted to this question, but the various educational and hygiene measures adopted are of direct importance to children, and education and hygiene occupy a very important place in the scheme. The various concrete measures arising out of the reconstruction scheme will be analysed later, but it should be noted meanwhile that the excellence of the province's administrative organisation is an essential feature in the success of the scheme, for no decree has ever been allowed to remain a dead letter.

### C. Administrative Supervision.

The execution of the scheme is supervised administratively by "supervising inspectors of rural administrations", who travel through the countryside to supervise and inspect the progress of rural administrations. They arrive in each *hiang* (group of several villages), *tchen* (large village), *tsoen* (village), *k'ie* (street) and question the local administrative head responsible for the execution of the provincial government's measures. The *Official Bulletin* of Kwangsi (Nos. 31, 33, 35 of December 17th, 19th and 22nd, 1937) published a specimen report-form which the heads of the *hiang*, *tchen*, *tsoen* or *k'ie* have to fill up and send in monthly or quarterly to the district authorities. These reports must be countersigned by one or more supervising inspectors as evidence that their contents are genuine. The forms show the various duties to be dis-

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<sup>1</sup> Furnishing the whole population of the province with a rapidly acquired but sound education comprising a knowledge of reading and writing and certain information necessary for daily life.

charged by the heads of rural administrations. The following is a specimen :

*Duties in February.*

|   |                           |                    |            |
|---|---------------------------|--------------------|------------|
| Instruct all children of school-age to go to school.    | Result obtained<br>.....% | Reason for failure | Remarks    |
| Urge working mothers to send their children to crèches. | Result obtained<br>.....% | Reason for failure | Remarks    |
| etc.  | <i>id.</i>                | <i>id.</i>         | <i>id.</i> |

(Signed). . . .  
Head of *hiang*.

(Countersigned). . . .  
Supervising-Inspector.

These forms show that much work is done on behalf of children. In February, for example, the official must instruct children of school-age to go to school and urge working mothers to send their children to crèches. In March, he must organise general vaccination; in July, supervise and improve the diets of children; in September, when work in the fields is over, urge mothers to attend evening courses in the upbringing of children, etc.

The concentrated and centralised supervision thus exercised has yielded positive results in connection with all the activities which the province has undertaken.

*D. Miscellaneous Practical Measures.*

Attention may be drawn to certain activities peculiar to this province. Up to 1935/36, the Government had only introduced general measures, as in all the other provinces, though their application here was stricter and better enforced. But with the proclamation, on October 14th, 1935, of the "Children's Year", a special effort was launched.

Some time previously an order—Hygiene 21, of June 13th, 1935—was issued by the provincial government, instructing provincial hospitals to analyse excreta in elementary schools.

A sanitary propaganda scheme was issued in August 1937 to try to secure a lower infant mortality rate.

A decree—Civil 11379—was issued on December 16th, 1937, by which travelling services of female health visitors for women and children were established. These visitors give women and children advice on points of health and are responsible for hygiene supervision before and after childbirth.

A decree—Civil 6235—was issued on May 29th, 1938, and amended by another decree—Civil 13852, of October 1st, 1938—setting up district health offices. One department of these offices is responsible for everything connected with the hygiene of women and children.

Under a decree—Civil 10165—of August 12th, 1938, officials of health offices must submit monthly reports on the progress of vaccination, school hygiene and the health of the children whom they have to protect.

Under two successive decrees—Education 2609 and 4471, of June 17th and September 16th, 1938—travelling public libraries were instituted, with a model catalogue. One quarter of the books in the libraries are to be for children—that is, they must consist of reading-matter suitable for their age or deal with subjects connected with the improvement of child life.

One of the functions of district health offices is to give remedial treatment to pupils suffering from congenital physical deformities. The heads of schools and public health officials are required to co-operate in this work.

During the winter, when farm work is at a standstill, the Provincial Government concerned itself with the leisure hours of mothers, and under a decree—Education 2493, of June 9th, 1938—instituted in every village evening courses on hygiene for women and children. Each course lasts ten days, and the courses are compulsory and free.

Lastly, with the object of circulating models of children's toys, a decree—Education 2816 of June 30th, 1938—authorises every district authority to award 20 yuan per annum to its scholarship pupils at the training college for kindergarten teaching Siang-Chou, to enable them to buy raw materials and make children's toys in their manual occupation classes. These toys will be used as models when, after finishing their studies, the scholarship pupils open crèches or kindergartens in their own districts.

## WORK OF PRIVATE ORGANISATIONS

Private initiative has really led the way in child welfare work in China.

Long before the public authorities took action, private individuals, university professors and Christian missionaries had already started welfare work, either for charitable purposes or as a social experiment.

The Government confined itself to exercising supervision; thus, under two decrees of October 19th, 1928, and June 12th, 1929, it issued regulations for private charitable and philanthropic institutions, according to which the latter might not be conducted for profit, but must be registered with the Ministry of the Interior and submit to inspection by representatives of the public authorities as regards their accounts and the proper conduct of their establishments.

The following is a short survey of the work done by private organisations.

### *A. Social Experiment Centres.*

There are several social experiment centres in China. The two best known are in the districts of Tso-P'ing and Ting-Hsien. The first, in the heart of the Shantung Province, was opened by a professor of philosophy at the National University of Peking. The chief points in his programme are the abolition of illiteracy, the improvement of peasant life, etc. The conditions of child life improve as hygiene and education advance.

The second, in the middle of the Province of Hopeh, was established by a number of intellectuals under Professor Yen Yang-Chu. At the outset, its aim was to teach the population and to combat illiteracy, but it has now extended its scope, and tries to improve country life generally. A good deal of work is done on behalf of children. This was the first district in China to have female visitors who go from house to house tending people and giving advice.

### *B. Philanthropic Activities of Prominent Persons.*

As a rule, wealthy persons advanced in years, who are looked up to by the population and live a quiet, retired life, feel a moral obligation to do something for the public



benefit. They adopt an orphan, or open a village school, or they establish an orphanage. Philanthropists of this kind can be found almost all over China, particularly in country areas.

One of these, M. Hiong-Hi-Ling, is famous. On a hill known as Hiang-Shan, to the west of Peiping, he has founded an orphanage under the name of Hiang-Shan-Tse-Yo-Yuan,<sup>1</sup> which consists of a kindergarten, a training college for kindergarten teaching, an elementary school, and, it is reported, a school for the training of artisans.

This institution now has a branch at Koei-Ling, one of the chief districts of Kwangsi, which works in close co-operation with the Government of Kwangsi.

### *C. Social Work of Christian Missions.*

Christian missions—Catholic and Protestant—have actively collaborated in child welfare work. No general scheme exists, as each mission or group of missions works separately for its own account. Attention is also concentrated on hygiene and education. The positive results achieved are not very well known. According, however, to the information contained in the *Shen-Pao Year-Book* for 1935 and 1936, there are at present 396 orphanages, 2,834 boys' and 1,043 girls' elementary schools, and 55 boys' and 47 girls' secondary schools, which have been founded and are maintained in China by Catholic missions. The same source of information reports that 190 hospitals, most of them with maternity wards, have been opened and are maintained by Protestant missions, as well as 259 secondary schools and an unknown, but certainly large, number of elementary schools. Protestant missions do a great deal of work of a more scattered nature, whereas Catholic missions are better co-ordinated.

### *D. Government Collaboration with Private Organisations.*

Up to 1935, apart from a few measures of a general and tentative nature, the Government's attitude towards

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<sup>1</sup> "Love for Children" of Hiang-Shan.

child welfare work was that of an observer. Its collaboration with private organisations was confined to promulgating the two decrees of October 19th, 1928, and June 12th, 1929, relating to supervision. Since 1931, however, there has been a movement at Shanghai and Nanking to promote child welfare activities. As a result, a Child Welfare Association was formed, consisting of Chinese and foreigners interested in such activities. This association repeatedly urged the Government to take a more active interest in the child. In response, the Ministry of Education decreed, in August 1931, that April 4th every year should in future be known as the " Children's Day ".

Meanwhile, the association, as a result of its intense activity and of the public sympathy secured, had expanded, and, in 1934, it became the National Child Welfare Association of China. The President of the Chinese Republic accepted the post of Honorary President. Any persons interested in the happiness of children may become members. There is an executive committee of some twenty members, under the chairmanship of H. H. Kung, who is a descendant of Confucius and is now President of the Executive Yuan. He is assisted by two vice-chairmen and a treasurer. The association has a permanent bureau of three members. As a result of its expansion, and of the participation of highly-placed Government personalities in its work, the association has been able to exert a very valuable influence. On its application, the Government, by a decision of the 202nd Council of the Executive Yuan, in April 1935, decreed that " the period from August 1st, 1935, to July 31st, 1936, shall be the ' Children's Year ' ; the Executive Committee of the Kuomintang, the Ministries of the Interior and of Education shall unite in giving special prominence to this decision, the purpose of which is to draw popular attention to the importance of child welfare ".

Children's fêtes, beauty competitions and health competitions for children, and lecture courses were organised on this occasion in the chief urban centres, and use was made of the most modern channels of information in the form of educational films and wireless broadcasting.

Since this vast campaign of propaganda was instituted, the central and provincial Governments have begun to

take a deeper interest in children, as has been seen in the case of the Kwangsi Province.

China has been the scene of an extremely interesting experiment : private initiative has attracted public attention and has led the Government to embark upon a real social policy.

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## COLOMBIA

### ADMINISTRATIVE MEASURES

The Government of the Republic of Colombia has sent to the Secretariat the texts of a number of administrative measures connected with child welfare. They include the following :

*Presidential Decree No. 1722 of September 22nd, 1937* (published in the *Diario oficial*, No. 23629, of November 13th, 1937), by virtue of which the crèches (mentioned in Article 2 of Law No. 48 of 1924)<sup>1</sup> must possess a medical service and a permanent nurse to look after and feed the children. These establishments will be under the direct supervision of the Child Welfare Section of the National Health Department, and must send up to the Section every month all reports and information which the latter may request.

The Presidential Decree also states that all official and private institutions in Colombia concerned with child welfare must, every month, provide the Child Welfare Section of the National Health Department with all information requested concerning statistics in regard to their work, administration, funds, etc.

Failure to comply with these provisions renders the offender liable to a fine imposed by the Director of the National Health Department.

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<sup>1</sup> *Article 2 of the Colombian Law No 48 of November 29th, 1924, concerning Child Welfare* (published in the *Diario oficial*, No. 19767, of December 2nd, 1924) :

“ Factories with more than fifty women workers are required to establish crèches for the children of the said workers.

“ Factories may join together to establish one or more central crèches, if they think such an arrangement advisable, provided that the Child Welfare Committee approves. The Committee is bound to take a decision on proposals of this kind within thirty days of the date of receipt. If no decision has been taken by that time, the proposal shall be deemed to be approved. If the Committee needs special information before it feels able to take a decision, it may extend the thirty days time-limit.”

## DENMARK

### LEGISLATIVE MEASURES

Law No. 130 of May 27th, 1908 (published in the *Samling af Love*, etc., for 1908, page 561), containing provisions concerning children born out of wedlock and their parents, together with later supplementary laws, was superseded, as from January 1st, 1938, by Law No. 131 of May 7th, 1937, on illegitimate children (*Lovtidenden A*, No. 19, of May 22nd 1937)<sup>1</sup>, together with various other laws supplementary thereto. Save for these provisions in the new law which govern the maintenance of the children, the older law still applies to children born before January 1st, 1938.

The underlying principle of the Law of May 7th, 1937, is that children born out of wedlock have the same legal status in relation to their parents as legitimate children, except in so far as the law expressly provides otherwise. Although this was previously the legal principle which governed the child's relation to its mother, its application to the child's relation to its father is a new departure. Since, however, the increased legal obligations which the law attaches to paternity arise out of the evidence of a real parental relation between father and child, the law distinguishes between cases in which it is possible to establish paternity and those in which it can only be said that the person (or one of the persons) alleged to be the father could have been the child's father. In the latter case, he is only liable to be called upon to pay a maintenance allowance.

For the fact of a real parental relationship between the child and the alleged father to be accepted, there must be either acknowledgment of paternity obtained from the man concerned, by summoning him to appear before the local police authorities—in Copenhagen, the Mayor

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<sup>1</sup> See text of the law in document C.Q.S./P.E./C.I.30—*Legislative and Administrative Series*, No. 29.

(*Overpraesidiet*)—or the establishment of his paternity by a court of law as a result of legal proceedings (affiliation proceedings). § 14 of the law contains the following important rule on this subject :

“ The alleged father or any other defendant in the paternity proceedings shall be deemed in the judgment to be the father of the child if the court finds it proved that he had intercourse with the mother at the time of conception, unless there are circumstances which make it impossible for the child to be the result of such intercourse, and if there are no grounds for assuming that at the time of conception the mother also had intercourse with another person who may be the child's father, and if there are no other circumstances which make it doubtful that the defendant is the child's father.

“ If the court finds that it is not proved that any one of the defendants in the paternity proceedings is the child's father, the defendant or defendants shall be deemed in the judgment to be liable to pay compensation if the court finds it proved that they had intercourse with the mother at the time of conception, unless there are circumstances which make it impossible for the child to be the result of such intercourse. If several defendants may be deemed liable to pay contributions, such liability shall be imposed on each of them to the full amount.”

Detailed rules concerning the conduct of affiliation proceedings are found in Law No. 135 of May 7th, 1937, containing amendments and addenda to the Law on the Administration of Justice (*Lovtidenden A*, No. 19, of May 22nd, 1937). Special importance attaches to the new rule (§ 456, 1) that, if the court thinks it necessary for the elucidation of a case that the mother, child and defendant or defendants should undergo a blood-group test, it should arrange for this to be done. The court may also, if it has special reasons for doing so, arrange for the aforesaid persons to undergo other kinds of physical examination. In such a case, the parties are required to present themselves for examination, provide blood samples, etc. This obligation is enforceable by the same means of compulsion as the obligation to give evidence in legal proceedings.

Only where paternity is acknowledged or established in the manner defined above is the principle applied that the child stands in the legal relationship of a legitimate child to its father. The child may be given the father's name (but is also entitled to the mother's name), and the father, if the child is brought up in his home, is fully responsible for its maintenance, his obligation lasting up to the end of the child's eighteenth year, but only, in the case of a daughter, if she does not marry before.

If the child is brought up by the mother, the authorities determine the amount of the contribution he shall pay towards its maintenance.

The child is entitled to inherit from him and his kin in the same way as a legitimate child, and the father and his kin are similarly entitled to inherit from the child, though within limits (*cf.* Law No. 134 of May 7th, 1937, *Louitidenden A*, No. 19, of May 22nd, 1937). The difference from the legal status of the legitimate child shows itself in this respect, that the mother—and not both parents together—is invested with parental power over the child, and that the mother—not the father—is *ipso jure* the child's guardian.

If paternity cannot be established, the rules previously governing the legal position of the child continue to apply in all essential respects. If several persons are regarded as liable to contribute to the maintenance of the child, the rule applied, as already mentioned above, is that the full amount of the allowance is payable by each, whereas under the Law of May 27th, 1908, the parties concerned were jointly and severally liable for the contribution.

On this question of the maintenance of children born out of wedlock, as to which detailed rules are set forth in Chapter III of the law, the following further observations may be made.

If paternity is established, the cost of maintaining, bringing up and educating the child is divided between the parents according to their circumstances, in such a way that, due allowance being made for their economic status, the burden resting upon each shall be the same.

If a father does not bring up the child himself, he must pay the maintenance allowance specified by the authorities, which is assessed in such a way that the standard of maintenance of the child shall be adequate and not

lower than that obtainable at a good institution in the area concerned. If both parents are in poor circumstances, the father's contribution shall be assessed at not less than three-fifths of the total cost of maintaining the child. A special contribution may be required of a father in order to defray the expenses of christening or confirmation and also to pay for schooling and apprenticeship. Similarly, a special contribution may be called for to meet the cost of the child's sickness or burial. The obligation lasts until the child is 18; the contribution may, however, be discontinued or reduced after the fourteenth year if it is partly or wholly unnecessary. In special circumstances, the father may be called upon to pay a contribution towards further schooling, apprenticeship or studies beyond the eighteenth year but not beyond the twenty-first.

Where one single man, being the putative father, is required to pay a contribution, this shall be assessed in the same way as if paternity had been established, but in this case the father does not bring up the child himself.

If several men are regarded as liable for a contribution, each of them, as explained above, must pay the full amount—*i.e.*, the standard allowance for the time being—which is collected by the State Board for Child Welfare. Out of this money, the standard allowance is paid to the child's mother, the balance available in the fund being used for general purposes connected with child welfare, including the payment of special allowances for the cost of christening, confirmation, schooling and apprenticeship of the child in respect of which several persons are required to contribute.

In addition to paying a contribution for the child, the man who is regarded as the father, or as liable, must help to defray the expenses of the mother's confinement and of her maintenance during a period of two months before, and one month after, delivery, it being further provided that, in special circumstances—namely, in the case of sickness due to pregnancy or confinement—this obligation can be made to cover a period extending from four months before to nine months after delivery.

The law also contains various provisions regarding the assessment of, and provision for, the allowance in the event of the death of the father or other person liable.



Detailed rules concerning the collection of, and security for, the maintenance allowance are set forth in a special law, also dated May 7th, 1937 (No. 133) (*Lovtidenden A*, No. 19, of May 22nd, 1937).<sup>1</sup>

Finally, it may be mentioned that the rules previously in force concerning the facilities open to the father for the legitimation of his illegitimate child by way of declaration of acknowledgment (*Kuldlysning*) or Royal authorisation cease to be available in respect of children born after the coming into force of the law.

#### ADMINISTRATIVE MEASURES

The chief administrative measures relating to child welfare are :

Circular to the Mayor (*Overpraesident*) at Copenhagen and to all Prefects (*Amtmaend*) concerning the powers vested in the authorities under Law No. 131 of May 7th, 1937, concerning illegitimate children and Law No. 132 of the same date concerning legitimate children (Ministry of Justice, December 14th, 1937).

Circular to the Mayor (*Overpraesident*) of Copenhagen and to all Chiefs of Police concerning notifications for record in the registers of persons with regard to the paternity of illegitimate children (Ministry of Justice, December 15th, 1937).

Circular to the Mayor (*Overpraesident*) and Chief of Police at Copenhagen, the President of the Copenhagen City Tribunal, the Copenhagen Executive Municipal Council (*Magistrat*), all Prefects (*Amtmaend*), Judges of the Lower Courts, Chiefs of Police and Communal Councils concerning the collection of maintenance contributions (Ministry of Justice, December 20th, 1937).

Circular to the Mayor (*Overpraesident*) at Copenhagen, and to all Prefects (*Amtmaend*) and Chiefs of Police concerning the imprisonment of soldiers in discharge of maintenance liabilities (Ministry of Justice, April 23rd, 1938).

These four Circulars (in Danish) have been placed in the archives of the Secretariat.

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<sup>1</sup> See text of the law, in document C.Q.S./P.E./C.I.20—*Legislative and Administrative Series*, No. 19.

## ESTONIA

### LEGISLATIVE MEASURES

The Estonian Government has transmitted to the Secretariat a French translation of the text of certain legislation relating to family allowances to Government employees and officials. The Law concerning the Grant of Family Allowances to Government Employees (Law No. 324; *Riigi Teataja*, No. 35, April 12th, 1935) was enacted by a Decree of the President of the Republic on April 8th, 1935, and the Law concerning the Grant of Family Allowances to Government Officials (Law No. 735; *Riigi Teataja*, No. 93, November 17th, 1936) by a Decree of the President of the Republic on November 11th, 1936.

Family allowances are payable to employees working for Government services and undertakings, in respect of the legitimate, adopted or legitimated children dependent on them, children of previous marriages of either spouse, children of the employee's wife born out of wedlock and illegitimate children of female Government employees. They are payable until the child reaches the age of 18, and afterwards (without any limit of time) where the child is effectively disabled. Disabled children under the law are children who are incapacitated for work to the extent of 75% or more.

Family allowances are paid for twenty-five days per month to employees engaged by the month. A daily allowance is paid to day labourers.

The law specifies the steps to be taken by applicants for family allowances and the arrangements for payment.

The Law concerning the Grant of Family Allowances to Government Officials provides for payment to all officials coming under the Law on the Salaries of Government Officials of the allowances in respect of their legitimate, adopted or legitimated children, children of previous marriages of either spouse and illegitimate children of female Government officials; but allowances in respect of adopted children are not payable unless the latter are actually dependent on the applicant. Allowances are payable until the child reaches the age of 18, and afterwards

(without any limit of time) where the child is effectively disabled. Disabled children under the law are children who are incapacitated for work to the extent of 75 % or more.

The place of service of officials is distinguished, for the purposes of payment of family allowances, according as it falls within one or other of three zones. The first zone consists of the towns of Tallinn and Nõmme within their administrative boundaries. The whole of the rest of the territory of Estonia forms the second zone, and places of service beyond the frontiers the third zone.

In the payment of family allowances, due regard is had to the total number of the official's children. The amount paid monthly for each child is as follows :

|  | 1st zone<br>Crowns | 2nd zone<br>Crowns | 3rd zone<br>Crowns |
|--|--------------------|--------------------|--------------------|
| If the official has one or two children . . . . .    | 10                 | 7.5                | 20                 |
| If the official has three or four children . . . . . | 12                 | 9                  | 25                 |
| If the official has five or more children . . . . .  | 14                 | 11                 | 30                 |

Full details of the arrangements for the granting and payment of family allowances are included in the Law.

The Estonian Government has further transmitted a French translation of the Law enacted by Decree of the President-Regent, dated February 18th, 1938 (Law No. 163; *Riigi Teataja*, No. 18, February 22nd, 1938), providing for the establishment of a Child Welfare Fund under the Ministry of Social Affairs. The Fund consists of :

- (1) Appropriations for the purpose under the Finance Law;
- (2) Appropriations for the purpose under special enactments;
- (3) 1.5 % of the Alcohol Monopoly receipts;
- (4) Receipts from the administration of property belonging to the Fund;
- (5) Grants and donations.

Payments out of the Child Welfare Fund are made on the order of the Health and Public Assistance Administrations, in accordance with regulations approved by the Minister for Social Affairs, within the limits of the Fund's resources.

## FINLAND

### ADMINISTRATIVE MEASURES

Child welfare has made great progress during the last twenty years, and has gone ahead still more rapidly since the entry into force of the new Acts.<sup>1</sup> The State—and the Ministry of Social Affairs in particular—takes the greatest care to see that this legislation is applied, and that assistance to children, the inspection of child welfare services, and the advisory and educational work for which the legislation provides, are all properly carried out.

#### *Child Welfare Institutions.*

Under the Child Welfare Act No. 52, dated January 17th, 1936 (*Författningssamling* of Finland, No. 51-60, 1936),<sup>2</sup> all child welfare institutions, both private and communal, and whether they are or are not State-aided, are supervised by the State through the Ministry of Social Affairs and its inspectors. The closest supervision is exercised over State institutions and organisations in receipt of a grant.

#### *State Institutions.*

In 1937, there were ten State educational institutions in Finland, including one institute for reception and observation purposes; eight of the other nine were for boys, and one was for girls. The average number of inmates from 9 to 18 years of age is 809 a year. The State owns two institutions for mentally defective children, in which there are 109 children, and one vocational home school for the training of boys and girls from 14 to 20 years of age; the

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<sup>1</sup> See report from Finland in document C.81.M.36.1938.IV (Summary of Annual Reports received from Governments between the close of the first session and the close of the second session of the Advisory Committee on Social Questions (May 1st, 1937-May 5th, 1938), pages 87 to 94.

<sup>2</sup> See text of this Act in document C.P.E./C.I./14—*Legislative and Administrative Series*, No. 6.

former are taught agriculture, woodwork and metal work, and the latter housewifery and needlework. The average number of pupils is about a hundred.

*Communal or Private Institutions.*

The communal or private institutions run by individuals, societies, communities or industrial undertakings are granted a State subsidy. This group of institutions includes sixteen educational establishments for erring children (ten communal and six private), with a total average number of pupils from 9 to 18 years of age of 1,035 per annum; the State subsidy granted to these institutions covers 50% of their expenses. There are four institutes for mentally defective children (one communal and three private); the subsidy covers about 45% of their expenses, and the average number of children cared for is 577. There are also crèches for children from birth to 3 years, twenty-nine of which (twelve communal and seventeen private), providing accommodation for a total of 600 children, were subsidised by the State in 1937, the grant covering 7% of their expenses.

There are also :

A hundred and five kindergartens, for children from 3 to 7 (fifty-five communal and fifty private). These are in receipt of an official subsidy covering, on an average, 33% of their expenses; in 1937, there were 7,843 children on the registers.

Thirteen day homes for school-children (nine communal and four private), providing accommodation for 600 children in all, and in receipt of a State subsidy covering, on an average, 6% of their expenses.

Fourteen playgrounds and summer camps (five communal and nine private), which in 1937 were in receipt of State financial assistance covering, on an average, 20% of their expenses. They were attended by 2,000 children from 5 to 15 years of age.

Twenty-eight private youth clubs established by the "After-work", for the organisation of leisure, with 8,000 members; these are in receipt of a subsidy covering, on an average, 12% of their expenses.

Thirty-two summer colonies for town children of prèschool age (ten communal and twenty-two private),

providing accommodation for 1,500 children; the subsidy covers 45% of their expenses.

Sixty-two school summer colonies, providing accommodation for 5,370 children and in receipt of a subsidy covering 40% of their expenses. (In 1937, these colonies were not under the Ministry of Social Affairs but were attached to the Schools Administration and were therefore under the Ministry of Education.)

Twelve homes for orphans or deserted children, providing accommodation for 610 children; the subsidy covers, on an average, 13% of their expenses. There were over 100 purely communal orphanages (not subsidised), and nearly as many private orphanages.

Three apprentices' homes, for boys learning a trade, with sixty inmates; the subsidy covers about 10% of the expenses.

Of these various institutions, twelve were set up in 1937.

#### *Training of Child Welfare Staff.*

In 1937, the Child Welfare Bureau organised advanced courses for the principals of orphanages and kindergartens.

The State granted 170,000 marks for a two-year course for kindergarten teachers, and 70,000 marks to an institute for the training of principals of private orphanages.

In 1937, eighty-six nurses passed the State Institute's examination for the health service. Their training and the supervision of their work are not under the authority of the Ministry of Social Affairs, as is the case with the other official child welfare services, but are under that of the Supreme Medical Council, which is attached to the Ministry of the Interior. During 1937, 556 nurses took up work in different parts of Finland, at the infant welfare consultation centres, with the maternal welfare services, the anti-tuberculosis centres, or the preventive medical service for school-children.

#### *Vocational Training of Young People.*

In 1937, Parliament allocated two million marks to the vocational training of indigent young persons, the sum being distributed through the Ministry of Social Affairs. Altogether, 1,698 boys and girls were thus able to pursue their studies at vocational schools.

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## HUNGARY

### GENERAL INFORMATION

Notwithstanding the slight improvement in the economic situation, the Government endeavoured, with a view to the protection of mothers and children, to raise the social conditions of the economically distressed classes and hence those of their children. Decree No. 198,000/1937, issued by the Ministry of the Interior, "on the establishment of a public welfare fund and committee for the comitats and self-governing towns", laid down rules for co-operation between the State and self-governing bodies, outlining both the scope and organisation of public welfare work in the comitats and self-governing towns. In this decree, the Minister of the Interior, who is the supreme authority in charge of the administration of public welfare work, calls upon the comitats to establish a public welfare fund and committee, and to prepare regulations for their working. The committee has to include both appointed and elected members, and, if necessary, a number of district sub-committees will be set up. This committee will be expected to indicate the needs of the comitat concerned, to draw up a scheme of work, and to unite all the local social, moral and material forces "likely, by a rational use of the fund, to create work and possibilities of living, and to ensure the physical and moral development of future generations".

Under Law XXIII of 1936 (*Országos Törvénytár* of July 15th, 1936), the administration of infant schools passed, as from November 14th, 1936, under the authority of the Minister of the Interior, education in the strict sense of the word still remaining under the supervision of the Minister for Education and Public Worship. Under Article 1 of Law XV of 1891 (*Országos Törvénytár* of May 5th, 1891), "the infant school is expected, in the absence of their parents, to protect children from 3 to 6 years of age, from all danger, to accustom them to order and cleanliness, and to develop their physical, intellectual and moral faculties by the exercise of their skill, their

intelligence and their finer feelings". In accordance with modern ideas, this task, being associated with welfare and health, comes within the sphere of the Ministry of the Interior, as the supreme authority in welfare and health matters. In order to achieve, the object in view, special adaptations have been effected in regard to the additional training of infant school teachers, the definition of welfare requirements in connection with the infant school and the reorganisation of the methods of feeding and supervising children during the day-time, in the light of modern principles. It is proposed to establish a "Village Social Fund", to provide the resources needed to carry out these reforms in accordance with a uniform plan.

On December 31st, 1937, there were, in all, 41,330 children (as compared with 40,781 the previous year) in the nine State children's homes. The medical examinations ordered the previous year, most of which were concerned with syphilis and tuberculosis, were carried out and are to be regularly continued. A plan has been considered by which the indoor and outdoor State health institutions would co-operate, the latter taking part in preventive work by acting as welfare centre attached, in each province, to one of the institutions. The doctors on the staff of State homes would then also undertake the treatment of children outside such institutions, and welfare work on behalf of mothers and children would thus be to some extent decentralised.

All the towns and nearly all communes with more than 10,000 inhabitants have the necessary organisation for preventive work, and the institution known as the Green Cross has extended welfare work on behalf of mothers and children to villages lacking such organisation. At the end of 1937, the Green Cross was carrying on its activities over an area comprising 1,067,000 inhabitants.

The number of welfare institutions run by the National Stéphanie Federation has increased by nine, while several new milk distribution centres, crèches and day homes have also been opened. At the end of 1937, there were, in all, 319 welfare institutions, 146 milk distribution centres, fifty crèches and day homes and twenty-one lying-in homes. The Federation employed 599 doctors and 728 social workers, and some 5 million inhabitants, or 50% of the total population, benefited by its activities.



It is making arrangements for all its branches to open an information bureau dealing with questions of marriage, legitimation and adoption, and a bureau for giving legal assistance in preparing lawsuits to obtain maintenance allowances for illegitimate children.

In many places, the State, the local authorities and private enterprise have united their efforts to provide the needy with assistance in kind (especially clothes and food) during the inclement season. The central authorities have been careful to supply this assistance in such a way as to take account both of material needs and of health requirements. This has been the principle followed by the Green Cross in its distribution of sugar to all children under 2 years of age who need it, either on account of their parents' poverty or of their state of health. Since the distribution was preceded by the visit of a doctor, this has tended to increase the numbers of those applying to welfare offices and to make preventive measures more effective.

#### MEASURES UNDER CONSIDERATION

A decree regarding compulsory vaccination against diphtheria and a decree for the constitution of a national committee on popular nutrition are at present under consideration.

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## INDIA

The Government of India has reported that no administrative or legislative measures have been undertaken in India during 1937 for the protection of children and young persons, except an amendment of the Madras Children Act, 1920, so as to provide for the detention of children and young people who are subject to immoral influence.

With regard to the institutions for neglected and delinquent minors, the Secretary of State for India has transmitted the following information :

*United Provinces* : The Provincial Government has under consideration a scheme for establishing a Borstal Institution for neglected and delinquent minors, which it is hoped will mature in the near future.

*Sind* : Two institutions at Karachi were certified during the year 1937 under Section 34 (2) of the Bombay Children Act, 1924, as fit for the reception of children and youthful offenders.

*Central Provinces* : During the year, there was a decrease of sentences of imprisonment in respect of children and young persons by about 35% as compared with the previous year. Paid probation officers under the Provincial Probation of Offenders Act (I of 1936) have been appointed in two districts.

*Delhi* : A children's aid society has been established, the superintendent of which is prepared in suitable cases to give bail or security for juveniles both before and after conviction. There has been so far only one case in which a child has been taken over by the society while under trial. If the society's arrangements prove successful, it may later be possible to recognise its hostel as a regular remand house.

The Governments of *Madras, Bombay, Bengal, Punjab, Bihar, Assam, North-West Frontier Province* and *Orissa*, and the Chief Commissioners of *Coorg, Ajmer-Merwara*, the *Andaman and Nicobar Islands*, and *Panth Piploda*, have nothing of importance to report.

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## IRELAND

The Government of Ireland has informed the Secretariat that the annual report of the Department of Local Government and Public Health for 1937, which embodies particulars regarding progress in child welfare, is not yet available, but the Government of Ireland has been good enough to forward the printer's proofs of the relative section in regard to maternity and child welfare schemes, from which the following information has been extracted.

### I. MATERNITY AND CHILD WELFARE

#### *Maternal Mortality.*

The deaths from puerperal sepsis and other accidents of pregnancy and childbirth showed in 1937 a satisfactory reduction to 3.61 per 1,000 births, which is considerably less than the previous lowest record, 4.1 in 1929. The rate of deaths from puerperal sepsis was 0.9 and from other causes 2.71, in each case the lowest rate ever recorded in Ireland.

The medical officer in charge of the Dublin County Borough maternity and child welfare scheme states that 6,376 intern cases were delivered in the Dublin maternity hospitals, with thirty-seven deaths, representing a rate of 5.8 per 1,000 births. A high proportion of the cases were sent to these hospitals because of some abnormality. Furthermore, 4,305 cases were attended in their own homes by the staff of the maternity hospitals, and there were only five deaths in these cases, being a rate of 1.2 per 1,000 births. The maternity hospitals now find it difficult to deal with the large number of women wishing to be confined in hospital. Owing to shortage of beds, it has become necessary to develop the service of attending to home confinements.

In Cork County Borough, where no maternity deaths were reported during the year 1937, expectant mothers in the case of whom it is anticipated that the confinements

will not be normal are referred to Erinville Maternity Hospital under the maternity and child welfare scheme.

The results achieved in reducing maternal mortality in the county boroughs of Dublin and Cork through the successful functioning of the maternity and child welfare schemes are an obvious sign of the improvement that may be expected to take place when maternity and child welfare schemes have been developed in all districts and when further hospital facilities for cases of confinement become more general, as they will when the schemes for the extension and improvement of the hospitals are complete.

#### *Medical and Midwifery Services.*

For attending on home confinements there is available for mothers eligible for relief under the Medical Charities Acts a staff of 686 dispensary midwives employed by the local poor law authorities. In addition 1,434 other midwives are available throughout the country for attending at confinements of mothers who are not eligible for relief under the Acts above-mentioned.

Every midwife who intends to practise midwifery is bound by the rules of the Central Midwives Board to notify each year to the local supervising authority under the Midwives Acts her intention to practise.

Supervision is exercised over all midwives practising in county boroughs by the corporations, and in counties by the boards of health. These authorities exercise their supervision through the medical superintendent officers of health and the county medical officers of health respectively, who are assisted in their work of supervision generally by a public health nurse. The scope of these inspections extends to cleanliness of person, dress, dwelling and appliances, accuracy of records kept and method of practice and to general compliance with the regulations of the Central Midwives Board. Where a midwife has been found to have infringed the rules of the Central Midwives Board, the local supervising authority or its Inspector of Midwives acting on its authority takes action to ensure that the midwife conforms to the rules of the Board. If malpractice, negligence or misconduct is alleged, the local supervising authority or the Inspector of Midwives must

report the midwife to the Board. The local supervisory authority is also empowered to suspend a midwife who is a possible source of infection to patients.

Puerperal fever is a notifiable disease, and ninety-eight cases were notified to this Department in 1937. A considerable reduction has taken place in the number of such cases reported in recent years.

### *Infant Mortality.*

The number of live births registered in 1937 was 56,488, or 19.16 per 1,000 of the population. This number was 1,667 less than the number recorded for 1936 and is the lowest figure since 1932.

There was a reduction in the number of infant deaths in 1937 as compared with the previous year. The total was 4,121 and the corresponding figure in 1936 was 4,309. These figures represent rates of 73 and 74 per 1,000 births respectively, and compare unfavourably with the infant death rates for the years 1935 and 1934, which were 68 and 63 per 1,000 births respectively. In the latter year, however, the rate recorded was the lowest hitherto reached in Ireland.

The Medical Officer of the maternity and child welfare scheme in Dublin County Borough points out that, although there was a reduction in 1937 as compared with 1936, the position is still unsatisfactory, as a very large proportion of the deaths was preventable. A succession of strikes during the year and consequent distress, bad housing, and infection by non-notifiable respiratory and alimentary diseases no doubt all played a part in keeping the infant death rate at a high level.

The Medical Superintendent Officer of Health, Cork County Borough, reports that, apart from prematurity, the two main factors in infant mortality are diarrhoea and broncho-pneumonia. The enormous preponderance of deaths of artificially fed babies leads to the conclusion that this is the main factor which determines the death of infants from this condition. Of the forty-five deaths from gastro-enteritis in infants under one year, no fewer than forty-two were artificially fed babies. He is of opinion that, with the decline in breast-feeding, high infant mortality must be expected for many years to come.

*Free Milk Scheme.*

Schemes were in operation in ninety-two sanitary districts. As in previous years, Killarney and Letterkenny urban district councils declined to formulate schemes, on the grounds that the amounts allocated to their districts from the State Grant of £90,000 were insufficient.

Considerable difficulty was experienced in some areas owing to the reluctance of many suppliers of small quantities of milk to comply with the Milk and Dairies Regulations, 1936. Failure to carry out the necessary improvements to the dairies rendered the owners ineligible for registration under the Milk and Dairies Act, 1935. Consequently, the names of many suppliers were removed from the lists of approved contractors. As, in many districts, registered suppliers were not available, the Department was faced with the alternative of partial abandonment of the schemes, or approval of the issue of dried-milk powder as a substitute for raw milk. The Department was not disposed to have recourse to the latter alternative; but, having regard to the needs of the children, particularly during winter, and to the demands by some suppliers for much enhanced prices, it was decided, towards the end of the winter, to allow the use of milk powder for a limited period in certain rural areas. The county medical officers of health for these districts were informed at the same time that, as this commodity is deficient in certain vitamins essential for the nourishment of children and particularly of infants, they should issue with supplies of the milk powder instructions as to the necessity for adding to the diet of the recipients supplementary foods such as cod liver oil, etc. Reports show that the families in practically all the districts concerned were prepared to use the milk powder.

The regulations governing issues from the Grant remained unchanged.

Frequent inspection of the contractors' dairy herds and dairy premises continued to be made by the veterinary inspectors of the sanitary authorities. Dairy men failing to take reasonable precautions endangered their contracts, and also rendered themselves liable to prosecutions under the Milk and Dairies Act. This has resulted in an improvement in the standard of cleanliness in production and distribution.

The county medical officers of health and others concerned in the welfare of necessitous children continue to express appreciation of the value of the scheme.

## II. MATERNITY AND CHILD WELFARE SCHEMES

During the year 1937, approved maternity and child welfare schemes administered or subsidised by local authorities operated in the four county boroughs of Cork, Dublin, Limerick and Waterford, in the boroughs of Clonmel, Dún Laoghaire and Wexford, in fifteen urban districts and in the county health districts of Dublin, Kildare, Limerick, Monaghan and Wicklow. There were, in addition, 113 voluntary associations engaged in maternity and child welfare work operating in all but one—Leitrim—of the twenty-seven counties.

In Dublin County Borough, the maternity and child welfare arrangements, which are the most comprehensive and up-to-date in the country, are carried out by a staff consisting of twenty-three nurses and two superintendent nurses, working under the direction of two medical officers—one whole-time and one part-time. The duties of the nurses are mostly concerned with visiting homes where the health of mothers or young children requires care. They give advice on such matters as hygiene and the feeding and care of infants and young children, and see that the directions of the medical officers or medical attendants are carried out. The total number of such domiciliary visits paid during the year to 74,421 cases was 211,548. The nurses report to the appropriate authorities any insanitary conditions or overcrowding and engage in health propaganda, particularly in relation to diphtheria immunisation. They are required to attend the various clinics, and they recommend eligible children for milk under the National Free Milk Supply Scheme.

### *Dublin City Welfare Clinics.*

The thirteen welfare clinics which are held weekly at different centres, mostly in the slum areas of the city, continue to be well attended, in spite of the inconvenience involved for mothers living outside the congested areas.

The attendances during 1936 and 1937 were as follows :

|                                  | 1937   | 1936   |
|----------------------------------|--------|--------|
| Mothers .....                    | 42,717 | 42,605 |
| Infants and children under 5.... | 43,065 | 46,992 |

At these clinics, mothers and children under five are seen and advice given in regard to their health. Defects discovered are dealt with through the special departments of the different hospitals. At each clinic, a short talk is given by a health visitor on some practical subject. Voluntary helpers also attend the clinics and give any assistance required of them. They organise outings in the summer, and, at Christmas, they make up and distribute useful parcels for the mothers. A medical officer is in attendance at these clinics to advise in cases needing attention, and 7,720 mothers and 15,512 children availed themselves of his services during the year.

At the Carnegie Child Welfare Centre in Lord Edward Street, six clinics are held weekly under the direct supervision of the medical officer. Two nurses are in attendance to supervise any treatment that has been indicated and to assist at the weekly weighing of the babies.

A special clinic for mothers is held weekly at the Carnegie Centre. Mothers are seen by the medical officer and, where necessary, referred to the maternity hospital of their district for special pre-natal treatment.

In view of the increasing difficulty in providing beds for the large number of mothers wishing to be confined in hospital, the medical officer points out the necessity for developing district services by sending out accouchement sets from the hospitals and providing ambulances to take students out to and patients in from outlying districts.

For children requiring detailed examination, a special clinic is held once a week at the Carnegie Centre, Lord Edward Street.

Ultra-violet-light treatment is provided daily and 5,586 cases attended during the year for such treatment. There were 4,358 mothers and 372 children treated during the year at the dental clinics, which are held three times weekly.

Other services organised under the Dublin County Borough scheme are massage clinics, of which ninety-four sessions were held, 316 treatments being given. As



many as 447 lectures were given at the clubs during the year.

In association with the Dublin County Borough maternity and child welfare scheme, meals and nourishment are provided for expectant and nursing mothers by the Welfare Department of the St. John Ambulance Brigade. A mother found by the health visitor or medical officer to be in need of extra nourishment is given a card to be taken to the maternity hospital she attends. It is there filled in by the doctor—any special diet she requires being noted. She is then recommended to the St. John Ambulance Brigade Welfare Department, and, on attending at one of the three dining-halls, she obtains a daily meal for three months before and three months after her confinement. Each mother may bring one child with her to the dining-hall and may take home a jug of soup for her family. The meal served has a high vitamin content and includes a pint of good milk.

### III. SCHOOL MEDICAL SERVICE

Approved schemes are now in operation in all the county boroughs and counties. Every opportunity has been taken to encourage the development of the schemes to their fullest extent and the majority of the schemes are now well advanced. In most cases, provision is made for the treatment of the principal ailments prevalent amongst children—viz., teeth, eye, ear, nose and throat defects and diseased tonsils and adenoids.

The school medical officer is directly responsible in each district for the supervision of the schemes, which, it has been noted, are becoming increasingly popular owing to a very large extent to the improvement in the health of the children who have received advice or treatment under the schemes.

Although the regulations governing the administration of the schemes made provision for the appointment of whole-time surgeon-dentists, it was considered desirable at first to advise local authorities to appoint temporary part-time dentists for limited periods. This was done by the majority of the local authorities concerned. It is, however, considered that the time is now opportune for the appointment of whole-time permanent surgeon-dentists

wherever possible, having regard to existing arrangements, and to allocate to each of these dentists the duty of providing all the dental treatment required under the Public Health and Poor Law Services.

Similarly, in regard to the provision of ophthalmic treatment, local authorities are urged, where present arrangements permit, to appoint through the agency of the Local Appointments Commission, part-time ophthalmic surgeons, whose duties will comprise the provision of all the ophthalmic treatment required under the Public Health and Poor Law Services, as well as the provision of the certificates required by applicants for welfare allowances or State pensions for the blind.

#### IV. SCHOOL MEALS

Under the Education (Provision of Meals) Acts, 1914 to 1930, urban sanitary authorities and town commissioners are empowered to defray from the rates, with the sanction of the Minister, the cost of supplying food for meals to children attending national schools. Approved schemes for the purpose are being operated in fifty-two districts by four county borough councils, forty-one urban district councils and seven town commissioners. The Cavan Urban Council initiated a scheme during the year.

Local authorities are recommended to make milk the principal item in the meals, especially where it is cheap and plentiful and properly produced. They are advised to take every precaution to ensure the clean storage and distribution of milk intended for school meals. In advertising for tenders it should be stated that preference will be given to milk supplied from tuberculin-tested cows, and that tenders will be accepted only from suppliers registered under the Milk and Dairies Act, 1935, and who are in a position to supply the milk from their own cows.

When tuberculin-tested milk is supplied, a veterinary surgeon's certificate should be furnished that the animals have satisfactorily passed a test every six months and that any reactors have been removed from the herd. Thorough cleansing of drinking-vessels and utensils has also been impressed on local authorities.

The average cost of the food supplied is about 1*d.* per meal.

Medical superintendents and county medical officers of health are responsible for the supervision of the schemes. These officers and others continue to refer to the benefits derived by the children from the provision of the meal in the middle of the school day.

The combined purchasing system organised in pursuance of the Local Authorities (Combined Purchasing) Act, 1925, has enabled local authorities to purchase commodities for school meals at reduced prices. Where purchases of supplies through that system were not possible, contracts were entered into locally. These arrangements ensure that the limited funds available are utilised to the fullest possible advantage.

Recoupment from a State grant is made to local authorities on the basis of half of their expenditure from the local rates on the actual provision of food for meals, provided the arrangements are satisfactory and efficient. Payments amounting to £11,224 3s. 6d. during the year 1937/38 were made from the State Grant.

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## LATVIA

### LEGISLATIVE MEASURES

The chief legislative measures relating to child welfare introduced during 1937 were the following :

*The Law of July 30th, 1937, amending the Law of April 13th, 1928, on Social Assistance* published in the official journal, *Valdibas Vestnesis*, No. 169, of July 31st, 1937.

*The Law of April 29th, 1937, on Family Allowances to Agricultural Workers*, published in the official journal, *Valdibas Vestnesis*, No. 96, of April 30th, 1937, whereby family allowances are to be paid to agricultural workers who, being nationals of the country and permanently employed in agriculture, have children under age to support. The same Law provides for the provision of layettes, at birth, for the children of agricultural workers.

### DRAFT LAW

A draft law now under consideration would provide for supervision by the Ministry of Justice over the educational and reformatory establishments in which minors are placed by order of a court of law : such establishments are at present under the authority of the Ministry of Education.

### ADMINISTRATIVE MEASURES

The Latvian Government annexes to its annual report :

(1) *Instructions regarding the Constitution and Work of Child Welfare Committees*, issued in pursuance of Article 45 of the Law on Social Assistance (for the text of the Instructions, see the official journal, *Valdibas Vestnesis*, No. 169, of July 31st, 1937).

It is therein laid down, in substance, that child welfare committees are to be set up in the rural communes and in the urban municipalities; they are to be presided over by the head of the commune, or the mayor, as the case may be; the latter, however, may depute a member of the

municipal administration to act in his stead. The work of the committees will be under the supervision of the Public Assistance Department of the Ministry of Social Welfare.

The duties of child welfare committees will include that of superintending the welfare of children and mothers within the administrative limits of their respective municipalities; in rural districts and in the smaller towns, the committees will be responsible in all matters concerning the welfare of, and assistance to, children and their mothers; the committees already set up in the larger towns (Riga, Liepaja, Jelgava, Daugavpils and Ventspils) are bodies to advise the municipal authorities in child welfare matters referred to them by the competent municipal or Governmental authorities, in cases in which applicants for assistance from the municipality or Government first approach the committee, and also in the other cases mentioned in the "Instructions".

The committees are required to concern themselves primarily with children who, through the neglect, poverty, or depravity of their parents, are in moral danger or in a state of destitution. They keep themselves informed of the living conditions of pregnant women, and decide whether special assistance should be granted before, during and after confinement. The committees see that births are duly registered at the Civil Status Office. They advise on all applications for "large-family allowances" and on the selection of families to receive the children of indigent town-dwellers for country holidays; they also report unsatisfactory cases to the Public Assistance Department. The committees superintend the living and working conditions of young shepherds, and may provide for legal opinion to be taken on behalf of indigent applicants for assistance.

(2) *Provisions concerning the Placing of Minors in Educational Establishments by a Decision of the Ministry of Education* (official journal, *Valdības Vestnesis*, No. 139, of June 25th, 1938).

The publication of these "Instructions" of the Ministry of Education was prompted by the foundation, in 1937, of an educational establishment for erring children, at

Naukseni (Province of Kurzeme). They lay down the procedure to be followed with regard to the placing of minors in educational establishments. The grounds on which children may be so placed are set out in the Latvian Government's report on its action in the matter of child welfare during the year 1936.<sup>1</sup>

INFORMATION REGARDING THE PRACTICAL APPLICATION  
OF THE LAW BY THE STATE, LOCAL AUTHORITIES, AND  
PRIVATE ORGANISATIONS

*Centralisation.*

Since August 1st, 1937, a special Child Welfare Department has been attached to the Ministry of Social Welfare, such matters having been previously dealt with by the Social Assistance Department.

The new Department is responsible for the following matters: maintenance and education of children entitled by law to State support; all matters relating to the adoption of such children; the placing of infants and children; the placing, in special State educational establishments, of children suffering from a mental or physical handicap; the placing of children in families; the payment of allowances to large families; the protection of children against cruelty or exploitation for immoral or criminal purposes; the provision of country holidays for the children of indigent town-dwellers; the distribution of food to indigent children during the winter months; family allowances to agricultural workers.

*Work of Government Institutions in Child Welfare Matters.*

The child welfare work of Government institutions may be illustrated by the following practical measures introduced during the year 1937/38:

(1) *Family allowances to agricultural workers* were introduced as from June 1st, 1937. At the beginning of 1938, 4,024 agricultural workers' families, with 7,529 children, were in receipt of such assistance.

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<sup>1</sup> See document C.81.M.36.1938.IV, page 129.

(2) *Assistance to large families* took the form of the distribution of food and money for the purchase of clothing and footwear. Such assistance was received by 2,678 indigent families, with 13,838 children, 9,450 of whom were under 10 years of age.

(3) *Country holidays for the children of indigent town-dwellers.*—During the summer of 1937, 5,157 such children were sent for country holidays at Government expense, and 5,000 others through the instrumentality and at the expense of the sickness insurance funds. The holiday was of from three to five months duration, between May 1st and October 1st.

(4) *The distribution of food to indigent children* commences on December 15th and is continued until March 30th. During the year 1937/38, food was so distributed to indigent children up to the age of 14, and to their mothers. Children under 3 received half a litre of milk and 200 grammes of wheaten bread daily, and 250 grammes of sugar weekly; the others received 1 litre of soup and 200 grammes of rye bread daily. Altogether, 1,082,658 rations were distributed thus.

(5) *The placing in families of children requiring social assistance.*—On April 1st, 1938, 3,146 such children were being boarded out, 1,443 having been placed at the expense of the Ministry of Social Welfare, and 1,703 at the expense of municipalities and private organisations.

(6) *In 1937, 5,807 layettes were distributed to indigent mothers* through the municipalities. Each set, the value of which is 33.93 lats, consists of twenty-six articles for the use of an infant and its mother.

(7) *A monthly allowance of 5 lats for each child below the age of 12* is made to women who have children to support and who leave the towns to engage in agricultural work under contracts of not less than one year duration. In 1937, such allowances were paid in respect of 100 children.

(8) *Additional assistance in the form of a weekly allowance* is given during the winter to indigent unemployed women who have families to support including children under the age of 10, and who are not in receipt of an

allowance or pension exceeding 20 lats. The weekly allowance is :

- 4 lats for one child;
- 5 lats for two children;
- 6 lats for three or more children.

In 1937/38, Government expenditure on this form of assistance amounted to 60,000 lats.

(9) A weekly allowance of 6 lats is paid to indigent unemployed women for eight weeks before and eight weeks after confinement.

In 1937/38, expenditure under this head amounted to 4,500 lats.

(10) At Christmas, parcels of food are distributed to children under 16 of the indigent unemployed. Each child receives a parcel weighing 3.5 kg., containing butter, bacon, flour, oatmeal and sugar.

In 1937, 6,400 such parcels were distributed.

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## NETHERLANDS

### LEGISLATIVE AND ADMINISTRATIVE MEASURES

During the year 1937, no new legislative or administrative measures were taken in the sphere of child welfare.

### GENERAL INFORMATION

Like the report submitted to the Committee on Social Questions in 1938 (document C.81.M.36.1938.IV, page 135), the present report deals with three categories of assistance to minors :

- I. Optional training;
- II. Social assistance;
- III. Judicial protection.

*Category I.*—By “ optional training ” of young people is meant here the activities of the various organisations which help in the training of normal young people (male and female) by means of clubs and associations. The word “ optional ” is used to show that these activities are not compulsory, depending, as they do, entirely upon the voluntary participation of the young people concerned. They are not to be regarded as supplementing the teaching and education provided in the schools, but as an example of the independent use of special methods to meet the peculiar needs of children. The minors trained are as a general rule between 13 and 18 years of age.

Among the associations engaged in this work, a distinction should be made between those which the children themselves join individually and those where this is not the case—*i.e.*, those consisting of adult persons who direct the work in the children’s interests. In a recent publication of the Netherlands Central Statistical Bureau,<sup>1</sup>

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<sup>1</sup> The publication entitled : *Statistiek van de Vrije Jeugdvoorming, 1938*, forms the second and enlarged edition of the 1937 publication; both editions have been placed in the Library of the League of Nations Secretariat.

details of the two categories of organisation were given. It will be seen that there are at present 212 associations belonging to the first category, several established on a national basis, with regional or local branches, while forty come under the second category. These organisations may be differentiated also according to the aims they pursue; some are of a general nature, while others give young people instruction regarding politics and social questions, the campaign against alcoholism, air navigation, the pacifist movement, etc.; others again encourage the use of youth hostels or invite young people to take an interest in natural history and nature in general. Sports organisations are not included in the publication referred to.

The above organisations at present have a membership of close on 700,000. Most of them find their inspiration in religious or political conceptions—they are Protestant, Catholic, Socialist or Jewish; a few are connected with other religious or political movements, while thirty-one have no particular bias. It is natural that the activities of these organisations should be largely influenced by the religious or political conception on which they are based.

It should be repeated that the organisations engaged in the optional training of young people are voluntary, the only link between them and the Government being the Central Young People's Council, which acts as the Government's advisory body in these matters.

*Category II.*—As regards *social assistance*, work went on as before during the year under review in the sphere of hygiene. The 1937 report of the Chief Inspector of Public Health has not yet appeared, but the statistics available show that the mortality rate in the Netherlands, which was already low, is still falling; for example, for children under one year, the rate dropped from 39 per thousand in 1936 to 38.1 in 1937. The number of dispensaries for infants and children of pre-school age has increased, as has the number of cases treated.

This category of activities also embraces cultural work on behalf of unemployed juveniles, of whom there was still a large number at the end of 1937 (in February 1938, out of a population of 8,250,000, there were 420,790 registered unemployed, including 21,555 under 18 years of age). The significance of this figure can best be seen by comparing

it with the figure for 1930: 3,981. Over a hundred communes have organised camps, courses or workshop training for unemployed juveniles between 14 and 25 years of age. Counting a day spent in camp by a youth or girl as one unit, the total number of units for 1937 exceeds 450,000. This work, in which a distinction must again be made between Protestant, Catholic, Socialist and other associations, and which was subsidised by the State to the amount of 483,754 Netherlands florins, comes under the Ministry of Social Questions. In the interests of co-ordination, a Commission, consisting of high officials from the various Ministries concerned, has been set up for the purpose of managing the camps.

*Category III.*—As regards *judicial protection* for children,<sup>1</sup> the voluntary associations dealing with children withdrawn from parental authority have energetically pursued their work, despite the financial difficulties of the present day. Evidence of this may be found in the number of children placed under the guardianship of voluntary associations subsidised for the purpose and supervised by the State. In 1933, when the number was lowest, only 803 children were placed under this form of guardianship (as compared with the record figures for 1930—namely, 1,522). The figures rose in subsequent years: 1,143 in 1936 and 1,329 in 1937. This may be partly explained by the increase in the Netherlands population (the birth rate for 1937 was 19.8 per 1,000 inhabitants); it is probably also due in part to the fact that the enthusiasm of these private associations has successfully overcome the growing financial difficulties with which they have had to contend.

While the number of juvenile delinquents rose in 1937, the penalties imposed were on the whole less severe. The proportion of cases in which minor delinquents were sent to reformatories or placed at the disposal of the Government dropped; recourse was had to this latter procedure for the re-education of 369 young people in 1936 and 343 in 1937.

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<sup>1</sup> The relevant statistics are to be found in the publication of the Central Statistical Bureau entitled: *Crimineele Statistiek, Gevangenisstatistiek, Statistiek van de toepassing der Kinderwetten over het jaar 1936*, which has been placed in the Library of the Secretariat.

Last year's report mentioned the opening of a special prison in the nature of an educational establishment for youths; it may be added that one floor of the women's prison at Rotterdam has since been reserved for young women and girls. Though limited in scope, this measure constitutes a further advance in the special treatment of juvenile delinquents.

#### SALE OF "CHILDREN'S STAMPS"

Generally speaking, there is no methodical co-ordination in the Netherlands of the various activities devoted to the welfare of children and young people which come under different Ministries and Government services. The only form of activity from which all the organisations engaged in social welfare work and the judicial protection of minors have benefited hitherto is the sale at the end of each year of special stamps, known as "children's stamps", and picture postcards. The propaganda in favour of this sale and the actual distribution of stamps and postcards are in the hands of a Central Committee of the Nederlandsche Bond tot Kinderbescherming (Netherlands Child Welfare Union), duly empowered by the Minister of the Interior, whose approval is necessary for the subsequent distribution of the profits among the voluntary associations. In 1937, the sale produced over 200,000 florins, the sum being divided between 368 associations. In thirteen years, its total yield has made approximately 1,750,000 florins available for child welfare work.

The yield of a voluntary surtax on special "greetings" telegrams is used for the optional training of young people. The Nederlandsch Jeugdleiders Instituut (Netherlands Youth Leaders' Institute) is responsible for distributing the proceeds.

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## NEW ZEALAND

The Government of New Zealand has informed the Secretariat that there was no outstanding legislation or administrative measure concerning child welfare taken or adopted during the year 1937.

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## NORWAY

### LEGISLATIVE MEASURES

(1) The Law of June 17th, 1937 (*Norsk Lovtidende*, Part I, 1937, No. 23, of June 22nd), amended in certain respects the Law of June 6th, 1930, concerning sickness insurance (*Norsk Lovtidende*, Part I, 1930, No. 22, of June 13th). Article 14 of the latter Law contains provisions regarding the benefits to which dependents, including the children or adopted children of members of the official sickness insurance funds, are entitled in the event of illness. The rules defining the form of assistance which dependents may claim have not been changed, but under the Law of June 17th, 1937, children and adopted children under 16 years of age are now regarded as dependents, whereas under the previous law the age-limit was 15.

(2) In the case of certain forms of assistance to dependents—namely, medical treatment granted under Article 14, paragraph 4, to children and adopted children under 7 years of age suffering from certain congenital deformities—a rule specially applicable to voluntary members formerly stipulated that the person in question must have been a member of an official sickness insurance fund for a minimum period of six months (see Article 8, paragraph 1(c), of the Law). This special rule was abolished by the Law of June 17th, 1937.<sup>1</sup> The medical treatment available under Article 14, paragraph 4, can now be obtained, provided that the person concerned has been a member of the fund for a minimum period not exceeding that fixed in the case of medical treatment for other forms of sickness—namely, six weeks.

(3) The Government Committee which is studying the question of legislative reforms in regard to the training of deaf, blind and feeble-minded children, has continued its work. No proposal had as yet been made by the Committee at the end of 1937.

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<sup>1</sup> A copy of the Law of June 17th, 1937, was attached to the report and has been placed in the archives of the Secretariat.

(4) The legislative measures in the matter of child welfare have, generally speaking, been applied as in previous years, with similar results.

#### ADMINISTRATIVE MEASURES

The Government appointed a Committee to study the question of the future organisation of institutions for erring children, reception and observation homes and other cognate questions.

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**PANAMA**

The Government of the Republic of Panama states that it did not adopt any new legislative or administrative provisions relating to child welfare in 1937.

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## POLAND

### GENERAL INFORMATION

Maternal, child and youth welfare work in Poland is based on the social Welfare Act of August 16th, 1923 (published in the *Dziennik Ustaw*, No. 92, of September 21st, 1923, sub. No. 726). Under this Act, the initiation of social welfare work is undertaken by the local government authorities, who are helped in the performance of their duties by numerous private welfare institutions. The State bears the cost of welfare work where the special obligations are of a public character—*e.g.*, in the case of ex-service men and their families— or where the forms of social welfare work exceed the financial capacities of local government authorities.

The Ministry of Social Welfare exercises supervision over the social welfare work of the local government authorities, and has attached to it, as an advisory and consultative body, a Social Welfare Council consisting of representatives of local government authorities, private organisations and the Ministries concerned.

Child welfare work begins with infants, or even earlier—*i.e.*, as soon as the prospective mother requires help. Under the basic Social Welfare Act, welfare activities extend to mothers (expectant or actual), infants, children and young persons up to the age of 18.

There is a whole series of separate laws and regulations dealing with the legal aspects of the various problems of welfare work for mothers, children and young persons. They include regulations regarding assistance to, and care for, pregnant women and nursing mothers, the protection of juvenile and female labour, crèches in factories or workshops, welfare centres for mothers and children, juvenile offenders, welfare and training institutions, medical care of children, action against vagrancy and mendicancy, summer holiday camps, meals for children, complete care (“ indoor ”) and partial care (“ outdoor ”), and the co-ordination of the work of local government authorities and private institutions.

The characteristic feature in the development of social welfare activities in recent years is that the emphasis has been transferred from complete, or "indoor", welfare work in institutions where children and adults were under complete supervision, to partial, or "outdoor", welfare work. In 1937, Poland had 859 institutions with 42,013 inmates, and 8,364 families with 10,411 foster-children. Partial welfare work consists in offering persons in need fuller or better conditions for their everyday life, while leaving them in their own environment. The advantage of this form of care is that the person receiving it does not lose contact with his own environment, as happens in an institution, and he has fewer difficulties to overcome when he becomes independent. Partial care is cheaper than institutional care, and can be extended to a larger number of cases.

One of the commonest forms of partial care in Poland, particularly in the cities, is that which consists in superintending the welfare of a whole family. It aims at compensating the inadequacy or undesirability of the person's moral and material environment, while giving consideration to the needs of the family as a whole.

A very important part in this kind of welfare work is played by the social welfare centres, members of whose staffs co-operate with social guardians in visiting the families to be cared for, giving them advice and directing them to the proper welfare institutions for the necessary assistance in respect of money grants; housing; clothing; meals; moral, legal or medical advice; health guidance and services etc. Children are sent by social welfare centres to kindergartens, schools, clubs, day and summer camps, crèches, "Jordan playgrounds", etc. Family wage-earners are helped to find employment and to purchase the tools needed for their work.

In maternal and child welfare work, great importance attaches to the welfare centres for mothers and children whose activities extend to the hygiene and health of the mother and infant.

The system of welfare work in the home is supplemented by various welfare activities on behalf of children, young persons and adults. These include, *inter alia*, day crèches which enable mothers working away from home to leave their infants and children up to 3 years of age under

expert care during working-hours. A similar function is performed by the permanent and seasonal crèches, with the difference that these admit children from 1 to 5 years of age (sometimes even 7). In addition to the attention paid to health and morals, children in these crèches receive food suitable to their age, while mothers are given advice on the rearing and care of their children.

Permanent crèches operate all through the year, both in the cities and countryside (in the latter case, they are called centres for mothers and children). Seasonal crèches, opened in the summer during the farming season, operate mainly in the countryside. The number of children cared for in centres for mothers and children was 16,043 in 1937/38. For children of school age who are threatened with physical or mental debility because of an unsuitable environment, clubs are formed at which the children receive food, educational supplies, clothing and appropriate facilities for amusement.

A form of preventive welfare work, additional to that given at home, is represented by the increasingly popular institution in Poland of "Jordan playgrounds" and recreation grounds, the purpose of which is to neutralise the effect of bad housing conditions and the demoralising influence of the street on children. These are places for children's games, set apart in gardens, parks, etc., properly equipped, and supervised by qualified instructors who look after the children. In 1938, there were fifty-four such "Jordan playgrounds" in operation, thirty-six in course of construction and fifty-four planned, as well as some 200 recreation grounds.

A typical form of preventive welfare work which is extremely popular with the Polish population is represented by the summer holiday camps and day camps for children and young persons. Their purpose is to give children and young people proper facilities for rest and for reinforcing their physical and mental resources when they are free from school duties or professional work.

In the field of juvenile unemployment—the result of the protracted economic crisis—the efforts of the Government are directed to alleviating the position of young unemployed persons. Work in this connection, is done by various private institutions, which, with Government help, run clubs, hostels and other welfare activities. Among

these may be noted the night shelters for young persons initiated by the Ministry of Social Welfare. The object of these institutions is to give shelter to homeless, and in most cases unemployed, young persons and at the same time to improve their moral and cultural standards. These shelters have clubs and workshops attached. The temporary care given to the inmates is designed to stabilise their mode of life. Young persons are also given morning and evening meals in the shelters and, where necessary, supplies of clothing. The authorities in charge of night shelters keep in close touch with the ordinary youth welfare organisations so as to help their charges to find a normal mode of life. It is a condition that the assistance given in night shelters shall be paid for, or that the person assisted shall give an undertaking to pay his debt when he finds a job. In 1937, there were five such shelters in Warsaw and twenty-one in the provinces.

To combat unemployment amongst young persons, a Youth Labour Corps has been formed which is under the Ministry of War and numbers 10,000 members, including 1,000 girls. The Youth Labour Corps, membership of which extends over two years, gives young persons between 18 and 20 years of age occupational training, education and instruction in civics.

The field of child and youth welfare work being so wide, the Polish Government lays stress on the rational functioning of the existing agencies engaged in partial "out-door") welfare work, as an activity which affects the wider masses of the population, on the co-ordination of public and private initiative and, lastly, on the rational allocation of funds.

With this end in view, provincial and district (local) committees for assistance to children and young persons were formed in 1936 throughout Poland, to which were appointed representatives of all the public and private bodies interested. The main concern of these committees is to ensure the universality, continuity and efficacy of welfare work.

Provincial committees link the welfare activities of the most important private organisations with those of the local government authorities, the Labour Fund and social insurance institutions.

The following figures give a better idea of the vast

amount of work done by the committees in the field of child and youth welfare.

Before the committees were formed, meals were being supplied in 1934/35 to 322,988, and in 1935/36 to 364,182 children; after the formation of the committees, the figure rose sharply in 1936/37 to 659,276, and in 1937/38 reached 829,695. Most of the children and young persons receiving meals were school-children; next came children of pre-school age; and, lastly, young persons. The total cost of the meals supplied in 1937/38 amounted to more than 12 million zloty.

A similar phenomenon is to be observed in the case of summer holiday camps and day camps. In 1935, the total number of children and young persons was 258,022; in subsequent years, there was a remarkable increase, the figure reaching 353,985 in 1936, 466,505 in 1937, and about 580,000 in 1938. The total cost of this welfare work amounted in 1938 to about 12 million zloty. It should be observed that the work done by committees for assistance to children and young persons in rural areas is constantly increasing in volume and intensity. The number of seasonal crèches in such areas rose very considerably in 1938; whereas in 1935 there were 282, with 8,400 children, and in 1936 833, with 26,072 children, in 1938 there were already 1,443 such crèches, with 47,325 children.

Assistance in the form of supplies of school text-books and requisites was initiated in 1937, and, with the help of funds given by the Ministry of Social Welfare and the Labour Fund, was considerably extended in 1938.

Supplies of cod-liver oil are also being given on a larger scale.

In 1937, the committees supplied about 60,000, and in 1938 100,000 children with the most essential items of clothing and footwear.

Health and medical assistance was organised on rational lines in 1937 by opening free consultation centres, organising travelling medical and dental units, distributing soap, etc. In 1938, assistance of this kind was given to 150,000 children and young persons at a total cost of about 500,000 zloty.

Cultural and educational facilities are being given to increasing numbers of children and young persons. The

expenditure on this item during 1938 from the funds of the Ministry of Social Welfare amounted to about 200,000 zloty.

As will be seen from this brief survey of the work of the committees for assistance to children and young persons, child and youth welfare work in Poland is becoming more widespread and more effective every day. This is undoubtedly proved, too, by the fact that in October 1938 the first All-Poland Child Congress was held under the patronage of the President of the Polish Republic. The Congress comprised more than sixty private welfare organisations, representing various ideological trends. It made a deep impression on public opinion and proved a wonderful channel for disseminating knowledge of the problems raised by welfare work for mothers, children and young persons. Keen interest was shown in the Congress by the central and local government authorities, a proof of the universal character of the Congress and its realisation of the common interests of private and Government agencies.

The Congress made a series of recommendations regarding the attitude of the adult to the child; the child in the family; the child at school; the child's health; juvenile leisure; and Polish family law. In connection with the Congress, an exhibition was held under the title of "The Child in Poland".

#### LEGISLATIVE MEASURES

No changes were made in 1937 in legislation concerning maternal, child or youth welfare work. At the present time, the Ministry of Social Welfare is preparing a Bill on social welfare work on behalf of mothers, children and young persons, which will constitute a sound legal basis for the complete solution of this problem in Poland.

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## PORTUGAL

The Portuguese Government reports that the only child welfare legislation promulgated in Portugal in 1937 was the "Regulations for the Young Women's Movement", Decree No. 28262, of December 8th, 1937 (*Diario do Governo*, 1st series, No. 285, of December 8th, 1937). This movement forms part of the "Society for the Training of Mothers by National Education".<sup>1</sup>

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<sup>1</sup> The aims of this organisation are given in document C.81.M.36. 1938.IV, page 146.

## ROUMANIA

### LEGISLATIVE MEASURES

In 1937, child welfare work was carried on in Roumania in conformity with the earlier laws, as supplemented in 1936 by the provisions of the King Carol II Penal Code<sup>1</sup> and of the Code of Criminal Procedure concerning delinquent, vagrant and beggar children, and children in moral danger,<sup>1</sup> both of which Codes came into force on January 1st, 1937.

### ADMINISTRATIVE MEASURES

The following additions were made during 1937 to existing legislation :

- (1) *Regulations for the Assistance of Mothers and Children, published in the Monitorul Oficial, No. 301, of December 30th, 1937.*<sup>2</sup>

The Regulations define the legal provisions regarding assistance for mothers and children, and enumerate the powers of the Ministry of Health and Social Welfare and the forms of assistance to mothers and children which the Ministry is required to supply by means of pre-natal consultation centres, lying-in hospitals, homes for mothers, dispensaries for children, puericulture instructors, travelling dispensaries, day-nurseries and crèches for children, assistance centres (placing in families), assistance offices, children's hospitals, social services, holiday colonies, preventoria, and other similar institutions.

These welfare and assistance agencies and institutions are established and maintained by the Ministry in collaboration with departments, communes, medical foundations,

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<sup>1</sup> For the text of these provisions, see document C.Q.S./P.E./C.I.2—*Legislative and Administrative Series*, No. 7.

<sup>2</sup> A copy of these Regulations in Roumanian was annexed to the report and has been placed in the archives of the Secretariat.



private associations for assistance to mothers, and other institutions with similar aims.

At least 30% of the public health resources of departments and communes must be appropriated to finance the above agencies and institutions. The appropriation must not be made *en bloc*, but item by item; it is independent of the amounts reserved for this work in the general budgets of departments and communes and of the budget estimates of the State.

All institutions, associations and foundations engaged in maternal and child welfare work are under the supervision and direction of the Ministry of Health and Social Welfare.

(2) *Regulations regarding Health Visitors and Their Work*, published in the *Monitorul Oficial*, No. 76, of April 1st, 1937.<sup>1</sup>

The Regulations define the powers and duties of the health visitor, who is an important factor in maternal and child welfare work. In rural areas, she is the district medical officer's, and in urban centres the communal medical officer's, most valuable assistant, being expected to co-operate in all activities connected with sanitary training and preventive medicine.

All the nurses who have graduated from the five training schools in Roumania have been found employment and are doing very useful work.

Lastly, in order to solve the problem of children who are abandoned orphans, in moral danger, etc., two new assistance centres have been opened at Galatz and Cernautzi, over and above the seven centres already in existence. Arrangements are being made to open two further centres, at Jassy and Craiova. These assistance centres include a home for children up to a maximum of three years of age, and settlements for foster-parents.

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<sup>1</sup> A copy of these Regulations in Roumanian was annexed to the report and has been placed in the archives of the Secretariat.

**SIAM.**

The Government of Siam has taken no new legislative or administrative measure during the year 1937 in relation to child welfare, and has accordingly nothing to report for the year in question.

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## SWEDEN

The law concerning the Protection of Children and Young People underwent no changes during 1938.

During the year, the Nationality Commission put forward various proposals regarding assistance for children—namely :

(1) That pregnant and nursing women, infants and young children shall, in case of need duly certified by a doctor, receive, free of charge, certain prophylactic foods and pharmaceutical preparations rich in vitamins and mineral substances;

(2) That such pharmaceutical preparations shall also, when necessary, be supplied to the pupils of primary and continuation schools;

(3) That the district school authorities shall, in certain circumstances, be entitled to State subsidies with a view to the provision of meals for pupils at such schools;

(4) That all the pupils of schools possessing a State-subsidised school canteen shall, on all school days, receive, free of charge, a meal prepared according to the rules of nutritional hygiene.

The Commission further proposes the payment, subject to certain conditions, of clothing allowances not exceeding 45 kronor each for children under 7 years of age and not exceeding 65 kronor each for children over 7 and under 15, and also, in appropriate cases, the payment to large families of family allowances instead of public assistance. The term "large family" is to mean any household consisting of a married couple and at least three children under age, including children of a previous marriage, children born out of wedlock and adoptive children. Lastly, the Commission proposes that, subject to certain conditions, a State subsidy may be granted to communes maintaining day nurseries (*crèches*) for infants or young children, organising holiday camps during the summer months, or conducting any other similar activities.

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## SWITZERLAND

### I. CONFEDERATION

#### LEGISLATIVE MEASURES

(Not yet in force.)

An event of outstanding importance in the sphere of federal legislation was the approval by referendum of the Swiss Penal Code of December 21st, 1937. In accordance with the decision of the Federal Assembly, the Code will come into force on January 1st, 1942. It contains important provisions as regards both the law applicable to young people and their protection. In so far as children and young people are concerned, the Code (Section IV, Articles 82-100) introduces a unified penal law for all cantons, distinguishing between three age categories: children, young persons and minors between 18 and 20 years of age.<sup>1</sup>

Children (from 6 to 14 years of age) are to be corrected by educational methods (reprimands or school detention) (*arrêts scolaires*). Children who are morally neglected, depraved or in danger of becoming so, may be handed over to a trustworthy family or sent to an educative establishment. Similar measures will be taken in the case of young persons (from 14 to 18 years of age) if found to be normal; they will be liable to a reprimand, a fine or to detention (*arrêts*) for a period not exceeding one year. Young persons who are morally neglected, depraved or in danger of becoming so, are to be sent to a house of education for a period of not less than one and not more than three years. Minors from 18 to 20 years of age are, in principle, to be treated as adults, though the penalties to which they are liable are less severe. Penal servitude for life, for example, is replaced by penal servitude for a period of from five to twenty years.

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<sup>1</sup> See document C.Q.S./P.E./C.I.83, *Legislative and Administrative Series*, No. 76.

The Code also contains important provisions regarding the protection of children and young people—*e.g.*, those dealing with ill-treatment, overworking, the serving of alcoholic drinks, exposure to moral danger, the forfeiture of paternal authority, etc.

A Federal Law concerning the Minimum Working Age, was adopted by the Federal Chambers on June 24th, 1938. The Law raises the age at which children become employable to 15 years, whether it be in public or private undertakings, trade, handicrafts, industry, communications, hotels and restaurants, theatres and cinemas, or any related branch of national economic activity.

#### ADMINISTRATIVE MEASURES

The Federal Council's Order of May 11th, 1937, regarding the re-employment and vocational training of the unemployed and measures to facilitate their reinstatement in the nation's economic life provides, *inter alia*, for subsidies for the organisation of classes to teach the younger unemployed a trade or occupation. The preparatory classes in domestic work are also recognised as pre-apprenticeship classes qualified to receive subsidies.

The Federal Department of Economic Affairs has drawn up twenty-seven new sets of regulations on the training of apprentices in conjunction with the cantons and trade associations.

## II. THE CANTONS

#### LEGISLATIVE MEASURES

The Canton of *Aargau* promulgated on January 12th, 1937, the Federal Law of June 26th, 1930, on Vocational Training, containing important provisions for the protection of apprentices (working hours, prohibition of night-work and work on Sundays and public holidays, holidays, etc.).

The Canton of *Fribourg* also promulgated on February 2nd, 1937, a Law for the Application of the Federal Law on Vocational Training.

By a Law of July 2nd, 1937, the Canton of *Geneva* set up a Child Welfare Office<sup>1</sup> to ensure the protection and

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<sup>1</sup> See document C.Q.S./P.E./C.I.10, *Legislative and Administrative Series*, No. 13.

physical and moral welfare of children and young people and to promote their development. By the same Law, the Canton of Geneva also established an Official Child Welfare Foundation,<sup>1</sup> the object of which is the admission of children to homes, particularly children who, for educational reasons (difficulties due to character, faulty, improper or unsuitable environment), cannot be brought up in their own homes.

The Police Law of the Canton of the *Grisons* was amended on March 7th, 1937, more particularly through the addition of a provision whereby the parents of illegitimate children who fail to discharge their maintenance obligations are liable to imprisonment or detention in a house of correction.

The *Neuchâtel* Law of April 13th, 1937, on Hawking provides, *inter alia*, that hawkers' licences may not be granted to children below the age of 16.

#### ADMINISTRATIVE MEASURES

*Basle City*.—On February 5th, 1937, the Executive Council issued an Order on the compulsory vocational training of apprentices and the final proficiency examination.

*Berne*.—Towards the end of 1937, the Municipal Council of the City of Berne issued new regulations on the insurance of school-children against accidents.

During 1937, the Canton of Berne set up at Neuhaus-Waldau, near Berne, a cantonal psychiatric and clinical observation centre for highly-strung and difficult children between the ages of 4 and 15.

*Obwald*.—In accordance with Articles 19 *et seq.* of the Order in application of the Federal Anti-tuberculosis Law, the Executive Council, by a decision of April 7th, 1937, introduced regulations concerning the cantonal schools' medical service.

*Solothurn*.—By an Order of the Executive Council of December 29th, 1937, the canton introduced instruction

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<sup>1</sup> See document C.Q.S./P.E./C.I.11, *Legislative and Administrative Series*, No. 14.

in domestic subjects on the basis of an apprenticeship contract and a compulsory final examination.

*Valais.*—A medico-pædagogical service has been set up under the regulations of January 29th, 1937, regarding the organisation and management of the mental home at Malévoz.

*Zurich.*—Instructions regarding the schools' medical service were issued by the Council of Education on January 19th, 1937, for the guidance of school authorities and medical officers and of the teaching profession.

### III. INFORMATION

Two issues—those of November and December 1938—of the *Schweizerische Zeitschrift für Gemeinnützigkeit*, attached to the report forwarded by the Federal Political Department and deposited in the archives of the Secretariat, contain particulars of the development of social welfare in Switzerland in 1937. They refer to the federal and cantonal measures summarised above and review communal and private action in the same sphere during the year under consideration. The following particulars are taken from this source :

#### *Maternity Welfare and Welfare of Infants and Children.*

During 1937, several hospitals in Switzerland set up special gynæcological wards, and mothers' consultation centres were opened in a number of places. The *Frauen des Landesrings der Unabhängigen* Association of Zurich took the initiative in a movement to provide necessaries for new-born infants (cradles and layettes) on the lines of the Pro Juventute system. Although this activity was not organised until the end of September, outfits of necessaries were distributed in fifty-one communes, particularly in the mountain districts of the cantons of Berne, Grisons, Tessin, St. Gall, Uri and Valais. In 1937, as a contribution to the study of the nutrition of infants, Messrs. Nestlé of Vevey opened an infants' day-and-night nursery (*pouponnière*) with accommodation for thirty-two babies, the maintenance costs being covered by a foundation. The institution was presented to the Canton of

Vaud. Several day-nurseries (*crèches*) and kindergartens have been added to the numerous similar institutions already in existence in Switzerland.

### *Education.*

Much attention was devoted during 1937 to the problem of vocational guidance for both boys and girls. Consultation centres were set up in various towns, and the value of their co-operation with the schools has been frequently emphasised. The Zurich Psycho-Technical Institute has organised seminary classes for the training of vocational guidance advisers, and other similar courses have been organised on the initiative of the Schweizerischer Verband für Berufsberatung und Lehrlingsfürsorge. The movement has also made progress in other places—namely, Aarau, Geneva and St. Gall.

New schools for domestic and vocational training have been established to equip girls for paid employment.

Several institutions were founded in 1937 for the education of difficult children and children in moral danger. At Bleicherberg, near Biberist (Solothurn), a home was opened for the examination and medico-pædagogical treatment of children whose instruction and education is hindered by impediments of any kind. A provisional home for children who have been abandoned or who are in moral danger was opened at Brigue.

### *Health, Leisure and Recreation.*

Large numbers of holiday camps have been organised in various parts of the country so that children and young people may enjoy the benefits of open-air life. For children whose health is such that open-air treatment is particularly necessary, the Ferienheim Horbach Association has established an open-air school (*Wald und Freiluftschule*) where children may undergo an open-air cure without interrupting their schooling.

The Pro Juventute Association has set on foot an extensive movement to provide fruit free of charge for school-children in districts where there is a shortage of fruit. A collection taken in 1937 brought in 435,000 kilogrammes of apples.

The same association has turned its attention to the dental health of children. In the schools of one commune



selected for experiment, each pupil is examined and a card showing the care taken of the teeth is attached to his school record sheet. Those receiving good marks are entitled to the services of a dentist, whose fees are paid in part by the Pro Juventute Association.

In addition to official measures, private efforts to bring about the increased use of the cinematograph for cultural purposes, particularly in the interests of the rising generation, are still proceeding, the centre of such action being the Zurich Filmgemeinde.

#### *Abnormal Children.*

The Jufa Association of Basle was founded in 1937 to maintain contact with the parents of mentally backward children, to assist them with advice and, wherever possible, to provide suitable occupations for the children concerned. Several institutions for deaf and dumb, abnormal and crippled children have been enlarged. The deaf-and-dumb institution at St. Gall has opened a ward for children who are hard of hearing or who suffer from impediments in their speech. The department works under the instructions of a Zurich specialist. A bequest of nearly a million francs has been received at Berne for the treatment of abnormal children.

#### *Assistance to the Children of Émigrés.*

In 1937, the Schweizerische Hilfswerk für Emigrantenkinder received, for a holiday in Switzerland, three parties of children of foreign *émigrés* living in France. The same year, the Ferienaktion für Auslandsschweizerkinder provided holidays for more than 1,000 Swiss children living abroad.

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## TURKEY

### GENERAL INFORMATION

From a legislative standpoint, child welfare work in Turkey is governed by the following twelve enactments :

- (1) The Civil Code No. 743, of February 15th, 1926;
- (2) The Penal Code No. 765, of March 1st, 1926;
- (3) The Rural Law No. 442, of March 18th, 1924;
- (4) The Law on Education, No. 789, of March 22nd, 1926;
- (5) The Law regarding the Training of Teachers for Rural Schools, No. 842, of May 20th, 1926;
- (6) The Law on Military Recruiting, No. 1111, of June 21st, 1927, supplemented by the Law No. 2850, of November 20th, 1935;
- (7) The Law on the Practice of Medicine, No. 1219, of April 11th, 1928;
- (8) The Law on Municipalities, No. 1580, of April 10th, 1930;
- (9) The Law on Public Health, No. 1593, of April 30th, 1930;
- (10) The Law relating to Charity Stamps of the Child Welfare Association, No. 1947, of April 11th, 1932;
- (11) The Labour Law, No. 3008, of June 8th, 1936;
- (12) The Law on Physical Culture, of July 7th, 1938.

During 1937, progress was made in applying each of these laws.

Apart from this legislation, mention should be made of nine private social associations or organisations engaged in child welfare work, whose resources are purely Turkish. They are :

- (1) The Turkish Child Welfare Association;
- (2) The People's Party;
- (3) The Turkish Red Crescent;
- (4) The People's Social Centres;

- (5) The Society for Assistance to Women;
- (6) The Mothers' League;
- (7) The Cultural Society;
- (8) Various charitable and assistance committees :
  - (a) The Committee for the Relief of the Poor;
  - (b) The School Assistance Committees;
  - (c) The Orphans' Assistance Committees;
- (9) The Joint Committee of the Religious Foundations.

The valuable assistance afforded by these organisations facilitates the application of those provisions in the Turkish laws which specially relate to child welfare. Their systematic activities are making steady progress in all parts of the country; they have been strengthened by the following legislative and administrative measures adopted or considered in 1937.

#### LEGISLATIVE MEASURES AND THEIR APPLICATION

##### *The Law relating to the Training of Teachers for Rural Schools.*

An enquiry carried out by the Ministry of Education has shown that 31,000 small villages are in need of primary-school teachers, who cannot be supplied on account of the budgetary situation and the lack of training facilities. In order, moreover, to provide suitable teachers, the special features of the villages concerned and prevailing conditions will have to be taken into account.

Atatürk, the former President of the Republic, said : " Our aim is to provide elementary education for all at the earliest possible moment. This can only be achieved through the adoption and consistent application of suitable measures."

A rural school suited to local conditions, a teacher of modest attainments, specialised curricula and other conditions besides are necessary to meet the enormous need for juvenile education in rural districts.

All country children must be given elementary education, but unless the conditions essential for its success are ensured, the carrying-out of this admirable programme of rural reconstruction is bound to prove an arduous and lengthy task.

After exhaustive investigations, the following measures have been adopted :

There are, in the army, many young peasants who, during their military service, give proof of exceptional intelligence and special ability. While in the barracks, they have learnt how to read and write and how to do sums; when they return to their own village, which they know and love, they will stay there for the rest of their lives. If the best, the most capable, and the most intelligent of these young men were chosen and trained as teachers for rural schools, they could play a useful part in the educational movement.

Enquiries carried out in the villages have confirmed this view, and courses for rural teachers were organised at Eskichehir in 1937. The practical, pedagogic and agricultural instruction given to the students is sufficient to equip them for posts as teachers in rural schools. The students of the masons' school have been given a chance to apply the principles and technique of their trade in building schools. At the end of the course, these future teachers attend classes in the neighbouring village school and also themselves give lessons to the pupils.

This year, the number of courses has increased, and they have been organised in other districts.

Head teachers, holding the diploma of the teachers' training college, have been instructed to visit regularly from ten to fifteen schools in charge of these rural teachers and to give them advice and assistance; next year, the number of pupil-teachers for rural schools is to be increased from 600 to 1,600.

The Ministry of Agriculture assists in the organisation of the courses by supplying free of charge all the agricultural implements, seed, plants, etc., required for the model gardens and fields.

#### *Reformatories for Delinquent Children.*

The problem of delinquent children had been engaging the attention of the competent authorities for some time. Offences committed by minors were found to be of a purely accidental and fortuitous nature. Side by side with these cases, there are naughty children whose bad character or upbringing makes them inclined to commit offences, but there are not very many of them. The

judicial authorities are confident that the number of delinquent children is not large enough to constitute a social problem.

It was considered desirable, in consequence, to make appropriate amendments in the provisions of the Turkish Penal Code, so that delinquent children up to 15 years of age may serve their sentence in reformatories. In conformity with this stipulation, the Ministry of Justice opened two reformatories in 1937, one of which, situated at Adrianople, admitted 200 children sentenced by the courts in different parts of the country. The establishment of reformatories is regarded as a very useful measure from the point of view of child welfare.

According to an enquiry regarding delinquent children in all parts of Turkey, there were 732 children, including 372 from rural districts, in 200 prisons. The number of delinquent children from rural districts is thus slightly higher than the number coming from towns. It was also found that, out of these 732 children, 470 had never attended school.

#### *The Cinematograph and Children.*

Careful consideration has been given by the Child Welfare Association to the question of the special atmosphere created by the cinematograph and the influence of sensational films. After lengthy preparatory studies, a draft law on the working and administration of cinemas in Turkey and the categories of children who should be allowed admission to public cinemas was submitted to the Grand National Assembly in 1937. The draft limits the age of admission of children to cinematograph performances, and lays down conditions governing the organisation of performances and the choice of films for children. Once this draft is adopted, the problem of the cinematograph in relation to children, which constitutes a social question in Turkey, will at last be solved.

#### *The New Law on Societies and the Turkish Child Welfare Association.*

As the Law on Societies, of August 3rd, 1909, no longer meets existing requirements, the Government prepared a new draft law, which has now been submitted to the Grand National Assembly.

Owing to the wide scope of this law, which concerns various commissions of the Assembly, the discussions will take some time and may not be completed until next year.

The draft in question takes duly into account the special importance of the Turkish Child Welfare Association; it contains a special article recognising the work of the Association and ensuring to the latter, as privileges, the rights it had already acquired.

*Progress of the Turkish Child Welfare Association.*

The Turkish Child Welfare Association continued to make steady progress during 1937.

The number of branches has increased and now totals 590; 300,000 necessitous children were assisted in 1937 by 300 provincial branches, which sent in statistical records.

In 1936, the Association possessed 155 assistance establishments, a number which rose to 189 in 1937. Establishments for the assistance of indigent children owned by the State or the voluntary associations totalled 4,449 in 1937; the Child Welfare Association had twelve crèches and twenty-eight kindergartens. In 1937, the two model crèches at Ankara and the three crèches at Bursa obtained excellent results.

Owing to the rapid expansion of industry in Turkey, the need for crèches has increased considerably. The Child Welfare Association is accordingly pursuing its policy of encouraging the establishment of new crèches in different parts of the country.

*Law relating to the Use of Charity Stamps of the Turkish Child Welfare Association.*

To encourage the work and activities of the Turkish Child Welfare Association, whose organisation and sphere of action were continually being extended, the Government, by a law of 1927, had authorised the issue and use of charity stamps on its behalf. Under Law No. 1947, of April 11th, 1932, the use of these stamps was made compulsory for all correspondence, postal packets and telegrams on Children's Day, April 23rd, and during Children's Week, from April 23rd to 30th, each year. These stamps may be used at other times in all cases in which a Government or postage stamp is required. The sale of stamps

brings in a considerable sum. In 1937, an addition was made to the number and series already existing, by the issue of surcharged stamps.

*Children under the Labour Law.*

During 1937, marked progress was made in applying the provisions of the Labour Law, twenty articles of which deal with child welfare.

The Labour Office is making special efforts to see that the clauses relating to minors are carried out in full.

#### CAMPS AND HOMES

In 1937, both the number and scope of the camps and homes recently instituted in Turkey were increased. The thirty-five camps established in different parts of the country provided accommodation and treatment for 2,500 delicate necessitous children, who duly benefited in health.

Camps and holiday colonies are organised by branches of the Child Welfare Association and by the local education authorities or, in some cases, by their joint efforts.

For some years, the Inspectorate-General of Thrace has been endeavouring to organise homes for village children in delicate health. Such homes have now been established in eighteen different places. They are run by qualified teachers. The undertaking is financed by the villages to which the children belong. The financial and education authorities in the districts concerned also contribute to the upkeep of the homes. In 1937, 800 delicate children from rural districts were thus restored to health.

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## VENEZUELA

### LEGISLATIVE MEASURES

The Venezuelan Government has transmitted to the Secretariat the text of the following decrees :

Presidential Decree of July 5th, 1938 (*Gaceta oficial* of the United States of Venezuela, No. 19612, of July 6th, 1938), providing for the celebration of "Venezuelan Mothers' and Children's Day" on December 17th of each year, and for the distribution of prizes in each State, in the Federal District and in the Federal Territories to the healthiest children and to mothers not in receipt of any financial assistance who have the largest number of children under 14 to support. The decree also establishes scholarships to be awarded in each State, in the Federal District and in the Federal Territories to those pupils who have shown the most marked ability during their primary school course, with due regard to their conduct and financial position.

The regulations giving effect to this decree were promulgated by an inter-ministerial Decree of October 5th, 1938 (*Gaceta oficial*, No. 19, 690, of October 5th, 1938).

Presidential Decree of July 1st, 1938 (*Gaceta oficial*, No. 19616, of July 11th, 1938), providing for the reorganisation of the Venezuelan Children's Council established by Decree of August 6th, 1936.

Presidential Decree of April 18th, 1938 (*Gaceta oficial*, No. 19546, of April 18th, 1938), and Decree of July 24th, 1938, of the Minister of the Interior (*Gaceta oficial*, No. 19628, of July 25th, 1938) providing for the distribution of sums of money to workers with the largest number of children.

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Geneva, January 31st, 1940.

## LEAGUE OF NATIONS

# CHILD WELFARE INFORMATION CENTRE

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**Summary of the Legislative and Administrative  
Series of Documents of the Child Welfare  
Information Centre published in 1939**

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Series of League of Nations Publications

IV. SOCIAL  
1940. IV. 1. ✓

## INTRODUCTION

The Child Welfare Information Centre has continued the publication of the series of documents entitled *Legislative and Administrative Series* during the year 1939. It has dealt with seventy-five documents relating to maternal and child welfare and social service.

As in previous years, the Information Centre, at the end of the year, has summarised the documents published; the present is the third such summary.

The texts are classified by subject and the subjects are in alphabetical order.

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### 1. ABORTION

In 1938, amendments were made in the Danish Law regarding Pregnancy, etc. (No. 163 of 1937), by which mothers' aid institutions are given certain powers to decide questions concerning the interruption of pregnancy.

France has strengthened the existing legislation punishing abortion and decreed the supervision of lying-in establishments.

### 2. ADOPTION

The chief feature of the legislation passed in 1939 in Germany and in the United Kingdom (the latter applicable also to Scotland) is the limitation and regulation of third-party action in cases of adoption and the elimination of intervention on a purely commercial basis. France has amended her legislation on adoption.

A law enacted in Sweden regulates the guardianship of a child adopted by a couple and of a child who, being the child of one member of a couple, is adopted by the other.

### 3. ASSISTANCE TO CHILDREN

In 1938, the Argentine Republic adopted measures for assistance to children and promulgated a law instituting a system of medical assistance for children attending school.

In the same year, a Social Welfare Fund was instituted in Haiti for the founding and upkeep of homes for various categories of destitute persons and educational institutions created for deserted, erring or delinquent children.

In Sweden, a Royal Proclamation, issued in 1939, organises the distribution of the grant inserted in the State budget for the distribution of meals to school-children.

#### 4. CENTRALISATION (ADMINISTRATIVE) OF CHILD WELFARE WORK

A study of the legislative and administrative measures taken in the various countries regarding welfare work shows that the tendency towards the centralisation or co-ordination, by an official authority, of maternity and child welfare work, referred to in previous summaries, is still evident. In 1939, Colombia, Italy and Venezuela issued new provisions on the subject.

#### 5. CHILD WELFARE—CODES AND GENERAL LEGISLATION

In 1938, Ecuador, and, in 1939, Venezuela, enacted "Codes relating to Minors", by which all questions affecting the persons or property of minors are to be regulated.

In 1939, Danzig amended its Law concerning the Welfare of Children and Young Persons, of 1927.

#### 6. CINEMA

The growing importance of the cinema as a means of instruction is reflected in the increased number of legislative measures on this subject. In 1939, certain amendments were made in the Belgian legislation for the supervision of films, facilitating, *inter alia*, the exhibition of films in performances solely for educational purposes.

In Madagascar (French colony), a Commission for the Educational Cinema has been set up to study and organise the utilisation of the cinema as a means of instruction.

An Italian decree-law institutes an autonomous film library for school cinemas.

#### 7. DEMOGRAPHY

The Decree on the Protection of the French Family and of the French Birth Rate provides for the instruction

of young persons in demographic problems, and authorises the creation of a service for the medical supervision of pupils.

In 1939, Italy converted Decree-Law No. 1542, of 1937, providing for the increase of the population, into a law, with certain amendments.

## 8. EDUCATION AND VOCATIONAL TRAINING

Educational instruction for children continues to be a matter of general concern to all Governments, as is shown by the fact that, in 1939, Germany took steps to apply the Reich Law concerning Compulsory School Attendance, passed in 1938; the Argentine Republic made it compulsory on employers to defray, in certain cases, the cost of school premises in their undertakings, to be used by the children for whom their employees are responsible; Northern Ireland fixed the school-leaving age, in principle, at 15 years; Ecuador enacted a law on elementary and secondary education; and, in French Indo-China, a type of rural school was instituted by an order of the Governor-General. The Information Centre has also published Circular 1469 (May 1939) of the United Kingdom Board of Education on the education of evacuated school-children in time of emergency.

## 9. FAMILY WELFARE

The interest taken in family welfare seems to find more concrete expression in legislation every year. The Information Centre has had occasion during the past twelve months to report the following advances made:

### (a) *Civil Status.*

A law passed in 1938 unified marriage legislation in the Province of Austria and the rest of the territory of the Reich. In France, the Decree on the Protection of the French Family and the French Birth Rate amends and completes the provisions of the Civil Code on adoption and legitimation by adoption.

### (b) *Penal Questions.*

France has amended and strengthened the provisions of the Criminal Code on abortion, and has taken steps to supervise lying-in homes.

(c) *Measures of an Economic Character.*

Germany has passed legislation to facilitate the accommodation of large families; in Belgium, a Royal Order increases the family allowances payable to unemployed persons who are heads of families. Danzig has enacted that allowances may be granted on application to the children of large families. In France, the Decree on the Protection of the French Family and the French Birth Rate deals in detail with bounties for first births and family allowances; it contains special provisions for peasant families, such as loans for the purpose of setting up young married couples, and the deferred wage contract provided for agriculturists' descendants. The decree also regulates the family assistance which may be granted in certain conditions to any head of a family or person assimilated thereto in respect of the children cared for, if he has not sufficient means to support them.

#### 10. HYGIENE

In Belgium, a Royal Decree, of 1938, made it compulsory for school medical inspection authorities to use a health record book issued by the Minister of the Interior and Public Health, set out so as to enable a check to be kept on the individual all through his life.

#### 11. LEISURE AND RECREATION

In 1938, Belgium and Turkey, and, in 1939, France, issued regulations facilitating or organising the physical education of children and young persons and attendance at open-air establishments, residential or other. In 1939, Portugal adopted regulations governing the attendance of minors at public performances.

#### 12. MAINTENANCE CONTRIBUTIONS

A Law on Family Desertion, passed in Belgium in 1939, increases the penalties applicable to any person who fails to pay the maintenance allowance due under an order of the court to his spouse, descendants or ascendants.

#### 13. MATERNITY AND INFANT WELFARE

In Germany, the Midwives Law lays down as a principle that every woman in the German Reich is entitled

to the services of a midwife before, during and after confinement. The law makes it obligatory for an expectant mother to make timely application for the assistance of a midwife, and for the medical man to see that a midwife is called in to assist at her confinement. The law regulates the exercise of the profession of midwife.

Sweden has issued regulations on the training of midwives, which place schools of midwifery under the authority of the Medical Board.

The Argentine Republic published new regulations giving effect to Law No. 12341, setting up a Maternity and Child Welfare Service under the National Health Department.

In Ceylon (British colony), an Ordinance of 1939 regulates the labour conditions of women workers expecting to be confined, and orders the employer to pay maternity benefits.

Chile has issued a decree regulating private maternity homes.

In Denmark, mothers' aid institutions have been established with the object of giving mothers personal, social and legal assistance, including economic and medical assistance, during pregnancy and childbirth; in France, steps have been taken to develop the services of the public institutions known as maternal homes, which constitute one of the ways of assisting a woman (and her child) both before and after confinement.

Lastly, in Denmark, amendments to the articles of the Criminal Code dealing with the offences of assault and bodily injury have strengthened the protection of expectant mothers against such offences.

#### 14. OFFENCES AGAINST THE MORALS, OR TAKING ADVANTAGE OF THE WEAKNESS, OF CHILDREN

In 1938, the Penal Code of the Netherlands Indies, and, in 1939, the Penal Codes of the Straits Settlements (British colonies) and Denmark, were amended so as to ensure greater protection for the morals of minors.

In French West Africa, an order lays down the legal age of marriage for natives of both sexes, makes the validity of a marriage subject to the consent of the future spouses, and introduces measures making the marriage of a girl

dependent on her own free will and making compliance with the customary law of succession dependent on the consent of the widow or any other person forming part of the succession.

### 15. ORGANISATION OF YOUTH

In 1939, legislative or administrative measures were adopted by Germany, Portugal (for her colonies) and Roumania organising the national youth and regulating the services which they are to give.

### 16. PROTECTION OF CERTAIN SPECIAL CATEGORIES OF CHILDREN

#### (a) *Abandoned or Assisted Children.*

In France and Algeria, decrees have been issued extending, for political reasons, the scope of the categories of children who can be admitted and given temporary homes by the services for assisted children.

#### (b) *Neglected or Delinquent Children.*

As in previous years, neglected or delinquent children seem to have evoked most interest in the period under review.

In Germany, steps have been taken, not only to combat juvenile delinquency, but also to protect society against juvenile offenders guilty of serious crimes.

The United States of America has passed a Federal law by which any juvenile under 17 years of age who is charged with the commission of any offence against the laws of the United States, other than an offence punishable by death or life imprisonment, is to be prosecuted as a juvenile delinquent and not for the specific offence which he is alleged to have committed.

A juvenile court has been instituted in Costa Rica, and a juvenile court and court of appeal in Venezuela; Indo-China and Palestine have introduced juvenile courts and the system of probation.

In France, the administrative staff of approved schools, reformatories and protectory schools has been constituted as a service distinct from the staff of penitentiary establishments and areas.

Italy has instituted at every seat of a court of appeal, or section of a court of appeal, a centre for the re-education

of minors, comprising an observation institute and institutions to which erring or delinquent minors can be committed, all concentrated in a single building in which the juvenile court and the section of the court of appeal for minors also sit.

Lastly, in the Straits Settlements, the parents or guardian of a child or young person who has been sent to a place of detention will have to pay for the minor's upkeep.

(c) *Children born out of Wedlock.*

Germany and France have introduced measures organising the official guardianship of illegitimate children.

(d) *Children of Separated or Divorced Parents.*

Sweden has issued a law organising the guardianship of children of parents living apart as a result either of disagreement, of a judicial separation or of the dissolution of their marriage.

## 17. SOCIAL SERVICE

(a) *Administrative Centralisation.*

In 1939, Egypt established a Ministry for Social Questions.

(b) *Organisation.*

In Belgium, voluntary labour centres for young unemployed persons have, under certain conditions, been given grants payable out of public funds; in France, a decree authorises the institution, as a provisional and revokable measure and for a specific period, of a social welfare service in military establishments coming under the Ministry of Armaments (*Ministère de l'Armement*).

(c) *Social Service Workers.*

The training of social service workers would seem to be increasingly engrossing the attention of Governments; the Information Centre has published on this subject the administrative measures adopted in France on the grants which may be made to schools for nurses and social welfare workers, and two Royal Decrees issued in Sweden to permit the payment of grants to pupils of schools for nurses and to introduce advanced courses in puericulture for district and reserve midwives.

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## SUMMARY OF THE DOCUMENTS

*Note.*—The reference numbers at the end of the heading of each summary indicate the document which contains the complete text of the law in question.

### 1. ABORTION

#### Denmark.

*Amendments to the Law regarding Pregnancy, etc.*—Summary of the amendments made to Law No. 163, of May 18th, 1937, regarding pregnancy, etc., by Law No. 84, of March 31st, 1938 (*Lovtidenden A*, No. 6, of March 31st, 1938), and by the Law No. 89, of March 15th, 1939 (*Lovtidenden A*, No. 10, of March 25th, 1939) (document C.Q.S./P.E./C.I.156, *Legislative and Administrative Series*, No. 142).

Law No. 163, of May 18th, 1937,<sup>1</sup> has been amended : (1) by the Law No. 84, of March 31st, 1938 (*Lovtidenden A*, No. 6, of March 31st, 1938), postponing its entry into force from April 1st, 1938, to October 1st, 1939, and (2) by Law No. 89, of March 15th, 1939 (*Lovtidenden A*, No. 10, of March 25th, 1939), whereby the certificate required for the interruption of a pregnancy must be issued by an "institution provided for by the Law on Mothers' Aid Institutions".<sup>2</sup> In all the other passages in Law No. 163 in which mention was made of the "clinics" provided for under Article 9 of that law, the word "clinics" has been deleted or replaced by a reference to mothers' aid institutions. Articles 9 to 12 of Law 163 have been struck out.

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<sup>1</sup> For the text of Law No. 163, of May 18th, 1937, regarding pregnancy, etc., see document C.Q.S./P.E./C.I.22, *Legislative and Administrative Series*, No. 20.

<sup>2</sup> Law No. 119, of March 15th, 1939, on Mothers' Aid Institutions (*Lovtidenden A*, No. 12, of March 31st, 1939). This law was published in document C.Q.S./P.E./C.I.146, *Legislative and Administrative Series*, No. 132.

**France.**

*Abortion and Supervision of Lying-in Establishments.*—Decree of July 29th, 1939, Title II (*Journal officiel* of the French Republic, No. 178, of July 30th, 1939) (document C.Q.S./P.E./C.I.147, *Legislative and Administrative Series*, No. 133).

The decree strengthens the existing legislation punishing abortion and lays down supervisory measures for lying-in establishments; it is prohibited under penalties to open or direct a clinic or lying-in establishment or a private institution receiving pregnant women, even free of charge, without having first obtained the authorisation of the Prefect of Police in the Department of the Seine, or of the prefect in the other departments.

## 2. ADOPTION

**United Kingdom.**

*Regulation of the Adoption of Children.*—The Adoption of Children (Regulation) Act, 1939, of the United Kingdom (2 & 3 Geo. VI, c. 27) (document C.Q.S./P.E./C.I.157, *Legislative and Administrative Series*, No. 143).

Under this Act, it is not lawful for any body of persons to make any arrangements for the adoption of a child unless that body is an adoption society duly registered in conformity with the provisions of the Act, or a local authority. Regulations governing the application for, and the grant, refusal and cancellation of, registration under the terms of the Act are laid down, as well as regulations regarding the activities of the registered societies. No payment may be made or received by any person (not being a local authority) in respect of arrangements made by him for the adoption of a child, except in certain cases provided for in the Act in which the sanction of the court to which application for the adoption order is made has been obtained, and except for payments in respect of maintenance made by or to a registered adoption society. Provision is made for the supervision of certain adopted children by the welfare authorities. Restrictions are imposed on

advertisements concerning the adoption of children, and on the adoption of children by persons residing abroad.

The Secretary of State is empowered to make regulations in pursuance of the Act for regulating the conduct of negotiations for the adoption of a child, specifying the enquiries to be made by registered adoption societies in relation to the child and the adopter, etc. The inspection by registration authorities of the books and accounts of registered adoption societies is provided for, and penalties for infringements of the provisions of the Act are laid down. The Act applies to Scotland but does not extend to Northern Ireland.

## France.

### *Protection of the French Family and the French Birth Rate.*

—Decree of July 29th, 1939, Title II (*Journal officiel* of the French Republic, No. 178, of July 30th, 1939 (document C.Q.S./P.E./C.I.147, *Legislative and Administrative Series*, No. 133).

The eighth chapter of the first book of the Civil Code is annulled and superseded by the provisions of Article 101 of the decree.

Adoption may be effected only if there are sound reasons therefor and if it is beneficial to the party adopted; it may be effected only by persons of either sex over 40 years of age, who, at the time of adoption, must have no children or legitimate descendants, and who must, save in exceptional cases, be at least fifteen years older than the persons whom they propose to adopt.

The new provisions regulate the conditions of adoption, the rights and duties which it confers on the adopting and adopted persons and the rescission of adoption.

Legitimation by adoption is only permitted in favour of children under 5 years of age whose parents are unknown; it may not be applied for except jointly by a husband and wife who are not judicially separated and who are over 40 years of age and have no children or legitimate descendants; it confers on the beneficiary the same rights as if he were born of the marriage.

**Germany.**

*Arrangements for the Adoption of Children.*—Law of April 19th, 1939, concerning Arrangements for the Adoption of Children (*Reichsgesetzblatt*, No. 76, of April 22nd, 1939, page 795) (document C.Q.S./P.E./C.I.134, *Legislative and Administrative Series*, No. 122).

The law specifies the authorities which shall be responsible for the duty of arranging for the adoption of children. No other body or person, except persons connected by ties of kinship or otherwise standing in close personal relations to the adopter or the adopted person, shall be allowed to make such arrangements, which shall not in any case be made on a commercial basis. Persons contravening this law shall be sentenced to a money fine or to a term of imprisonment, or both.

*Fees for Official Medical Examinations in connection with Adoption.*—Circular of the Reich Minister of the Interior of March 16th, 1939 (IVa 4066 II/38 2011 f) (*Ministerialblatt des Reichs- und Preussischen Ministeriums des Innern*, column 607) (document C.Q.S./P.E./C.I.136, *Legislative and Administrative Series*, No. 123).

Certain functions, including functions in connection with the protection of hereditary and racial purity and advice on marriage, performed by the Public Health Offices under the Law of July 3rd, 1934, for the Unification of Public Health Offices are to be performed free of charge. The circular of the Reich Minister of the Interior of March 16th, 1939, states that the examination and certification of children and others for adoption is a function of the Public Health Office in connection with the protection of hereditary and racial purity. The principal point for examination must be the personal, and especially the hereditary, health of the parties and must include scrutiny of the parents and, in special cases, of other near kin. On the other hand, examination of the adopter or adopters, except in certain cases, is subject to the payment of a fee.

**Sweden.**

*Child Adoption.*—Law No. 186, of May 19th, 1939, amending the Law of June 14th, 1917 (No. 378) (*Svensk*

*Författningssamling*, May 26th, 1939) (document C.Q.S./P.E./C.I.130, *Legislative and Administrative Series*, No. 118).

This law states that the provisions embodied in Law No. 407, of June 11th, 1920, on Children born in Wedlock, by Law No. 186, of May 19th, 1939,<sup>1</sup> which relate to the appointment, rights and duties of guardians, shall apply *mutatis mutandis* to cases where a child has been adopted by a couple, or one member of a couple has adopted the other's child.

### 3. ASSISTANCE TO CHILDREN

#### Argentine Republic.

*Assistance to School-children.*—Presidential Decree of May 3rd, 1938 (document C.Q.S./P.E./C.I.123, *Legislative and Administrative Series*, No. 111).

This decree earmarks a sum of two million pesos, taken out of general revenue, for the purchase of clothing, food and medicaments for indigent children attending school. It includes the necessary provisions concerning the allocation and proper use of the credits.

*Supplementary Institutions for Education.*—Law No. 12558, of September 29th, 1938 (*Revista Parlamentaria*, No. 80, November 1938) (document C.Q.S./P.E./C.I.124, *Legislative and Administrative Series*, No. 112).

This law sets up a Committee, to work in co-operation with the National Council of Education, for supervising the physical and moral well-being of children of school age. The Committee is to deal more particularly with medical aid to school-children. The law enumerates the various forms of such assistance and specifies the Committee's powers.

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<sup>1</sup> For the text of Law No. 186, of May 19th, 1939, amending the Law of June 11th, 1920 (No. 407), on Children born in Wedlock (*Svensk Författningssamling*, May 26th, 1939), see document C.Q.S./P.E./C.I.129, *Legislative and Administrative Series*, No. 117.

It provides for the establishment, by the National Council of Education, of school-homes in places where local conditions clearly require their establishment. It contains instructions concerning the equipment and administration of these school-homes, the premises of which are to be used for holiday camps at the end of the school term.

For the purposes of the execution of the law, a "Fund for Educational and Health Work in Schools" is opened, consisting of appropriations from the general national budget and donations from private persons and institutions.

### Haiti.

*Institution of a Social Welfare Fund.*—Extracts from the Decree-Law, dated December 9th, 1938 (*Le Moniteur*, Official Journal of the Republic of Haiti, December 15th, 1938) (document C.Q.S./P.E./C.I.108, *Legislative and Administrative Series*, No. 98).

This decree-law provides for the constitution of a Social Welfare Fund with a view to the founding and upkeep in the principal towns of Haiti of homes for the destitute aged and infirm and of special establishments to receive and educate deserted, erring or delinquent children; the fund will give financial assistance, where necessary, to similar establishments already in existence.

The decree-law enumerates the contributions by which the resources of the Social Welfare Fund are to be made up and forbids the use of such funds for purposes other than those specified; it is further laid down that the founding, organisation and system of management of the homes and special establishments will be provided for and supervised by a special body attached to the National Hygiene and Public Welfare Service.

### Sweden.

*Government Grants towards the Provision of Meals for School-children*, Royal Proclamation No. 170, dated May 12th, 1939 (*Svensk Författningssamling*, Nos. 168-170, May 23rd, 1939) (document C.Q.S./P.E./C.I.128, *Legislative and Administrative Series*, No. 116).

This circular organises the distribution of the grant of 500,000 kronor voted by the Riksdag for the provision of

meals for school-children during the financial year 1939/40. It defines the conditions governing the allocation of a State grant to the school districts in rural areas which are to provide meals for school-children during the said financial year. It fixes the amount of the grant, which, as a rule, may not exceed 50% of the actual cost. Finally, it lays down the procedure to be followed by the school districts when applying for a State grant and specifies the duties of those whose applications are granted.

#### 4. CENTRALISATION (ADMINISTRATIVE) OF CHILD WELFARE WORK

##### Colombia.

*Functions of the Department of Child and Maternal Welfare.*

—Decree No. 378, dated February 17th, 1939 (*Diario oficial* of the Republic of Colombia, No. 24010, of March 1st, 1939) (document C.Q.S./P.E./C.I.113, *Legislative and Administrative Series*, No. 103).

All official or private institutions concerned with the assistance and welfare of mothers and children are placed under the direction and supervision of the Department of Child and Maternal Welfare of the Ministry of Labour, Public Health and Social Welfare, which further has the duty of encouraging the foundation of new organisations in this field.

By the decree, the Department is assigned the following functions: the conduct of demographic and public health surveys; the conduct of enquiries regarding pregnancy and pre-natal care; provision for the welfare of pregnant women workers; the organisation of courses of popular instruction in the principles of pre-nuptial and pre-natal hygiene, puericulture and domestic economy; the institution of schools of puericulture, nursing and social service. Particular attention is given to infant nutrition, with special reference to the conditions of production, handling and sale of milk, over which the Department is to exercise strict control.

The decree sets up a section for children of pre-school and school age, neglected, sick and abnormal children, which

is to be responsible for the application of all the legal measures already in force for the protection of children and young persons between the ages of 3 and 18, and also for the establishment, organisation and supervision of all institutions or services engaging in such work; in this connection, it enumerates the various types of curative, prophylactic, educational and re-educational work of which the section is to have charge.

### Italy.

*New Provisions concerning the Functioning of the National Association for the Protection of Mothers and Children.*— Legislative Decree of September 5th, 1938, XVI, No. 2008 (*Gazzetta ufficiale del Regno d'Italia*, of January 14th, 1939, XVII, No. 11) (document C.Q.S./P.E./C.I.162, *Legislative and Administrative Series*, No. 148).

Under the terms of this decree, the technical direction and co-ordination of all services for maternal and child welfare and assistance devolve on the Ministry of the Interior, which undertakes the supervision of the work of the National Association for the Protection of Mothers and Children, of the provincial federations subordinate thereto and of any other organisations, public or private, dealing with maternal and child welfare.

The National Association is to be administered by a central council, of which the decree specifies the composition. The method of appointment of the members of the council, its functions and the mode of administration of the provincial federations and of the special federations of the Government of Rome are also laid down.

### Venezuela.

*Reorganisation of the Child Welfare Council.* Presidential Decree, dated February 18th, 1939 (*Gaceta oficial de los Estados Unidos de Venezuela*, No. 19807, of February 20th, 1939) (document C.Q.S./P.E./C.I.118, *Legislative and Administrative Series*, No. 106).

This decree provides for the reorganisation of the Venezuelan Child Welfare Council to enable it to deal effectively with infant mortality and solve the problem of



the homeless child; the Council is to have its head offices in Caracas and will be attached to the Ministry of Home Affairs and to the Ministry of Health and Social Welfare in all matters falling within their competence as defined by law. The Council will act as a technical advisory body to the Federal Executive, States, municipalities and private bodies or individuals in all matters concerning the life, development and well-being of children and young persons. It is to possess legal personality and funds of its own, independent of the national Treasury. In addition, regional councils are to be set up in the capitals of all States and Federal territories. They will be subordinate to the Venezuelan Child Welfare Council and within their respective areas will pursue the same aims as the Council, to which they will submit annual reports. The National Council will appoint an executive committee from among its members and will set up technical commissions to study, organise and supervise the various activities assigned to them and report thereon to the Council.

The Venezuelan Child Welfare Council's chief functions will be the material, moral and legal protection of expectant mothers, mothers and newly born infants, children of pre-school, school and post-school age, and sick, abnormal, homeless, erring or delinquent minors and working mothers. It will be responsible, among other duties, for seeing to the strict observance of the provisions of the Code relating to minors.

## 5. CHILD WELFARE CODES AND GENERAL LEGISLATION

### Danzig.

*Amendment and Re-drafting of the Law of 1927 concerning the Welfare of Children and Young Persons.*—Decree of March 3rd, 1939 (*Gesetzblatt für die Freie Stadt Danzig*, No. 17, of March 11th, 1939) (document C.Q.S./P.E./C.I.119, *Legislative and Administrative Series*, No. 107).

The first section of the law in its amended form provides that every Danzig child has the right to an upbringing conducive to physical, moral and social soundness. Action

against the wishes of the person responsible for its education may, however, be taken only so far as is authorised by law. The public authorities for assistance to children and young persons may not intervene unless the family neglects its duties with regard to upbringing.

The second section relates to the authorities responsible for the welfare of children and young persons. These are the youth offices, of which one has been established in each urban or rural area, and the Central Youth Office, which is responsible for co-ordinating the activities of the various youth offices and helping them in their work. The decree describes in detail the composition and powers of these bodies, and the procedure for appeals against their decisions.

The protection of children entrusted to third parties is dealt with in the third section. Persons to whom children are entrusted may not, on pain of various penalties, receive them into their homes without having previously obtained a permit from the competent youth office. The decree defines the scope of this provision and states the exceptions to it. The Central Youth Office issues regulations governing the grant, expiry and withdrawal of such permits. Children entrusted to the care of third parties and all illegitimate children brought up by their mothers are placed under the supervision of the youth office.

The fourth section deals with the position of youth offices in guardianship matters. Any office may act as guardian (or it may delegate the performance of its guardianship powers to its individual members or officials) in the following forms: official guardianship, by operation of law, of illegitimate children and official guardianship by appointment in the cases defined in § 1773 of the Civil Code, if the conditions laid down in the decree are fulfilled. Further, the youth office must support the action of the guardianship tribunal in all measures connected with the persons of minors. It can propose to the tribunal the appointment of an individual guardian, and it systematically advises and assists guardians, persons appointed to help mothers in the exercise of the parental power, and curators in its district.

The decree authorises governing bodies of institutions under the administration of the State or of a public corporation, and governing bodies of private institutions or

of societies approved by the Central Youth Office, on application, to be appointed guardians.

Section V of the decree organises protective supervision and protective and re-educational training by the State, which is to be exercised if such measures appear desirable and sufficient to prevent the bodily, mental or moral neglect of minors. The cost of such training will be borne by the Free City of Danzig.

### **Ecuador.**

*Code of August 1st, 1938, relating to Minors.—(Registro oficial, First Year, No. 2, August 12th, 1938) (document C.Q.S./P.E./C.I.98, Legislative and Administrative Series, No. 92).*

The Code relating to Minors defines the persons who, for the purposes of the Code, are to be regarded as minors. It lays down the principle that all minors are entitled to State assistance and protection, whatever their social, financial, family or other circumstances, but that such protection must be afforded more particularly to orphans and to children of workers, police officers or cooks, who are deserted or neglected.

All matters relating to the persons and property of minors are governed by the provisions of the Code relating to Minors.

The co-ordinated action of the executive bodies responsible for social welfare is to ensure the minor's existence, from conception to majority, through a series of institutions, enumerated in the Code relating to Minors.

The executive bodies dealing with the assistance and protection of minors are the National Council for Minors, the public assistance authorities, the Directorate-General of Social Welfare Homes and the juvenile courts.

The Code defines the powers of each of the executive bodies. It sets up two courts for minors, in the cities of Quito and Guayaquil, and empowers the National Council for Minors to determine in what other cities there are to be similar courts. It determines the composition, powers, advisory organs and procedure of courts for minors. It also deals with the financial arrangements of institutions placed under the jurisdiction of the public assistance authorities and of social welfare homes.

## Venezuela.

*Code relating to Minors*, of January 10th, 1939 (Book I) (*Gaceta oficial* of Venezuela, No. 19773, of January 11th, 1939) (document C.Q.S./P.E./C.I.109, *Legislative and Administrative Series*, No. 99).

Book I of the Code deals with the obligations and rights of the State: it lays down the principle that the State shall be responsible for the supervision, education and full protection of minors under 18 years of age who are neglected or deserted. The obligation assumed by the State does not, however, extinguish the obligation of parents to maintain, educate and instruct their children or the obligations devolving upon the other persons referred to in the chapter of the Civil Code relating to maintenance. The Federal Executive is made responsible for establishing the necessary organisations and institutions, but this does not preclude the States of the Union or municipalities or private individuals from opening similar institutions for the protection and education of neglected or deserted minors.

The Code gives a definition of the minors to be regarded as neglected, deserted and in danger. It contains regulations for the employment of wet-nurses and places under State supervision any child put out to nurse or entrusted to a person not belonging to its family.

In the establishments set up by the State, minors receive moral and intellectual training and are given vocational guidance according to their particular aptitudes. 70% of the proceeds received by the establishments from the sale of articles made or produced for educational purposes revert to the minors in proportion to the amount of work done by them, the said 70% being deposited in a savings bank or invested in a similar manner; the remaining 30% goes towards the improvement of the institution.

Should the minor be declared to be deserted, or should he be convicted as a delinquent, and should the parents or guardians be guilty or have proved negligent, the minors' judge has the right to instruct the Public Prosecutor to apply for forfeiture of paternal authority or withdrawal of the powers of guardianship, on the grounds laid down in the Civil Code. The Code relating to Minors specifies the

penalties for offences under the provisions laid down in Book I.

Book II of the Code deals with Juvenile Courts.

## 6. CINEMA

### Belgium.

*Supervision of Cinematographic Films.*—Royal Decree of April 27th, 1939, amending the provisions relating to the supervision of cinematographic films (*Moniteur belge*, No. 152, of June 1st, 1939) (document C.Q.S./P.E./C.I.153, *Legislative and Administrative Series*, No. 139).

This decree, which replaces the Decree of February 25th, 1938,<sup>1</sup> provides for the establishment at the Ministry of Justice of a Board to be responsible for issuing the licences provided for in the Law of September 1st, 1920. The decree lays down the composition of the Board, whose members are appointed for two years by the Minister of Justice, and which is divided into sections of first instance and appeal sections. Each section of first instance or of appeal shall include a member selected from a list of three names drawn up by the magistrate of the Brussels Children's Court and a member representing the film industry, chosen from lists submitted by the trade organisations. Rules for the functioning of the sections of first instance are laid down. Films may be licensed subject to cuts or alterations, the procedure to be followed in such cases being prescribed in the decree, which also makes provision for appeals to be entered by the applicants and also by the President of the Board against decisions of the sections of first instance. The Board may authorise, without examination, the exhibition of films at particular performances, not organised for profit and having an exclusively educational or instructive character. Documentary and news films may be licensed without examination. Conditions governing the exhibition of films to minors under 16 years of age are given.

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<sup>1</sup> See the text of the Royal Decree of February 25th, 1938, amending, supplementing and co-ordinating the provisions relating to the supervision of cinematographic films in Belgium (*Moniteur belge*, of March 9th, 1938), in document C.Q.S./P.E./C.I.75, *Legislative and Administrative Series*, No. 68.

## France — Colonies.

### MADAGASCAR

*The Educational Cinema.*—Decree of March 25th, 1938, setting up a commission to be known as the Commission for the Educational Cinema (*Journal officiel* of Madagascar and Dependencies, April 9th, 1938) (document C.Q.S./P.E./C.I.155, *Legislative and Administrative Series*, No. 141).

By this decree, a commission, to be known as the Commission for the Educational Cinema, is set up at Antananarivo, under the chairmanship of the Governor of the Colonies, to study and organise the utilisation of the cinema as a means of instruction. The composition of the commission is laid down in the decree.

## Italy.

*Institution of an Autonomous Film Library for School Cinemas.*—Royal Decree-Law No. 1780, dated September 30th, 1938-XVI (*Gazzetta ufficiale del Regno d'Italia*, No. 273, of November 30th, 1938-XVII) (document C.Q.S./P.E./C.I.111, *Legislative and Administrative Series*, No. 101).

An autonomous film library for school cinemas is to be established at the Ministry of National Education, with political, educational, didactic, scientific and artistic aims. The film library possesses juristic personality.

After indicating the financial resources to be placed at the film library's disposal for the development of its activities, the decree provides that it shall be under the control of an administrative board, the composition and functions of which are set out in detail. The administrative board is to appoint the technical board and the two committees by which the latter board will be assisted in its work; the decree defines the composition and functions of each of those bodies.

The decree further provides for the co-operation of the I.U.C.E. Institute with the film library and entrusts to the institute, subject to conditions to be determined by a special agreement, all matters relating to the production,

acquisition and reduction of films and slides, the printing of copies thereof and their distribution and sale in Italy or abroad, together with the custody and preservation of negatives.

## 7. DEMOGRAPHY

### France.

*Protection of the French Family and of the French Birth Rate.*—Decree of July 29th, 1939, Title II (*Journal officiel* of the French Republic, No. 178, of July 30th, 1939) (document C.Q.S./P.E./C.I.147, *Legislative and Administrative Series*, No. 133).

The decree provides for instruction in demographic problems at all stages of education and in all educational establishments, whether public or private; it authorises the Minister of National Education to institute a service for the medical supervision of the pupils in secondary schools for boys and girls, and to empower departments and communes to institute similar services in *collèges* (private secondary schools), secondary courses, higher elementary schools and technical schools. The institution of medical supervision services shall not entail the creation of any public administrative posts.

### Italy.

*Demographic Increase of the Nation.*—Law No. 1, dated January 3rd, 1939-XVII: Conversion into law, with amendments, of Royal Legislative Decree No. 1542, dated August 21st, 1937-XV, concerning provisions for the demographic increase of the nation (*Gazzetta ufficiale del Regno d'Italia*, No. 10, of January 13th, 1939-XVII) (document C.Q.S./P.E./C.I.132, *Legislative and Administrative Series*, No. 120).

Royal Legislative Decree No. 1542<sup>1</sup> is, by this law, converted into a law with certain amendments.

The age-limit for the granting of family loans is raised,

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<sup>1</sup> See text of Royal Legislative Decree No. 1542, of August 21st, 1937-XV (*Gazzetta ufficiale del Regno d'Italia*, No. 215, September 15th, 1937-XV, page 3449) in document C.Q.S./P.E./C.I.45, *Legislative and Administrative Series*, No. 40.

in favour of husbands who have served outside the Kingdom, in the armed forces as volunteers or as reservists recalled to the colours, by an amount equal to the length of such service; provision is made for the cancellation of portions of such loans and the extension of the period of repayment on the birth of each child up to a total of four, when the whole amount outstanding is extinguished, and for the adjustment of the period of repayment in the case of still-births, natural or therapeutic abortions, or the death of the child within five days of birth; persons already in receipt of marriage bonuses from the State or other institutions or undertakings are precluded from contracting family loans.

Penalties are laid down for infringements of the provisions of the decree and of the regulations governing its application; the bachelors tax is applied to new categories and the provisions regarding the raising of the age-limit applicable to married candidates taking part in open competitions for posts in State administrations, including autonomous bodies, are extended to competitions open only to persons already employed in State administrations, including autonomous bodies, when age-limits are specified for admission to such competitions.

## 8. EDUCATION AND VOCATIONAL TRAINING

### Argentine Republic.

*Supplementary Institutions for Education.*—Law No. 12558, of September 29th, 1938 (*Revista Parlamentaria*, No. 80, of November 1938) (document C.Q.S./P.E./C.I.124, *Legislative and Administrative Series*, No. 112).

The law lays down that employers or undertakings employing parents, guardians or other persons responsible for children of school age shall be obliged to defray the cost of school premises in the establishment, works or factory if the children are unable to attend a school belonging to a public authority on account of distance or other material difficulties, provided they are not less than ten in number. This obligation is to be enforced by decision of the National Council of Education.



## United Kingdom.

*Education of Evacuated School-children in Time of Emergency.*—Circular 1469 (May 19th, 1939) of the Board of Education (document C.Q.S./P.E./C.I.125, *Legislative and Administrative Series*, No. 113).

The circular begins by referring to the fact that the country has been scheduled, for the purpose of the Government evacuation scheme, into evacuation areas, neutral areas and reception areas. It then reviews the special problems which will arise for the local education authorities of the evacuation and reception areas and the nature of the measures by which they can best be met. The problems in question concern educational arrangements in receiving areas, financial responsibility, initial closure of schools, supply of school materials, the cases of special school-children and nursery school-children, arrangements for school medical service, communal meals and general welfare of children.

## Northern Ireland.

*Education Act (Northern Ireland), 1938* (2 Geo.VI, c. 20) (document C.Q.S./P.E./C.I.95, *Legislative and Administrative Series*, No. 87).

The Act provides that parents shall be required to send their children to school up to the age of 15, unless there is some reasonable excuse; the provisions of the principal Act relating to school attendance (the Education Act (Northern Ireland), 1923) are not, however, to apply to any child who has attained the age of 14 and in respect of whom there has been granted, in accordance with the relevant provisions of the principal Act, an employment certificate, a certificate of domestic necessity or a certificate as to the absence of school accommodation.

## Ecuador.

*Elementary and Secondary Education.*—Extracts from the Law of April 8th, 1938 (*Registro oficial*, Nos. 151 and 152,

of April 29th and 30th, 1938) (document C.Q.S./P.E./C.I.104, *Legislative and Administrative Series*, No. 95).

The parts of the law considered here deal with education in general, pre-school education, elementary education and continuation schools.

By the terms of the law, education in general is to be regarded as a primordial function of the State, responsibility for which is to rest with the Ministry of Education. Official education will be essentially secular and lay and, with the exception of secondary and higher education, is to be free; elementary education is to be compulsory and also attendance at continuation schools in cases where those concerned do not attend secondary schools.

Pre-school education is to be given in kindergartens which will be regarded as observation and study centres and conducted by specially trained staff.

The law defines the aims of elementary education and provides that attendance at elementary schools, of which there are to be two types—urban and rural—is to be compulsory for minors from 6 to 14 years of age.

Provision is made for the establishment of continuation schools to give adequate training in manual and industrial arts to pupils who are not in a position to attend a secondary school.

The law further deals with compulsory school attendance; provision is made for the drawing-up by the Ministry of Education and for the distribution to the offices of provincial directors of education of pupils' cards to be used to check the attendance of pupils at elementary schools; it lays down the penalties to which parents, custodians or employers will expose themselves by failure to send to school the children for whom they are responsible. Exemption will, however, be granted in certain special cases. An educational census is further to be taken annually throughout the Republic.

## France—Colonies.

### FRENCH INDO-CHINA

*Establishment of a Standard Type of Rural School in the Colony.*—Order by the Governor-General, dated

July 9th, 1938 (*Journal officiel* of French Indo-China, of August 20th, 1938) (document C.Q.S./P.E./C.I.93, *Legislative and Administrative Series*, No. 88).

This order provides for the establishment in Indo-China of a type of rural school to replace, in certain specific cases, the official elementary school. Its aim will be to provide young people of both sexes with the requisite schooling and with proper training for a better material existence. A farm-garden and suitable premises for wood- and iron-working activities are to be attached to the school. The curriculum, which will be that of lower elementary education in a highly simplified form, will be of an essentially practical character, leading up to the certificate for elementary rural studies, which will be awarded by examination. The teachers in rural schools are to be known as rural instructors (*instructeurs d'enseignement rural*); they will be appointed by local administrative chiefs and engaged under contract.

### Germany.

*Compulsory School Attendance.*—First Decree in execution of the Reich Law of March 7th, 1939 (*Reichsgesetzblatt I*, No. 43, of March 10th, 1939, page 438) (document C.Q.S./P.E./C.I.138, *Legislative and Administrative Series*, No. 125).

As was provided for in the Law of July 6th, 1938,<sup>1</sup> concerning Compulsory School Attendance in the German Reich, this decree lays down legal and administrative regulations supplementary to and in enforcement of the law. The obligation to attend school applies only to children and young persons of German nationality; foreigners and Stateless persons are not so obliged, save, in the case of the former, in so far as otherwise provided for under international treaties. Rules are laid down governing admission to school before or after the usual age of 6 years, as well as the variation, in special cases, of the normal attendance period of eight years.

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<sup>1</sup> See the text of the Reich Law concerning Compulsory School Attendance (*Reichsgesetzblatt I*, page 799) (document C.Q.S./P.E./C.I.88, *Legislative and Administrative Series*, No. 81).

The obligation to attend school is, in principle, fulfilled by attendance at a public elementary school. Rules are given for determining the persons responsible for the fulfilment of the obligation, for the use of constraint where necessary, and for the institution of proceedings against those responsible in cases of failure to discharge the obligation.

The decree further provides, in places where attendance at school is extended by law from seven to eight years as from the school year 1939/40, for the release from the obligation to attend school of children having attained the age of 14 years but not having completed eight full years' attendance, where this is necessitated by a shortage of juvenile labour which cannot otherwise be remedied.

## 9. FAMILY WELFARE

### (a) CIVIL STATUS

#### France.

*Protection of the French Family and of the French Birth Rate.*—Decree of July 29th, 1939, Title II (*Journal officiel* of the French Republic, No. 178, dated July 30th, 1939) (document C.Q.S./P.E./C.I.147, *Legislative and Administrative Series*, No. 133).

Certain provisions of this decree supersede, amend and supplement the clauses of the Civil Code, concerned with adoption and with legitimation by adoption.

#### Germany.

*Unification of Laws concerning Marriage and Divorce in the Province of Austria and in the Rest of the Territory of the Reich.*—Law, dated July 6th, 1938 (*Reichsgesetzblatt I*, 1938; page 807), and Decree, dated July 27th, 1938, supplementary to and in enforcement of that law (*Reichsgesetzblatt I*, 1938, page 923) (document C.Q.S./P.E./C.I.91, *Legislative and Administrative Series*, No. 85).

The Law of July 6th, 1938, provides that no man under 21 years of age and no woman under 16 shall contract marriage. Exemption from this rule may, however, be granted, though not to a man under the age of 18 and still

under parental power or guardianship. Minors or persons whose capacity to enter into contracts is limited may not marry without the consent of their legal representatives or of the persons entitled to custody of them. Should such consent be refused, it may, on the application of the person requiring it, be given instead by the guardianship judge.

The law enumerates the bars to marriage, the period during which remarriage is not permissible and the obligations to be discharged by any person desiring to contract marriage towards his or her legitimate children who are still under age.

The law declares the children of marriages which are void under the law for the protection of the German race and German honour and the law for the eugenic protection of the German people to be illegitimate.

In the case of divorce, the law fixes the amount to be contributed by each spouse towards the maintenance of the children of the dissolved marriage and lays down rules regarding the custody of such children; it defines the powers of the guardianship court, which include that of settling in detail the personal relationships between parents and children.

The Decree of July 27th, 1938, empowers the guardianship court or the authorities having jurisdiction over the betrothed person and competent in the matter of applications for a declaration of majority to grant exemption from the age qualification for marriage; it defines the circumstances in which exemption is to be refused and indicates to which authorities an appeal may be taken against such decisions. It fixes the fees to be charged for exemption and provides that they may be reduced or waived in consideration of the financial position of those concerned.

The decree also introduces certain amendments into the Civil Code.

#### (b) PENAL QUESTIONS

##### France.

*Protection of the French Family and of the French Birth Rate.*—Decree of July 29th, 1939, Title II (*Journal officiel* of the French Republic, No. 178, of July 30th,

1939) (document C.Q.S./P.E./C.I.147, *Legislative and Administrative Series*, No. 133).

The decree amends and strengthens the provisions of the Criminal Code regarding abortion; it contains measures relating to the supervision of lying-in establishments; it provides penalties for certain forms of offences against morality, amends the system of traffic in poisonous substances and strengthens the possibilities of combating alcoholism.

### (c) MEASURES OF AN ECONOMIC CHARACTER

#### Belgium.

*Family Allowances in Involuntary Unemployment.*—Royal Order No. 345, of June 10th, 1939, amending the regulations concerning involuntary unemployment (*Moniteur Belge*, No. 179, of June 28th, 1939) (document C.Q.S./P.E./C.I.133, *Legislative and Administrative Series*, No. 121).

Article 43 of the Royal Order of May 31st, 1933,<sup>1</sup> laying down the amounts of allowances payable to unemployed persons who are heads of families in respect of housewives and children dependent on them is replaced by the text of this order. It increases the sums allowable for both kinds of dependents and defines the various categories of children in respect of whom allowances may be granted.

#### Danzig.

*Grant of Children's Allowances to Large Families.*—Decree, dated October 29th, 1938, and Regulations in execution (*Gesetzblatt für die Freie Stadt Danzig*, No. 72, of November 3rd, 1938) (document C.Q.S./P.E./C.I.96, *Legislative and Administrative Series*, No. 90).

The decree, which has force of law, provides that allowances may be granted on application to the children of

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<sup>1</sup> For the text of the Royal Order to vary the system of insurance against involuntary unemployment, dated May 31st, 1933, see *Moniteur belge*, June 1st, 1933, No. 152, page 2839; errata: *Moniteur belge*, June 16th, 1933, No. 167, page 3100. This order was published by the International Labour Office in *Legislative Series*, 1933, Belgium 4.

large families. The regulations lay down detailed rules for the application of the decree.

Under the regulations, current allowances may be granted to any family including three or more children who have not completed their sixteenth year of age; the parents must be citizens of Danzig having rights of citizenship, and must be of satisfactory moral character and free from any serious physical defect or taint (this also applies to the children in respect of whom an allowance is applied for); the income and capital of the family must not exceed a specified maximum. For this purpose, the regulations lay down the manner in which the income and property of the applicants are to be computed and the circumstances in which an appeal may be brought against the assessment of the income. The expression "parents" shall be deemed to include step parents, adoptive parents and foster parents.

The regulations fix the monthly amount of the allowances and contain provisions regarding the application procedure and the date and manner of payment of the allowances. In certain circumstances, exceptional current allowances may be granted. It is laid down that allowances may not be transferred or pledged, except for arrears in the payment of rent, but even then only for those in respect of the last two complete calendar months before the alienation of the claim or the action brought for the collection of the rent.

The regulations also enumerate the duties of recipients of allowances.

## France.

*Protection of the French Family and of the French Birth Rate.*—Decree of July 29th, 1939, Title 1 (*Journal officiel* of the French Republic, No. 178, of July 30th, 1939) (document C.Q.S./P.E./C.I.149, *Legislative and Administrative Series*, No. 135).

Title 1 of this decree (Articles 1-81) relates to assistance to families and deals in detail with the following subjects :

1. Bounties for first births, which are awarded at the birth of the first child of French nationality, if born viable and legitimate, provided the birth occurs within two years of the celebration of the marriage.

2. Family allowances that may be claimed by wage-earners, irrespective of the occupation or category of the employer for whom they work, by officials and employees of public services, by employers and independent workers in industrial, commercial, liberal and agricultural occupations, by *métayers* and by all who derive their chief means of existence from work in some occupation.

3. Special provisions relating to the peasant family, such as loans for the purpose of setting up young married couples in their homes, and the deferred wage contracts provided for agriculturists' descendants who, being over 18 years of age, participate directly and effectively in the undertaking, without being associated with either the profits or the losses, and who have been receiving no money wages in return for their collaboration.

4. The family assistance which may be granted in respect of children for whom any head of family or person assimilated thereto is responsible, having to provide for one or more children who are of French nationality, or who have definitely acquired such nationality, and not having the necessary means to support them.

*Protection of the French Family and the French Birth Rate.—*

Measures for the application of the Decree of July 29th, 1939 (*Journal officiel* of the French Republic, No. 314, of December 18th, 1939, pages 14026 to 14027) (document C.Q.S./P.E./C.I.173, *Legislative and Administrative Series*, No. 157—Note).

By this document, the Information Centre drew attention to the promulgation of a "Decree governing Procedure for the Application of the Decree of July 29th, 1939", concerning the French Family and the French Birth Rate. In view of its length, the Information Centre did not think it necessary to publish this decree.

**Germany.**

*Provision of Housing Accommodation for Large Families.—*

Administrative Decree of April 20th, 1939 (*Reichsgesetzblatt I*, page 815) (document C.Q.S./P.E./C.I.127, *Legislative and Administrative Series*, No. 115).

In virtue of this decree, the responsible authorities are empowered to require any lessor to lease a certain number



of dwellings, as they become free, to large families. The lessor is free to choose which large families to take as tenants. Should he not find any, however, the competent authority must be notified and it will then designate a suitable large family for the dwelling which is to let. Failure to comply with the provisions renders the offenders liable to fines of which the proceeds are to be used to reduce the cost of construction of new dwellings for large families.

*Family Assistance.*—Decree, dated September 1st, 1939, concerning Family Assistance in connection with the Evacuation or Clearing of Dangerous Areas or Dwellings as the result of Special National Defence Measures (*Reichsgesetzblatt I*, of September 15th, 1939, No. 178, page 1761) (document C.Q.S./P.E./C.I.160, *Legislative and Administrative Series*, No. 146).

The decree gives, as is provided for in the Law of March 30th, 1936, concerning Family Assistance, regulations for the payment of family assistance in connection with special national defence measures. Persons who lose their means of livelihood in consequence of the evacuation or clearing by order of the authorities of dangerous areas or dwellings as the result of special national defence measures shall receive family assistance in accordance with the Decree of September 1st, 1939, concerning family assistance in connection with special national defence measures (*Reichsgesetzblatt I*, page 1563), completed and amended as laid down in the present decree. Persons in receipt of such assistance may be required by the Ministry of the Interior to receive it only at a place of residence designated by the authorities.

## 10. HYGIENE

### Belgium.

*Medical Inspection in Schools and the Health Record Book.*—Royal Decree of September 12th, 1938, amending the Royal Decree of March 25th, 1921, on the same subjects (*Moniteur belge*, of September 23rd, 1938) (document

C.Q.S./P.E./C.I.126, *Legislative and Administrative Series*, No. 114).

This decree renders compulsory the use of the health record book issued by the Ministry of the Interior and Public Health and so set out as to enable a check to be kept on the person in question all through his life. If the parents so desire, the record book may be drawn up by a doctor chosen by them and at their expense. It is the property of the person in whose name it is made out and must be kept by the family. The medical inspectors keep a medical record-card, which they are responsible for retaining in their possession. They supply on their own responsibility information which may be of use to the pupil and for which elementary school inspectors and members of the teaching profession may ask them, provided that such information does not violate the requirements of professional secrecy.

The Decree of September 12th, 1938, cancels the Decree issued on May 9th, 1921, by the Minister of Education, which laid down the form of health record book to be used in elementary schools.

## 11. LEISURE AND RECREATION

### Belgium.

*Conditions with which Playing-fields must comply in order to secure and retain Government Approval.*—Royal Decree, dated December 5th, 1938, supplementary to the Royal Decree of June 12th, 1937 (*Moniteur belge*, of December 26th, 27th and 28th, 1938) (document C.Q.S./P.E./C.I.114, *Legislative and Administrative Series*, No. 104).

This decree is supplementary to the Royal Decree of June 12th, 1937, on Physical Education and Sport,<sup>1</sup> which lays down the conditions with which playing-fields must comply in order to secure and retain Government approval, and introduces into Article 8(a) of the latter enactment

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<sup>1</sup> For the text of the Royal Decree of June 12th, 1937, on Physical Education and Sport, see document C.Q.S./P.E./C.I.78, *Legislative and Administrative Series*, No. 71.

provisions whereby the lump-sum Government grant to playing-fields is to be based, in the first place, on the annual attendance; it is also designed to cover, in addition to the overhead charges enumerated in Article 8(a) of the Decree of 1937, the rent of the playing-field and of the installations, where appropriate, together with the management expenses directly connected with the use of the playing-field, insurance (fire, accidents, staff and children) and the purchase of pharmaceutical articles.

### France.

*Holiday Settlements, Holiday Camps and Open-air Organisations.*—Order of the Minister of Public Health of February 28th, 1939 (*Journal officiel* of the French Republic, of March 4th, 1939) (document C.Q.S./P.E./C.I.165, *Legislative and Administrative Series*, No. 149).

This order lays down rules in regard to the allocation and amount of the lump-sum grants payable from the budget of the Ministry of Public Health for the subsistence of children in holiday settlements, holiday camps and other open-air organisations, and specifies the documents to be included in the files submitted in support of applications for such grants.

### Portugal.

*Attendance of Minors at Public Performances.*—Law No. 1974, dated February 16th, 1939 (*Diario do Governo*, No. 39, of February 16th, 1939) (document C.Q.S./P.E./C.I.105, *Legislative and Administrative Series*, No. 96).

Under the terms of the law, the attendance of minors under 6 years of age at public performances is, in general, prohibited.

The law classifies theatrical and cinema performances as *performances for minors* and *performances for adults*, and lays down rules regarding the attendance of minors at both classes of entertainment.

Provision is made for the establishment of penalties for parents or undertakings infringing the rules laid down by the Entertainments Inspection Board, minors without

family being entrusted to the care of the Child Welfare Board. It is further provided that the services for the censorship and inspection of public performances are to be reorganised and unified, so as to bring them to the highest possible degree of efficiency.

### Turkey.

*Physical Training.*—Extracts from the Law of July 7th, 1938<sup>1</sup> (document C.Q.S./P.E./C.I.107, *Legislative and Administrative Series*, No. 97).

A Directorate-General of Physical Education, attached to the Presidency of the Council and having the prerogatives of juristic personality, is established to organise and direct all efforts devoted to sport, gymnastics and other bodily exercises designed to increase the physical powers and moral qualities of the citizen in accordance with the principles of national progress. The headquarters of the Directorate-General are at Ankara.

All the youth of the country are required, in their leisure hours, to take part in physical training and attend sports clubs.

## 12. MAINTENANCE CONTRIBUTIONS

### Belgium.

*Family Desertion.*—Law of January 17th, 1939, amending the Law of January 14th, 1928, as amended by the Law of May 30th, 1931 (*Moniteur belge*, February 2nd, 1939, No. 33) (document C.Q.S./P.E./C.I.115, *Legislative and Administrative Series*, No. 105).

This law increases the penalties applicable to any person who, having been ordered, by a judicial decision not subject to appeal or opposition, to pay a maintenance allowance for his spouse, descendants or ascendants, fails to comply with such decision. *Inter alia*, it reduces from three to two months the period after which wilful default on the payment of an allowance will be punished by imprisonment

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<sup>1</sup> A French translation of the law was published in the *Bulletin mensuel de l'Office international d'Hygiène publique*, for January 1939.

varying from eight days to two months and a fine of 50 to 500 francs, or either of such penalties, without prejudice to the application of severer penalties.

### 13. MATERNITY AND INFANT WELFARE

#### Argentine Republic.

*Powers and Duties of the Maternity and Child Welfare Service.*—Decree No. 5520, dated June 8th, 1938, issuing Regulations giving effect to Law No. 12341 setting up a Maternity and Child Welfare Service under the National Health Department (*Bulletin of the Ministry of the Interior, National Health Department, Maternity and Child Welfare Service, Law No. 12341 and decrees in application, Buenos Aires, 1938*) (document C.Q.S./P.E./C.I.150, *Legislative and Administrative Series, No. 136*).

The decree defines the powers and duties of the Maternity and Child Welfare Service (set up by Law No. 12341), which is placed under the authority of a director appointed by the Executive on the proposal of the National Health Department and responsible to the Presidency of that Department.

The Maternity and Child Welfare Service's chief task, it is provided, will be the care of mothers before, during and after childbirth, and of children up to the age of 6, other than those placed under judicial authority or guardianship or in public institutions. The Service will consist of seven divisions dealing respectively with hygiene and social service inspection and legislation, eugenics and maternity, infants, children from 2½ to 6 years of age, sick, abnormal and necessitous children and dental care.

The decree enumerates the powers and functions of each division.

#### United Kingdom—Colonies.

##### CEYLON

*Maternity Benefits and Employment of Women Workers.*—Ordinance No. 32, of 1939, to make provision for the payment of maternity benefits to women workers and

for other matters incidental to the employment of such women before and after their confinement (*Ceylon Government Gazette*, No. 8472, August 11th, 1939) (document C.Q.S./P.E./C.I.154, *Legislative and Administrative Series*, No. 140).

Employers in Ceylon are, by this ordinance, forbidden knowingly to employ a woman worker at any time during the period of four weeks immediately following her confinement, and are further placed under a general obligation to pay maternity benefit, at a rate prescribed in the ordinance, to women workers in their employ during a maximum period of two weeks up to and including the day of their confinement and the four weeks immediately following. The benefit to which a woman worker would be so entitled is forfeited if she works in any employment after she has been permitted by her employer to absent herself. A qualifying period of employment of the worker with the employer concerned is laid down, together with conditions governing the duration of the period for which benefit shall be paid. The ordinance gives detailed regulations concerning the time-limits within which women may notify their employers of their confinement or expected confinement, provides safeguards against their dismissal and ensures the preservation of their rights to maternity benefits. Provisions for the inspection of places of employment with a view to the detection of infringements of the terms of the ordinance, together with the penalties to which offenders are liable and the procedure for their prosecution, are laid down, and the Executive Committee of Labour, Industry and Commerce is empowered to issue regulations in execution of the ordinance.

### Chile.

*Regulations on Private Maternity Homes.*—Decree of December 14th, 1938 (*Diario oficial*, of December 23rd, 1938) (document C.Q.S./P.E./C.I.142, *Legislative and Administrative Series*, No. 128).

For the purposes of the regulations contained in this decree, all doctors' or midwives' residences or premises in which obstetrical assistance is given to one or more persons, together with premises for midwives' consultations, are

considered to be private maternity homes. Obstetrical assistance is deemed to include pregnancy, confinement, childbirth, the puerperal period and the professional care of abortion cases.

Every private maternity home must be duly authorised by the Directorate-General of Health before it is equipped and opened. Existing authorised maternity homes must apply for a renewal of their authorisations within a stated period of the publication of the decree, such renewal to be dependent on full compliance with the regulations therein contained. Applications for authorisation must be accompanied by full particulars concerning the establishment and its staff, as laid down in the decree. The decree contains, *inter alia*, regulations concerning the registers to be kept by the homes. It provides for their inspection by duly authorised inspectors. It states that minors may not be received as in-patients without the written consent of the husband, father or person having the custody of such minors. In the case of the in-treatment of a woman whose pregnancy is to be interrupted, an order in writing, signed by three doctors, one of whom must be a qualified obstetrician, that such interruption is essential shall be required. Cases of puerperal fever must be notified to the Directorate-General of Health.

### Denmark.

*Mothers' Aid Institutions.*—Law No. 119, of March 15th, 1939 (*Lovtidenden A*, No. 12, of March 31st, 1939) (document C.Q.S./P.E./C.I.146, *Legislative and Administrative Series*, No. 132).

The law provides for the establishment of mothers' aid institutions, with the object of granting personal, social and legal assistance, including economic and medical assistance, during pregnancy and after childbirth.

It is the duty of the mothers' aid institutions to grant accommodation facilities to unmarried mothers and to defray the expenditure incurred as far as may be necessary.

The mothers' aid institutions can, in so far as may be necessary, establish homes for expectant mothers and maternity homes with the approval and in accordance with the instructions of the Minister of Social Welfare. The

law lays down the form which intervention by the institutions may take if a pregnant woman who wishes to interrupt her pregnancy applies, of her own accord, to them, and it authorises them, in so far as their financial position permits, to help mothers to make satisfactory arrangements for their confinement and for the subsequent period.

The law contains provisions relating to the organisation of the mothers' aid institutions and their expenses, which are borne partly by the State Treasury and partly by the district communes and market towns within the sphere of operation of the mothers' aid institution.

Finally, a joint council for mothers' aid, the composition of which is specified and the cost of which is to be borne by the Treasury, is to be established at the instance of the Minister of Social Welfare, in order to provide him with advisory opinions with regard to the execution of the law.

*Offences in respect of Morals and Bodily Injuries.*—Law of March 15th, 1939, amending the Danish Criminal Code of April 15th, 1930 (No. 87, *Lovtidenden A*, No. 10, of March 25th, 1939) (Relevant extracts published in document C.Q.S./P.E./C.I.168, *Legislative and Administrative Series*, No. 152).

The Law of March 15th, 1939, amends, *inter alia*, Articles 244 and 245 of the Danish Criminal Code, dealing with offences of assault and bodily injury, particularly with a view to improving the protection of expectant mothers against such offences and modifying the penalties applicable to certain classes of cases.

## France.

*Protection of the French Family and of the French Birth Rate.*—Decree of July 29th, 1939, Title II (*Journal officiel* of the French Republic, No. 178, of July 30th, 1939) (document C.Q.S./P.E./C.I.147, *Legislative and Administrative Series*, No. 133).

The decree instructs the prefects, with the concurrence of the General Council, to designate the public institutions described as "maternal homes" which are to admit, without special formality, women who are at least seven



months pregnant and mothers with their newly born children. The conditions of accommodation and length of residence after confinement, which may not exceed one year, shall be specified in the same manner.

*Protection of Mothers and of Children under School Age.*— Order of the Minister of Public Health, of February 28th, 1939 (*Journal officiel* of the French Republic, of March 4th, 1939) (document C.Q.S./P.E./C.I.167, *Legislative and Administrative Series*, No. 151).

This order defines the method of calculating the lump-sum grants payable out of the budget of the Ministry of Public Health for the protection of mothers and of children under school age. It enumerates the organisations, societies and unions of societies entitled to such grants and specifies the documents to be included in the files submitted in support of applications therefor.

### Germany.

*Midwives.*—Law, dated December 21st, 1938 (*Reichsgesetzblatt I*, 1938, page 1893) (document C.Q.S./P.E./C.I.103, *Legislative and Administrative Series*, No. 94).

By the terms of this law, every woman in the German Reich will be entitled to the services of a midwife before, during and after confinement, and every expectant mother will be under an obligation to make timely application for the assistance of a midwife. Every medical man will be required to see that a midwife is called in to assist at a confinement. The only persons allowed to give assistance at confinements will be midwives authorised by the competent authority to practise and holding a permit of establishment.

All midwives in the Reich, it is provided, are to be under the supervision of the director of the Reich Health Office and are to belong to the Reich Corporation of Midwives; they must give assistance to all women requiring it, irrespective of their social station or material circumstances.

The Reich Minister of the Interior is empowered to fix an age-limit for midwives at which the authorisation to practise and the permit of establishment will lapse. The

law enumerates the cases in which the authorisation to practise is to be refused, those in which it is to be, or may be, withdrawn, and those in which it may be restored. The practice of midwifery by Jewesses is prohibited.

Midwives holding permits of establishment are guaranteed a minimum annual income varying according to their family circumstances. The fees payable for their services are to be fixed by tariffs drawn up in accordance with the instructions of the Reich Minister of the Interior and Minister of Finance. Certain changes for the benefit of midwives are introduced into the Reich Insurance Code and the Employees' Insurance Law.

The law further provides for the issue by the Reich Minister of the Interior of regulations defining the professional duties of midwives, admission to schools of midwifery, the training of midwifery candidates, midwifery examinations, supplementary examinations and supplementary training courses.

## Sweden.

*Training of Midwives.*—Regulations, dated May 13th, 1938 (No. 191) (*Svensk Författningsamling*, of May 31st, 1938) (document C.Q.S./P.E./C.I.148, *Legislative and Administrative Series*, No. 134).

Schools of midwifery are placed under the authority of the Medical Board and all pupils will be given board and lodging in the schools at State expense throughout the course of theoretical training.

The principal of each school will be the chief medical officer of the maternity hospital to which the school is attached; he will be appointed by the King, on the proposal of the Medical Board. The Regulations define the powers, duties and rights of the principal and members of the teaching staff. They further lay down the conditions for the admission of pupils, who, with the exception of those who have taken the full course at a recognised school for sick-nurses, must serve a probationary period of one month before final admission.

The Regulations fix the length of the training at eleven months and lay down the syllabus of the theoretical and

practical courses. The diploma issued by the schools to pupils who pass the final examination carries with it the right to practise as a midwife.

## 14. OFFENCES AGAINST THE MORALS, OR TAKING ADVANTAGE, OF THE WEAKNESS OF CHILDREN

### United Kingdom—Colonies.

#### STRAITS SETTLEMENTS

*Infanticide.*—Ordinance No. -11, of 1939, amending the Penal Code of the Straits Settlements (Chapter 20 of the Revised Edition) (Straits Settlements *Government Gazette*, May 19th, 1939) (document C.Q.S./P.E./C.I.120, *Legislative and Administrative Series*, No. 108).

This ordinance specifies certain cases in which a woman is declared guilty of the offence of infanticide, instead of murder, and inserts in the Penal Code provisions defining cases of incest and fixing the penalties applicable thereto.

### Denmark.

*Offences in respect of Morals and Bodily Injuries.*—Law of March 15th, 1939, amending the Danish Criminal Code of April 15th, 1930 (No. 87, *Lovtidenden A*, No. 10, of March 25th, 1939) (Relevant extracts published in document C.Q.S./P.E./C.I.168, *Legislative and Administrative Series*, No. 152).

The Law of March 15th, 1939, makes amendments, *inter alia*, in Articles 222, 234 and 236 of the Danish Criminal Code, dealing with offences against the morals of children, with a view to improving the protection of children against such offences and modifying the penalties applicable thereto.

## France—Colonies.

### FRENCH WEST AFRICA

*Native Marriages.*—Order of June 21st, 1939, promulgating, in French West Africa, the Decree of June 15th, 1939, regulating Native Marriages in French West Africa and in French Equatorial Africa (*Journal officiel* for French West Africa, No. 1837, dated June 24th, 1939) (document C.Q.S./P.E./C.I.158, *Legislative and Administrative Series*, No. 144).

The Decree of June 15th, 1939, promulgated in French West Africa by this order, lays down that marriage may not be contracted by a female until she has completed her fourteenth year and by a male until he has reached the age of 16. No marriage shall be valid without the consent of the future spouses. The decree also declares void any marriage agreement in respect of a girl who has not yet reached puberty, whether it is concluded with or without her consent; any marriage agreement in respect of a young woman who has reached puberty, if she refuses her consent; and any claim to a widow or any other person forming part of a succession under customary law, if such person refuses to take up residence with the heir to whom she is assigned.

## Netherlands—Colonies.

### NETHERLANDS INDIES

*Offences against Morals.*—Provisions promulgated on June 17th, 1938, in amendment and amplification of the articles of the Penal Code concerning offences against morals, for the better protection of minors (*Staatsblad*, 1938, No. 278) (document C.Q.S./P.E./C.I.152, *Legislative and Administrative Series*, No. 138).

Under the terms of these provisions, any person who wilfully incites a minor of blameless conduct to commit immoral acts with him, or to submit to such acts on his part, shall be punished by imprisonment for a term not exceeding five years. The term of imprisonment may be increased to seven years if the minor was related to the

guilty party or adopted by him, or was in his care or under his authority.

Persons wilfully procuring or abetting the commission of immoral acts by a minor with a third person shall also be liable to imprisonment.

In addition to this, the provisions also lay down penalties of imprisonment for a term not exceeding nine months, or a fine not exceeding 600 florins, in the case of any person who wilfully offers, makes over permanently or temporarily, hands to, or shows to, a young person below 17 years of age any obscene writing, picture or object, or any contraceptive or means of procuring abortion, or reads out the contents of obscene writing in his presence. The penalty shall be reduced if the offender, whilst having some reason to suppose that the writing, picture or object was obscene, or that the article was intended to prevent conception or induce abortion, was not certain of the fact.

## 15. ORGANISATION OF YOUTH

### Germany.

*Hitler-Youth Service.*—First Ordinance for the execution of the Law on the Hitler Youth (*Hitler-Jugend*) of March 25th, 1939 (*Reichsgesetzblatt I*, No. 66, April 6th, 1939) (document C.Q.S./P.E./C.I.131, *Legislative and Administrative Series*, No. 119).

In virtue of this ordinance, the Youth Leader of the German Reich is solely responsible for all duties connected with the physical, intellectual and moral training of the whole of the German youth in the territory of the Reich outside the home and the school. Nevertheless, the authority of the Reich Minister for Sciences, Training and Education is not affected by this provision in matters concerning private instruction and social training.

The ordinance establishes within the Hitler-Jugend a select body entitled the "Stamm-Hitler-Jugend" and defines how it shall be recruited; membership of this subdivision is, however, optional. The Minister of the Interior, in agreement with the Youth Leader of the German Reich, the Representative of the Führer and the

Reich Finance Minister, determines what Government departments shall be under the authority of the Youth Leader of the German Reich.

*Organisation of Hitler Youth.*—Second Ordinance for the execution of the Law on the Hitler Youth (*Hitler-Jugend*) of March 25th, 1939 (*Reichsgesetzblatt I*, No. 66, April 6th, 1939) (document C.Q.S./P.E./C.I.131, *Legislative and Administrative Series*, No. 119).

This ordinance lays down the principle that service in the Hitler-Jugend is honourable service for the German people. All young people, of both sexes, between the ages of 10 and 18 are obliged to serve in it and belong successively to two formations: to the first from the age of 10 to 14, and to the second from the age of 14 to 18. There are separate formations for boys and girls.

The ordinance deals with the educational system in the Hitler-Jugend, unworthy behaviour entailing exclusion from membership of the Hitler-Jugend, unfitness for service, suspension and exemption, and the position as regards the Hitler-Jugend of German nationals members of the non-German section of the population and German nationals domiciled abroad.

The ordinance lays down the procedure for registration and contains provisions governing final or temporary release and penal provisions applicable to the legal representatives of young persons who have not been registered within the prescribed period and to whomsoever shall maliciously dissuade or attempt to dissuade a young person from serving in the Hitler-Jugend. The ordinance states that young persons may be compelled to perform the duties which it imposes on them.

*Application of the Measures governing Compulsory Labour Service for Young Women.*—Decree of September 4th, 1939 (*Reichsgesetzblatt I*, No. 170, of September 8th, 1939) (document C.Q.S./P.E./C.I.161, *Legislative and Administrative Series*, No. 147).

This decree lays down the strength of the Reich Labour Service for young women, and the conditions, in respect of age and occupation, under which young women are liable for service.

*Application of and Addition to Measures governing the Reich Compulsory Labour Service for Young Women.*—Decree of September 21st, 1939 (*Reichsgesetzblatt I*, of September 21st, 1939, No. 185) (document C.Q.S./P.E./C.I.161, *Legislative and Administrative Series*, No. 147).

The decree, after providing that registration shall be compulsory, enumerates the exemptions from this obligation, the measures applicable to women who fail to report, cases of postponement and the methods of recruitment.

*Requisitioning of the Services of the Older Categories of School Pupils.*—Ordinance of September 22nd, 1939 (*Reichsgesetzblatt I*, No. 186, of September 22nd, 1939) (document C.Q.S./P.E./C.I.172, *Legislative and Administrative Series*, No. 156).

This ordinance lays down that pupils of the higher and middle schools aged 16 years and over may, during the school holidays, be required to perform service as auxiliary agricultural workers, and empowers the Reich Minister for Science, Instruction and the Education of the People so to arrange the school holidays that service of real value may be performed. In the case of girls aged 16 years and over who are pupils of higher and middle schools, service under the foregoing provisions shall be as domestic workers or in connection with public health and welfare organisations. Further, pupils of not less than 10 and under 16 years of age may, outside their schools, be called upon for light work only within the localities in which they live, the decision so to call upon them being taken, with due regard to school requirements, by the political leaders of the National-Socialist German Workers' Party.

### **Portugal—Colonies.**

*Organisation of Youth in the Colonies.*—Decree No. 29453, of February 17th, 1939 (*Diario do Governo*, Series I, No. 40, of February 17th, 1939) (document C.Q.S./P.E./C.I.143, *Legislative and Administrative Series*, No. 129).

The Portuguese youth (boys and young men) of European origin in the colonies, and the young natives assim-

lated thereto, whether pupils of an educational establishment or not, are, by this decree, brought within a national, pre-military organisation to be known as the "Portuguese Youth". Its aims are to promote devotion to the country, to ensure the full development of the physical capacities and the formation of character of its members and, by imbuing them with the principles of order, an appreciation of discipline and a cult of military duty, to fit them to play an effective part in the defence of the country.

Membership of the "Portuguese Youth" is compulsory for all Portuguese from the age of 7 to the age of 14, and is optional for all others up to the age at which they are called up for military service; student members may retain their membership until they have completed their studies, though in no case beyond the age of 26. All scout organisations in the Portuguese colonies are regarded as dissolved as from the date of the entry into force of the present decree.

The "Portuguese Youth" is charged to promote among its members the traditional Christian education of the country, and shall in no case admit to its ranks any person who is without religious beliefs. Stress is laid on the importance of physical culture and of taking part in national and traditional festivals. Disciplinary penalties, which may be imposed on the members for indiscipline or failure to observe the laws, regulations and superior orders of the organisation, may vary from a reprimand to dismissal from the organisation.

A National Commission of the "Portuguese Youth", set up in the Ministry of Education, shall be deputed by the Ministry of the Colonies to undertake the general control of the organisation's activities; it shall act in conjunction with the Commission set up in each individual colony. The general rules and principles adopted by the National Commission with regard to the colonies shall not take effect until confirmed by the Minister for the Colonies.

The decree lays down the main lines of the organisation and prescribes administrative procedure.

Roumania.

*Organisation and Working of the National Straja (Guard),*  
—Law of December 15th, 1908, completed by the Law



of May 4th, 1939 (*Monitorul oficial*, No. 126, June 3rd, 1939) (document C.Q.S./P.E./C.I.140, *Legislative and Administrative Series*, No. 126).

The moral, national-patriotic, social and physical training on a compulsory basis of children and young persons of both sexes is the purpose of the National Straja (Guard), established in Roumania, as an entirely autonomous State institution, by this law. All boys of from 7 to 18 years of age, and all girls of from 7 to 21 years of age, are thereby organised exclusively in Straja units, all other youth organisations being prohibited in Roumanian territory.

The law provides that all State and private organisations concerned in any way with young persons shall be subject to the supervision, direction and control of the National Straja, which is also empowered to supervise the nutrition and health of young persons during the formative period. The National Straja is further charged, in collaboration with the social services, with the duty of preparing and carrying out a programme of social work for the children and young persons belonging to it, taking into account the age, capacities, physical constitution, training and occupation of each, and conditions in each particular district.

The Supreme Commander of the National Straja is His Majesty the King, who will be advised by a Supreme Governing Body composed of high State officials headed by the Prime Minister. The headquarters office of the National Straja shall consist of such departments, services, sections and offices as are necessary for carrying on its work, and Straja units shall be organised throughout the territory in phalanxes, districts, legions, cohorts, flights and centuries; the subsidiary units will be divided into groups, patrols and sub-patrols. The law provides for the command of the units and the training of commanders.

Furthermore, the National Straja shall organise camps and colonies and control and supervise all camps and colonies in the country. The law contains dispositions relating to the commanding officers and the financial organisation of the National Straja.

## 16. PROTECTION OF SPECIAL CATEGORIES OF CHILDREN

### (a) ABANDONED OR ASSISTED CHILDREN

#### France.

*Protection of Abandoned Children.*—Decree of September 9th, 1939 (*Journal officiel* of the French Republic, No. 225, of September 20th, 1939, as amended in *Journal officiel*, No. 269, of November 3rd, 1939) (document C.Q.S./P.E./C.I.174, *Legislative and Administrative Series*, No. 158).

The purpose of this decree is to define " a child placed in safe keeping " (*en dépôt*). It extends the scope of this term to cover, in addition to the categories of children referred to in Article 4 of the Decree of March 6th, 1907, as it appears in the Decree of March 23rd, 1936, a child which has been left without protection or means of livelihood on account of the calling-up to the colours for an indefinite period of the father, being a widower or divorced person, and which has been admitted and given a temporary home by the services for assisted children.

#### France—Colonies.

##### ALGERIA

*Protection of Assisted Children.*—Decree of November 3rd, 1939 (*Journal officiel* of the French Republic, No. 273, of November 7th, 1939, as amended in the *Journal officiel*, No. 291, of November 25th, 1939) (document C.Q.S./P.E./C.I.170, *Legislative and Administrative Series*, No. 154).

The purpose of this decree is to define " a child placed in safe keeping (*en dépôt*) ". It extends the scope of this term to cover, in addition to the categories of children referred to in Article 4 of the Decree of March 6th, 1907, as it appears in the Decree of March 23rd, 1936, a child which has been left without protection or means of livelihood on account of the calling-up to the colours for an

indefinite period of the father, being a widower or divorced person, or on account of the detention of its father, mother or relatives in the ascending line, and which has been admitted and given a temporary home by the services for assisted children.

(b) NEGLECTED OR DELINQUENT CHILDREN

United States of America.

*An Act to provide for the Care and Treatment of Juvenile Delinquents.*—Public.—No. 666, Seventy-fifth Congress, Chapter 486, 3rd session, S. 4090) (document C.Q.S./P.E./C.I.97, *Administrative and Legislative Series*, No. 91).

Under the Federal Juvenile Delinquency Act, any juvenile 17 years of age or under, who is charged with the commission of any offence against the laws of the United States, other than an offence punishable by death or life imprisonment, is to be prosecuted as a juvenile delinquent and not for the specific offence alleged to have been committed by him, if the Attorney-General so directs and the accused consents to such procedure. The juvenile's consent must be given in writing before a judge of the district court having cognisance of the offence. Such cases are to be tried without a jury by the district court having jurisdiction over the offence, sitting in chambers or otherwise.

The court, the Act provides, may place a juvenile guilty of juvenile delinquency on probation for a period which may include, but may not exceed, the delinquent's minority; or, it may commit him to the custody of the Attorney-General for a period not exceeding his minority but in no event exceeding the term for which the juvenile could have been sentenced if he had been tried and convicted of the offence which he had committed.

The Attorney-General may designate any public or private agency for the custody, care, subsistence, education and training of the juvenile during the period for which the latter is committed to his custody and charge the cost to the appropriation for support of United States prisoners or such other appropriation as he may designate. Any juvenile delinquent committed to the care of a public or

private agency may be released on parole at any time by the Board of Parole if, by his conduct, he has given sufficient evidence of his reform.

The Act lays down the procedure to be followed in the event of the arrest of a juvenile on a charge of having committed an offence against the laws of the United States.

## United Kingdom—Colonies.

### STRAITS SETTLEMENTS

*Places of Detention for Children and Young Persons.*—Ordinance No. 8, of 1939, amending the Ordinance of 1937 (Straits Settlements *Government Gazette*, May 19th, 1939) (document C.Q.S./P.E./C.I.121, *Legislative and Administrative Series*, No. 109).

The Ordinance of 1939 introduces into that of 1937 a new section—8.A—specifying the cases in which the parent or guardian of a child or young person who has been committed to custody in a place of detention is bound to pay for the cost of maintaining him, and the procedure to be followed to ensure the carrying-out of this obligation.

## United Kingdom—Mandated Territories.

### PALESTINE

*Juvenile Offenders Ordinance*, No. 2, of 1937.—Supplement No. 1 to the *Palestine Gazette*, No. 667, of February 18th, 1937 (document C.Q.S./P.E./C.I.102, *Legislative and Administrative Series*, No. 83).

This ordinance makes provision for proceedings in respect of juvenile offenders and for the care of young persons in need of protection.

It provides that any court, when hearing charges against children or young persons or female juvenile adults shall, unless such person is charged jointly with any other person not included in these categories, be a juvenile court. It lays down rules for the functioning of such courts, the release on bail of persons apprehended, the custody of those not so released who are remanded or committed for trial, release on probation, the power to order the father

or mother to pay the fine or to give security for the minor's good behaviour, and the measures applicable to children and young persons.

Furthermore, any full-time probation officer or the Government Welfare Inspector may bring before a juvenile court any person apparently under the age of 16 years who is in need of care and protection, and the ordinance enumerates the measures which the court may take in the interests of such a person.

The Chief Justice, with the approval of the High Commissioner, may make rules for carrying Ordinance No. 2, of 1937, into effect, with reference in particular to the performance of the duties of probation officers, as may appear to be necessary. The High Commissioner is empowered to fix the date on which the ordinance shall come into operation.

*Juvenile Offenders Ordinance, 1937.*—Notice by the High Commissioner under Section 26 (Supplement No. 2 to the *Palestine Gazette*, No. 817, of September 22nd, 1938) (document C.Q.S./P.E./C.I.102, *Legislative and Administrative Series*, No. 83).

The High Commissioner gives notice that the *Juvenile Offenders Ordinance*, No. 20, 1937, is to come into operation on September 22nd, 1938.

*Juvenile Offenders Ordinance, 1937.*—Rules made by the Chief Justice, with the approval of the High Commissioner, under Section 23 (Supplement No. 2 to the *Palestine Gazette*, No. 817, of September 22nd, 1938) (document C.Q.S./P.E./C.I.102, *Legislative and Administrative Series*, No. 83).

These rules govern certain aspects of the procedure of juvenile courts and specify the functions of probation officers.

## Costa Rica.

*Institution of a Court for the Protection of Minors.*—Law, dated August 17th, 1937 (*Official Journal of Costa Rica*,

of September 1st, 1937, No. 196) (document C.Q.S./P.E./C.I.110, *Legislative and Administrative Series*, No. 100).

The law provides for the setting-up in San José de Costa Rica of a court for the protection of minors in the charge of a judge who must be over 30 years of age and fulfil the other requirements laid down in Article 12 of the Organic Law of Courts of Justice; he will be appointed by and subject to the Supreme Court of Justice.

The judge's chief functions will be to deal with cases in which minors under 18 years of age are charged with offences; to take the appropriate decisions concerning them; to hear appeals against or to advise on any measures taken by police officers in respect of such minors; to enquire into complaints or charges of ill-treatment or improper confinement of minors; to order unruly minors to be placed in suitable institutions; to order the discharge of such minors and to inspect establishments for minors. He will also be required to see that all the measures for the protection of minors embodied in the Children's Code and other laws in force are strictly applied and to co-operate with the Censor of Public Performances in ensuring that these are not morally harmful to children.

By the terms of the law, the judge for the protection of minors will have jurisdiction over the whole territory of the Republic and delinquent minors will be brought to the capital to be tried by him. For these purposes, the judge is given all the powers vested in judges of the criminal courts and rules are laid down regarding the procedure to be followed.

Chapter III of the law provides that an appropriation for the services of the court for the protection of minors will be entered in the general expenditure estimates each year.

### **France.**

#### *Administrative Staff of Penitentiaries and Approved Schools.*

—Decree of August 17th, 1938 (*Journal officiel* of the French Republic, of August 20th, 1938) (document C.Q.S./P.E./C.I.141, *Legislative and Administrative Series*, No. 127).

The administrative staff of approved schools, reformatories and protectory schools is, by this decree, consti-

tuted a distinct service entirely separate from the administrative staff of penitentiary establishments and areas. The decree forbids the transfer of an official from one service to the other unless he has the qualifications or diplomas required and further makes such transfer conditional on the inclusion of the name of the official in a special "qualification list". The "qualification list" and the promotion list for the administrative staff of approved schools, reformatories and protectory schools, and for the administrative staff of penitentiaries respectively, shall be drawn up each year by the Minister of Justice, on the advice of a Committee set up for the purpose. Detailed regulations for the appointment and promotion of officials in both services are given, together with general administrative rules.

## France—Colonies.

### FRENCH INDO-CHINA

*Institution of Juvenile Courts and the System of Probation.*—  
Presidential Decree of June 21st, 1938 (*Journal officiel* of the French Republic, June 25th, 1938) (document C.Q.S./P.E./C.I.90, *Legislative and Administrative Series*, No. 84).

Under the terms of this decree, children and adolescents against whom proceedings have been taken by the French judicial authorities are brought before a court governed by the provisions of the decree, such provisions being applicable only to European minors and assimilated persons.

A minor of either sex under 13 years of age alleged to have committed a crime or offence at penal law is not brought before the penal courts, but may be made the object, according to the case, of measures of guardianship, supervision (*surveillance*), education, reform or assistance, as ordered by the competent authorities. The decree lays down the procedure to be followed. Offences committed by minors of 13 years of age or less are brought before the ordinary police court, sitting in the magistrate's room, and the public are not admitted.

Minors from 13 to 18 years of age guilty of offences punishable by imprisonment are tried by the correctional

courts, except in cases of vagrancy. In the case of offences regarding which proceedings may be taken only by the public administrations, the decree specifies what authorities shall be competent to deal with such cases. It lays down the procedure to be followed and provides for the application of the system of probation. It stipulates the measures applicable to minors between 13 and 18 years of age who have acted without a due understanding of their offence and the penalties applicable to minors between 13 and 16 years of age who have acted with a due understanding of their offence.

In cases concerning offences or crimes against minors under 18 years of age, and in cases in which such minors are in moral or physical danger, their custody may be provisionally entrusted, until a final decision has been taken, to some person or charitable institution.

Lastly, provision is made for dealing with vagrancy of minors under 18 years of age and for its prevention.

### Germany.

*Supervision after Release on Probation from an Educational Institution.*—Circular, dated December 22nd, 1938, issued by the Baden Provincial Youth Board (*ZHeim. W.*, 1939, page 76) (document C.Q.S./P.E./C.I.112, *Legislative and Administrative Series*, No. 102).

The circular conveys the decision that no supervisors are in future to be appointed when male minors over school age are released on probation, if the institution from which they are released states that it will itself be responsible for supervision and does not ask for a supervisor to be appointed by reason of the special circumstances of the case.

*Campaign against Juvenile Crime.*—Circular of the Reich Minister of the Interior, dated May 24th, 1939 (Pol S-Kr 3 Nr. 582/38) (*Ministerialblatt des Reichs- und Preussischen Ministeriums des Innern*, 1939, page 1181) (document C.Q.S./P.E./C.I.137, *Legislative and Administrative Series*, No. 124).

In accordance with the terms of this circular, a Reich Central Office for the campaign against juvenile crime is



to be established as from July 1st, 1939, at the Reich Criminal Police Office. The former office is one of the preventive police measures set up in the campaign against crime. It shall keep under supervision, in respect of criminal police matters, children and young persons who appear to have hereditary tendencies to crime, and it shall work in close co-operation with the youth offices.

Among the measures to be applied by the Reich Central Office are the control of the conditions of life of children and young persons who have a criminal ancestry and their placing in suitable families or in homes through the youth offices in cases of neglect requiring urgent attention. Application of these measures will devolve particularly on the women criminal police.

*Protection against Juvenile Offenders guilty of Serious Crimes.*—Ordinance of October 4th, 1939 (*Reichsgesetzblatt I*, No. 199, of October 9th, 1939) (document C.Q.S./P.E./C.I.171, *Legislative and Administrative Series*, No. 155).

Under the terms of this ordinance, juvenile delinquents who, at the time of committing a criminal offence, are over 16 years of age, may be brought to trial before the courts competent to hear and determine proceedings against adults. Such courts are empowered to impose on the offenders the penalties and measures of security and reform to which adults would be liable, whenever the offenders' mental and moral development is such as to assimilate them to a person over 18 years of age and whenever their propensities make such measures desirable.

## Italy.

*Functioning of the Juvenile Court.*—Royal Decree-Law No. 1802, of November 15th, 1938-XVII, amending the Royal Decree-Law No. 1404, of July 20th, 1934, converted into Law No. 835 of May 27th, 1935 (*Gazzetta ufficiale del Regno d'Italia*, No. 276, of December 3rd, 1938-XVII) (document C.Q.S./P.E./C.I.99, *Legislative and Administrative Series*, No. 93).

At every seat of a court of appeal or section of a court of appeal, there is instituted a "centre for the re-education

of minors". Such centres include an observation institute, a re-education establishment, a judicial reformatory and a prison for minors, all in a single building, in which the juvenile court and the section of the court of appeal for minors also sit.

The decree-law determines the nature and purpose of the observation institutes. It lays down the conditions and consequences of the special rehabilitation provided for in the case of minors aged from 18 to 25 years, in respect of acts committed when they were under 18 years of age, whether resulting in the conviction or the discharge of the individual concerned. It lays down the conditions and consequences of the "declaration of complete rehabilitation" which may be granted to minors of 18 years of age who have been placed in a reformatory without having actually been sentenced for an offence.

*Re-education Homes.*—Regulations dated April 4th, 1939-XVII (*Gazzetta ufficiale del Regno d'Italia*, No. 125, of May 29th, 1939-XVII) (document C.Q.S./P.E./C.I.151, *Legislative and Administrative Series*, No. 137).

These very detailed regulations state that re-education homes for minors are intended for those who, through the habits they have acquired or through their state of neglect, show clear evidence of moral failings and need corrective treatment of a moral character. Chapter I of the regulations deals with general rules for the distribution of re-education homes in various parts of the territory of the Kingdom, the minors to be admitted to the various categories of re-education homes, systems of re-education, the adaptation of the means of re-education to the minors' personality, supervision of the results obtained, discharge, etc. Chapter II deals with re-education organs and with the composition, powers and duties of the staff. The subsequent chapters contain provisions relating to the organisation of, *inter alia*, the health service, the educational service, the labour service, religious services, discipline and the establishment and administration of the minors' personal funds.

## Venezuela.

*Juvenile Courts.*—Code relating to Minors, of January 10th, 1939 (Book II) (*Gaceta oficial* of Venezuela, No. 19773, of January 11th, 1939) (document C.Q.S./P.E./C.I.109, *Legislative and Administrative Series*, No. 99).

Book II of the Code relating to Minors concerns juvenile courts : a juvenile court of appeal and one or more juvenile courts are to be set up in the capital of the Republic. The Federal Executive is empowered to establish juvenile courts of appeal, and also juvenile courts elsewhere, and to determine the territorial jurisdiction of such courts. The Code prescribes the composition, powers and procedure of these courts.

### (c) CHILDREN BORN OUT OF WEDLOCK

## France.

*Protection of the French Family and of the French Birth Rate.*—Decree of July 29th, 1939, Title II (*Journal officiel* of the French Republic, No. 178, of July 30th, 1939) (document C.Q.S./P.E./C.I.147, *Legislative and Administrative Series*, No. 133).

The decree organises the guardianship of children born out of wedlock. The natural parent who exercises paternal power, however, only administers the property of his minor child in the capacity of his legal guardian and under the supervision of a deputy guardian. The duties devolving on the family council in the case of legitimate children are discharged in the case of children born out of wedlock by the board of guardianship of the canton in which the child was born or resides. The decree lays down the composition of the board of guardianship, the place of its meetings, and the conditions necessary for it to take valid decisions. It defines its functions and instructs it to designate a delegate, chosen from among its members or otherwise, in order to ensure the protection of a child who is not acknowledged, who is acknowledged by only one of the parents, or who is an orphan.

## Germany.

*Official Guardianship of Illegitimate Children.*—Extracts from the Circular of the Reich Ministry of the Interior, dated December 5th, 1938 (VW.II.57/38.8000) (document C.Q.S./P.E./C.I.94, *Legislative and Administrative Series*, No. 89).

This circular announces that official guardianship by youth offices from birth is applicable only to the case of illegitimate children of German nationality; official guardianship of children of foreign nationality within the Reich is applicable only to the case where the State of which the child is a national does not assume responsibility for its care.

To establish the Aryan descent of an illegitimate child, the latter must be formally acknowledged by the father, and the youth office, acting as official guardian, must call for an acknowledgment of paternity in all cases in which the only arrangements previously made were of a financial character.

### (d) CHILDREN OF SEPARATED OR DIVORCED PARENTS

## Sweden.

*Children born in Wedlock.*—Law No. 186, of May 19th, 1939, amending the Law of June 11th, 1920 (No. 407) (*Svensk Författningssamling*, May 26th, 1939) (document C.Q.S./P.E./C.I.129, *Legislative and Administrative Series*, No. 117).

Where parents are living apart, as a result either of disagreement or of judicial separation or of the dissolution of their marriage, the children can be provided with a guardian at the instance either of the mother, if she has been granted custody of the child, or of the guardianship board, if they consider that necessary. The same shall apply if an order has been made by the court for custody to be granted to one parent only. A guardian can similarly be appointed for a child whose parents are engaged in proceedings with a view to separation or divorce or for

a child the question of whose custody has not yet been settled, pending such settlement.

The law states the duties of the guardian and his rights, lays down the procedure to be followed in connection with the publication of the appointment of a guardian, fixes the length of such appointment, and specifies in what cases he may be released from his functions.

## 17. SOCIAL SERVICE

### (a) ADMINISTRATIVE CENTRALISATION

#### Egypt.

*Establishment of a Ministry for Social Questions.*—Decree, dated August 20th, 1939 (*Journal officiel*, No. 84, of August 24th, 1939) (document C.Q.S./P.E./C.I.159, *Legislative and Administrative Series*, No. 145).

By this decree, a Ministry for Social Questions is established to deal with the following questions and services: the prisons administration and the various establishments and settlements for the re-education and reform of criminals and juvenile delinquents, homes for orphans, the aged, the destitute, the crippled and beggars; theatres, cinemas, clubs and associations, public celebrations and fairs; the police responsible for the protection of public morals, traffic in women and children; co-operative societies and co-operation in all its forms; charitable associations; the Labour Department, betterment of the conditions of workers and peasants and improvement of their standard of living, "joy in work" institution; social service, guidance and propaganda, public lectures for the development of culture and education, evening institutes and broadcasting; eugenics, child welfare and the protection of the family; athletic tournaments and the problem of unemployment, etc.

### (b) ORGANISATION

#### Belgium.

*Grant to be accorded in 1938 to Voluntary Labour Centres for Young Unemployed Persons.*—Royal Decree of April 15th, 1939 (*Moniteur belge*, No. 113, April 23rd,

1939) (document C.Q.S./P.E./C.I.122, *Legislative and Administrative Series*, No. 110).

A grant, to be a charge on public funds, may be accorded by the Minister of Labour and Social Welfare for the benefit of groups which organise voluntary labour centres for young unemployed persons, the payment of such grants being conditional upon the approval by the Minister of the said centres and of their programme of work. Approval is subject to an undertaking to allow access to the labour centres, at all times, for purposes of checking, to persons appointed by the National Labour Exchange and Unemployment Office.

The grant, fixed at a lump sum of 10 francs a day per unemployed person accommodated, is accorded, under the decree, only for unemployed persons who are not less than 16 and not more than 25 years of age, and only young unemployed persons of Belgian nationality may be considered in calculating the amount of the State contribution, upon production of proof of their actual unemployment. The total period of the stay in the labour centres may not, during 1938, be less than fifteen or more than thirty days. The decree provides that insured young unemployed persons in receipt of unemployment allowances shall receive 75% of such allowances during their stay at a labour centre.

The decree also authorises and fixes the State contribution to the cost of installation and initial equipment of the labour centres.

### **France.**

*Organisation of a Service of Social Workers (Female).—* Decree of November 3rd, 1939 (*Journal officiel* of the French Republic, No. 277, November 11th, 1939) (document C.Q.S./P.E./C.I.169, *Legislative and Administrative Series*, No. 153).

This decree authorises the institution, as a provisional and revocable measure and for a period which may not extend beyond the three months following the date of the cessation of hostilities, of a social welfare service for military establishments coming under the Ministry of Armaments (*Ministère de l'Armement*). The service shall be

staffed by female social workers appointed under temporary contract according to conditions and scales of pay to be fixed by inter-ministerial decree under the signature of the Minister of Finance and the Minister of Armaments.

(c) SOCIAL SERVICE WORKERS

France.

*Schools for Nurses and Social Welfare Workers.*—Order of the Minister of Public Health, dated February 28th, 1939 (*Journal officiel* of the French Republic, of March 4th, 1939) (document C.Q.S./P.E./C.I.166, *Legislative and Administrative Series*, No. 150).

This order enumerates the documents to be included in the files submitted, in support of applications for grants to enable them to carry on their work, by schools for nurses and social welfare workers approved for the training of students for State diplomas. It specifies the amounts of such grants.

Sweden.

*Grants to Pupils of State-recognised Schools for Sick-nurses.*—Royal Decree, dated April 22nd, 1938 (No. 151) (*Svensk Författningsamling*, of May 5th, 1938) (document C.Q.S./P.E./C.I.144, *Legislative and Administrative Series*, No. 130).

This decree permits the payment of grants to pupils without means or of small means attending State-recognised schools for sick-nurses. It lays down the application procedure, the amount and method of payment of grants, together with the circumstances in which the grants may be withdrawn.

*Advanced Courses in Puericulture for District and Reserve Midwives.*—Royal Decree, dated April 22nd, 1938 (No. 150) (*Svensk Författningsamling*, of May 5th, 1938) (document C.Q.S./P.E./C.I.145, *Legislative and Administrative Series*, No. 131).

This decree provides for the institution of advanced courses in puericulture, both theoretical and practical, for

district and reserve midwives; the courses will last three months and will be organised by the Medical Board, which will decide the programme of study and may make grants of 100 kronor to not more than ten midwives. The conditions for admission to the courses and the number of grants to be made will be announced by the Medical Board in the Press and by other appropriate means.

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and the Members of the  
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Geneva, March 15th, 1940.

## LEAGUE OF NATIONS

# CHILD WELFARE INFORMATION CENTRE

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Annual Report on Child Welfare, for the  
Fourth Session of the Advisory Committee  
on Social Questions (June 24th, 1940)

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Series of League of Nations Publications

IV. SOCIAL

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## INTRODUCTION

At its 1933 session, the Child Welfare Committee passed a resolution—approved by the Council on May 22nd of the same year—the object of which was to obtain, each year, particulars of the progress made in child welfare in the various countries, from both the legislative and the administrative points of view.

To this end, Governments are asked to furnish reports to the Secretariat. Notwithstanding the circumstances, the material supplied in 1939 in regard to the progress made in 1938 is as extensive as in previous years. It relates to the following twenty-seven countries and colonies:

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## UNION OF SOUTH AFRICA

The Government of the Union of South Africa has informed the Secretariat that no additional legislative or administrative measures in connection with child welfare were taken during 1938, and that the position as described in the report for 1937 remains unchanged.

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## UNITED STATES OF AMERICA

### ANNUAL REPORT OF RECENT DEVELOPMENTS IN CHILD WELFARE DURING THE YEAR JULY 1ST, 1938, TO JUNE 30TH, 1939.

The year ended June 30th, 1939, was a period of distinct progress toward the goals sought for children by the people of the United States. The major events that occurred during the year were the following :

In July 1938, the National Health Conference, called by the Interdepartmental Committee to coordinate Health and Welfare Activities at the suggestion of the President, met in Washington to discuss a national health programme which included a gradually expanding programme for maternity care and care of newborn infants, medical care for children, and services for crippled children, approximately half the cost to be met by the Federal Government and the remainder by the State Governments. In January 1939, the President submitted to Congress the committee report proposing a national health programme. The proposals were embodied in a bill that was introduced in the Senate on February 28th. Hearings were held during the spring, and a preliminary committee report was issued on August 4th, 1939. However, the bill was held over for further consideration during the session of Congress opening in January 1940. The discussion resulted in action by Congress, included in the Social Security Act Amendments of 1939, approved August 10th, 1939, which increased the amounts authorised for grants to the States for maternal and child-health services and services for crippled children. (See pages 9 and 11.)

The Social Security Act Amendments of 1939 provided other direct benefits to children by liberalising the provisions for aid to dependent children (see page 15) and by the inclusion of survivors' benefits in the old-age insurance programme.

The Fair Labor Standards Act of 1938, approved in June 1938 and effective as from October 24th, 1938, included provisions setting a basic minimum age of 16 years (with certain exceptions) for the employment of children in establishments shipping goods in inter-State commerce, and a minimum age of 18 years for the employment of children in hazardous occupations in such establishments.

As a result of decisions handed down by the Supreme Court of the United States on June 5th, 1939, on cases arising in the courts of Kentucky and Kansas, the child labour amendment to the Federal Constitution submitted to the States in 1924 is still open to ratification by the States. Twenty-eight States have ratified the amendment. Ratification by eight more States is needed to make the amendment a part of the Constitution.

On April 26th, 1939, the first session of the White House Conference on Children in a Democracy was opened at the White House by the President. The second and final session will be held in Washington on January 18th to 20th, 1940.

#### MAJOR TRENDS DURING THE YEAR

##### *Births and Maternal and Infant Deaths.*

There were 2,287,980 registered live births in the United States in 1938, according to provisional figures issued by the Bureau of the Census. This figure is an increase of 84,643 over the previous year.

The birth rate for 1938 was 17.6 (provisional figure). This rate is approximately 7% higher than the rate for 1933, when the birth rate of 16.5 was the lowest ever recorded for the United States. (Birth rate—number of live births per 1,000 population.)

There were 116,412 infant deaths in 1938 (provisional figures), compared with 119,931 in 1937. The infant mortality rate for 1938—51 deaths of infants under 1 year per 1,000 live births—is the lowest infant mortality rate in the history of the birth registration area (1915-1938). The 1937 infant mortality rate was 54.

In 1937, there were 68,887 deaths of infants during the first month of life (reported by the Bureau of the Census in March 1939). The neo-natal mortality rate (deaths under



1 month per 1,000 live births) for 1937 was 31, the lowest recorded for the birth registration area.

There were 73,609 still-births in the United States in 1937, the latest year for which figures are available. The still-birth rate for 1937 was 33 per 1,000 live births, representing a slight decrease from the year before and a 15% decrease since 1929.

The analysis of infant mortality for 1937 (54 deaths under 1 year per 1,000 live births) showed a rate of 52 in urban areas (cities with 10,000 or more population) and 57 in rural areas. The provisional figures for 1938 are still lower—48 in urban areas and 54 in rural areas. The 1937 mortality rate for white infants was 50 and for negro infants 82. All of these rates showed reductions as compared with 1936 figures.

There were 10,769 women who died in 1937 from conditions directly resulting from pregnancy and childbirth (1938 figures are not yet available). The maternal mortality rate for 1937 was 49 deaths of mothers per 10,000 live births, the lowest maternal mortality rate on record for the United States and a 14% reduction from the 1936 rate of 57. The maternal mortality rate for white mothers in 1937 was 44 and for negro mothers 86. The rate for women in urban areas was 55 and for those in rural areas 43. The higher rate in urban areas may be due in part to the fact that women with complications of pregnancy are frequently taken from rural areas to hospitals in cities.

The Children's Bureau has begun to issue in medical journals the conclusions of its study of 6,750 still-births made in co-operation with the sub-committee on still-births of the American Public Health Association and 223 hospitals. The purposes of the study have been (1) to obtain statistical information regarding foetal and maternal conditions associated with foetal mortality in hospitals; (2) to make possible the development of a classification of the causes of still-birth, and (3) to further the development of a special certificate for the registration of still-births. The complete report of the study will be issued by the Children's Bureau.

Following the study of maternal mortality for the years 1927 and 1928 made by the Children's Bureau in co-operation with State boards of health and State medical societies and reported in Children's Bureau Publication 223

—*Maternal Mortality in 15 States (1934)*—there has been a steady growth in the number of studies of maternal mortality undertaken by State and local health departments and medical societies.

*Maternal and Child Health Services.*

Federal grants for maternal and child health services totalling \$3,724,362 were made to the State public health agencies through the United States Children's Bureau during the fiscal year ended June 30th, 1939. An amendment to the Federal Social Security Act, approved on August 10th, 1939, increased the authorisation for annual grants to the States for this purpose by \$2,020,000, raising the total authorisation to \$5,820,000. Approximately half of the increase was included in the appropriation for the fiscal year ending June 30th, 1940 (\$4,800,000). As from January 1st, 1940, Puerto Rico was made eligible to receive these grants. The forty-eight States, the District of Columbia, Alaska, and Hawaii have been receiving these grants annually since 1936. This Federal aid programme is administered by the Children's Bureau of the U.S. Department of Labor.

The increased Federal grants for maternal and child health services that will hereafter be made will permit the extension of these services to new areas and to additional mothers and children, and will make possible, in selected areas, provision for medical care and related services for maternity patients and for children.

During the year ended June 30th, 1939, the bureaux of maternal and child health and the public health nursing service in State health departments have been strengthened by the addition of supervisory personnel. In many States, maternal and child health directors and assistant directors and public health nurses were given opportunities for post-graduate training. Such training for nurses frequently included advanced study in maternity nursing and the care of premature infants. Programmes of in-service training for all public health personnel in the States are being developed.

Significant gains have been made in extending maternal and child health services, especially in rural areas, but reports from State health agencies still show striking evidence of the need for further extension. Although

69% of the 1,207 permanent medical pre-natal clinics and 61% of the 3,735 permanent child health conferences being conducted or supervised by State health agencies in January 1939 have been established since 1936, when social security funds became available, only a sixth of the counties in the United States were reported in January 1939 to have medical pre-natal clinics and less than a third medical child health conferences conducted by public health agencies under the supervision of the State health department. Although approximately half of the funds expended through State plans for maternal and child health services are used for the employment of public health nurses, there were, on January 1st, 1939, 780 of the 3,072 counties in the United States with no rural public health nursing service.

Utilisation of local practising physicians—approximately 3,000—in local maternal and child health programmes has brought to several hundred thousand mothers and children a type of health supervision and care not otherwise available. It has also given the health officer the assistance and co-operation of local physicians in the promotion of public health. To such physicians, it has brought the opportunity, not only to examine and advise maternity patients during the pre-natal period instead of giving care only at delivery, but also to give children the continuing supervision that promotes growth and development and prevents disease and disability. The State health agencies are continuing to provide educational service for local physicians through post-graduate courses, through supervision and consultation service by staff obstetricians and pediatricians in the conduct of pre-natal and child health conferences, and through giving them the opportunity to observe well-conducted pre-natal and child health conferences.

Maternity classes for expectant mothers, which supplement medical supervision and enable a large number of mothers to have nursing supervision during pregnancy, are being organised in an increasing number of areas.

In each of thirty States, one or more areas have been selected in which nursing assistance at home deliveries is furnished on the physician's request. Various administrative methods have been established to provide for this service and to safeguard its quality. Local health depart-

ments have demonstrated that it can be offered to rural areas by utilising staff nurses on general service or special maternity nursing service, by contract with a visiting nurse association, or by engaging nurses in private practice under the supervision of the State health agency. In selected areas and on an experimental basis, a few State health agencies are providing, for medically needy patients, complete medical and nursing care and hospitalisation when necessary for the mother and child at the time of delivery.

Each year, State health agencies are strengthening the nutrition aspects of the maternal and child health programme. At the close of the fiscal year, all but one of the twenty-four State health agencies that had planned to employ nutritionists had one or more such workers on their staffs; and in approximately a dozen more States, the health agencies were co-operating with other State agencies which were carrying on educational programmes in nutrition. The State nutrition consultant is responsible for assisting her professional co-workers in teaching nutrition effectively in the home, the health conference and the school. Local public and private health agencies are also employing an increasing number of nutritionists.

Although the State health agencies have found it necessary for the most part to use the Federal funds for the development of maternal and child health services in rural areas, the development of such services in cities has also been encouraged. That higher standards of care on the part of physicians, nurses and parents are reaching mothers and children in cities is indicated by the declining maternal and infant mortality rates in urban areas, as well as in rural areas.

#### *Services for Crippled Children.*

Federal grants to the States for services for crippled children totalling \$2,997,915 were made during the fiscal year ended June 30th, 1939. An amendment to the Social Security Act, approved on August 10th, 1939, increased the authorisation for annual grants to the States for this purpose by \$1,020,000, making the total authorisation \$3,870,000. This programme is administered by the Children's Bureau, and grants are made to the State crippled children's agency, usually the State health or wel-

fare agency. Grants are being made to all the forty-eight States, the District of Columbia, Alaska, and Hawaii, and, on and after January 1st, 1940, Puerto Rico will be eligible to receive Federal grants for this purpose. For the first time, \$1,000,000 of the fund is to be available for grants without the requirement that they be matched by the States. This sum is to be allotted on the basis of the need of the State for financial assistance in carrying out its State plan for services for crippled children, after consideration of the numbers of crippled children and the costs of care. The increased fund will permit larger grants to States which have not been able to match in full the annual allotments previously made available for use in such States. It will also permit the development of services for children suffering from heart disease due usually to rheumatic fever, and will make possible additional grants to States when, for example, an epidemic of poliomyelitis increases the number of crippled children needing care.

The programme of services for crippled children includes locating crippled children, providing diagnostic and treatment facilities and services, and providing convalescent and other after-care service. Registration of crippled children is still incomplete. The number of children reported on State registers on June 30th, 1939, was 224,289, an increase of approximately 77,000 over the number registered on June 30th, 1938. On the assumption that the ten States showing the highest ratios of crippled children to the population under 21 years of age are those with the most complete registration, it is estimated that there are in the continental United States about 365,000 children whose condition would bring them within the State programmes for crippled children.

State agency reports indicate that, during the fiscal year 1938/39, 296 permanent diagnostic clinics conducted by orthopaedic surgeons, usually in hospitals or medical centres, were in operation in thirty-five States. In addition, 572 itinerant diagnostic clinics were conducted in thirty-eight States. Most of the clinics now have in attendance, in addition to the orthopaedic surgeon, medical consultants for general physical examinations and for special services: medical-social workers for consultation on social problems; physical-therapy technicians for muscle examinations and instruction of parents in methods of

home treatment; State and local public health nurses; and, frequently, local welfare workers.

Approximately 545 hospitals, nearly 90% of which were approved by the American College of Surgeons, were used during the year by State agencies for the care of crippled children. The State agencies, in establishing their own standards for the selection of hospitals, have used the standards recommended by the Advisory Committee on Services for Crippled Children appointed by the Secretary of Labor. An increasing number of hospitals have agreed to furnish hospital service on the basis of a uniform *per diem* rate that includes all charges except those for appliances and medical and surgical fees.

The number of children in convalescent homes on December 31st, 1938, was 45% greater than at the close of 1937, and the number in convalescent foster homes was 100% greater. Placement in foster homes, and provision of medical, nursing and social supervision for children in foster homes, received special emphasis during the year. More responsibility for the care of crippled children in their own homes is being placed upon local health and welfare units working in consultation with the staff of the State crippled children's agency.

State agencies recognise that satisfactory after-care for crippled children, involving as it does medical, social, nursing and physical-therapy service, is dependent upon a thorough understanding of the treatment given, the outcome anticipated and the medical recommendations for continuing care. They are also beginning to direct more attention to planning for the care of children who do not need operative treatment and hospitalisation—about 75% of the children examined at diagnostic clinics. Providing continuous service for these children in communities throughout the States presents difficult problems.

#### *Child Welfare Services.*

Federal grants to the State welfare agencies for child welfare services totalling \$1,520,894 were made during the fiscal year ended June 30th, 1939. The Social Security Act Amendments of 1939 increased the authorisation for annual grants to the States for this purpose by \$10,000, making the total amount \$1,510,000, and made Puerto Rico eligible for these grants on and after January 1st, 1940.

The Children's Bureau is the Federal administrative agency for this programme. With the exception of the State of Wyoming, Federal grants for this purpose were being made to all of the States, the District of Columbia, Alaska, and Hawaii at the close of the fiscal year 1939.

The objective of part 3 of title V of the Social Security Act is the organisation of child welfare services, under the supervision of State welfare departments, in predominantly rural areas and in areas of special need. Federal funds can be used to provide supervisory service in State welfare departments and to pay part of the cost of local child welfare services. As funds are limited, the State welfare agencies select certain local areas where the programme is to be developed with the object of demonstrating the value of this activity and extending the programme to other areas as State and local funds become available.

Most of the service by child welfare workers is furnished to children in their own homes—children in danger of becoming delinquent because of their environment; children who present conduct problems in the school, the home or the community; children in need of treatment or special training because of physical handicaps; mentally defective children for whose care plans must be made; and children whose home conditions threaten their physical or social well-being.

A total of 459 local child welfare workers—an increase of 56 over the preceding fiscal year—were employed with Federal, State and local funds in covering 478 local areas with intensive case-work service for children and 690 areas with more scattered service. For the child welfare service programme, State welfare agencies employed on the State staff during the fiscal year 202 full-time and 82 part-time professional workers. These figures do not include the entire personnel in State welfare departments rendering service to children, as the Federal-aid programme for child welfare services is supplementary to other State work for children.

Since the Social Security Act went into effect, there has been a marked increase in the number of States that have established within their welfare agencies a division for the administration and supervision of child welfare activities. Forty of the State welfare agencies, as compared with twenty-seven in 1936, now have administrative units with

definite responsibilities for services for children. There has also been an increase in the number of States that have given county welfare departments legal responsibility for furnishing preventive and protective services to dependent and neglected children and children in danger of becoming delinquent.

The trend toward localisation of responsibility for the care and protection of children has continued. In many instances in which demonstrations of child welfare services were financed at first almost entirely out of Federal funds, State or local funds have since been made available either to take over the unit or to pay a substantial part of the worker's salary and travel.

#### *Federal Security Agency.*

On July 1st, 1939, an executive order issued by the President under the Reorganisation Act of 1939 (Public No. 19, 76th Congress, 1st session) made a considerable number of changes in the organisation of the Federal Government, including the establishment of a Federal Security Agency. Within the Federal Security Agency were placed the following bureaux and agencies conducting as part or all of the function of the agency programmes that directly benefit children and youth :

- Social Security Board;
- Office of Education;
- U.S. Public Health Service;
- Civilian Conservation Corps;
- National Youth Administration.

#### *Aid to Dependent Children.*

By June 30th, 1939, forty States, the District of Columbia, and Hawaii were receiving Federal grants for aid to dependent children administered under plans approved by the Social Security Board. Eight States and the Territory of Alaska were not receiving such grants.

In the forty-two jurisdictions administering aid to dependent children under the Social Security Act, payments from Federal, State and local funds amounting to \$9,255,641 were made for June 1939 to 297,557 families on behalf of 718,414 children. In eight additional States administering programmes for aid to dependent children without Federal



participation, payments of \$348,000 were made to approximately 14,500 families on behalf of 33,500 children.

In the interval from June 1938 to June 1939, the numbers of families and children assisted in the forty jurisdictions receiving Federal aid for this purpose in both months increased by 20.2% and 16.8% respectively, and the amount of obligations incurred for payments rose by 19.7%.

State average payments per family provide a rough measure of the level of payments in various States. In June 1939, the State averages ranged from \$8.14 in Arkansas to \$56.96 in Massachusetts. Half of the State averages fell between \$21.39 and \$35.59 per family.

Marked differences among the States in the development of the programmes for aid to dependent children are reflected by rates representing the number of children assisted per 1,000 estimated population under 16 years of age. In June 1939, the rates varied from 4 in Virginia, where the programme had recently been established, to 53 in Arizona. The median State rate was 25 per 1,000, or 1 child in every 40 children under 16 years of age.

Under an amendment to the Social Security Act (approved August 10th, 1939, to become effective on January 1st, 1940), Federal participation in the aid to dependent children programme will represent half, instead of a third, of the total amount expended by each State under its approved plan, not counting amounts in excess of \$18 a month for the first dependent child and \$12 a month for each other dependent child in the same home. Heretofore, Federal grants to States for aid to dependent children were made only with respect to dependent children under the age of 16, but, under another amendment to the Act, which became effective on August 10th, 1939, Federal funds may also be used for payments on behalf of dependent children from 16 to 18 years of age, if they are found to be regularly attending school.

The experience of the States in approving grants for aid to dependent children has indicated that the amount of public assistance required by many families with dependent children cannot be supplied within the existing limits of Federal participation. A majority of the States, without legal limitations on the amount of grants, make payments higher than the Federal maximum to a substantial proportion of the families they accept. Most of the States

limiting grants to the Federal maximum have found it necessary to award the maximum amount allowable to a large proportion of the families accepted for assistance. Furthermore, the existing limits on Federal contributions have tended to scale down monthly payments in a number of States in which legal limitations are lacking. The Social Security Board has recommended that the level of individual payments towards which the Federal Government contributes be raised substantially. Increased Federal contributions would probably induce many States to raise or abolish the limitations they now have. The necessity for supplementing grants for aid to dependent children from other assistance funds—a widespread practice in some States limiting the amount of grants—would thus be largely obviated.

#### *Old-age and Survivors' Insurance.*

The Federal old-age insurance programme was extensively revised and liberalised in the amendments to the Social Security Act approved on August 10th, 1939. Among other changes, provision was made for survivors' benefits under certain conditions to widows, dependent children or dependent parents, and for supplementary benefits to a qualified individual whose wife is 65 or over or who has an unmarried dependent child under 18. So far as children are concerned, this means that each child under 18, dependent on an insured individual at the time of his death, will receive a child's insurance benefit monthly until the child marries, dies, is adopted, or attains the age of 18. In addition, a widow's insurance benefit is payable to the widow of an insured worker who has in her care a child thus entitled to benefits. The date of first payment of these benefits and of all other benefits (except lump-sum payments under the 1935 Act) under the old-age and survivors' insurance programme will be made on January 1st, 1940. (The Act as passed in 1935 made the first monthly benefits payable on January 1st, 1942).

#### *National Youth Administration and Civilian Conservation Corps.*

On July 1st, 1939, the National Youth Administration and the Civilian Conservation Corps became a part of the

new Federal Security Agency, established by executive order.

A Federal fund of \$100,000,000 has been provided for the National Youth Administration for the fiscal year 1940, as compared with \$76,000,000 for the preceding year. With these funds, the National Youth Administration expects to provide work for 273,000 out-of-school youths on work programmes and wages for part-time work for 500,000 students working their way through school. Work projects are selected, first, to fill community needs, and, secondly, to provide youths with valuable work experience that will better their chances of getting a job in private industry. Vocational guidance and assistance in finding suitable jobs for young persons is the third phase of the programme of the National Youth Administration.

The Civilian Conservation Corps, organised under an executive order in 1933 and specifically established by Act of Congress in 1937 to conserve unemployed youth and to conserve and restore natural resources, had an average monthly enrolment of 286,626, chiefly of youths from 17 up to 24 years of age, during the fiscal year ended June 30th, 1939. They were employed on projects involving conservation of national resources and development for use of National and State park areas. A total of approximately \$285,000,000 was spent for this purpose during the fiscal year 1939. The Act establishing the Civilian Conservation Corps, which was to have expired on June 30th, 1940, was extended by Act of Congress for another three years to June 30th, 1943. On July 1st, 1939, the Civilian Conservation Corps became a part of the newly established Federal Security Agency.

#### *Works Projects Administration.*

The Works Projects Administration, in giving work to the unemployed, carries on many projects that benefit children. The following examples show the character and extent of such projects. A survey covering one week in the spring of 1939 showed that 65,000 children received examinations or treatment in clinics operated or assisted by W.P.A. physicians, dentists and nurses; 90,000 school-children were given medical and nursing inspection; 42,000 were tested for infectious or contagious diseases; and 22,500 were given immunisations. Nearly 18,000

children received nursing services in their homes; and 2,500 children in various institutions received medical or nursing care.

During one typical week in the spring of 1939, W.P.A. housekeeping aids made 138,000 visits to 47,000 needy families in all parts of the country. School and pre-school children were included in more than three-fifths of the families. These families (29,000) included 90,000 children. Nearly 31,000 families received service because of illness. Housekeeping aids were sent to 9,000 families to give service in maternity cases. Another 7,000 families needed help because of other reasons causing temporary disability of the homemaker.

Housekeeping-aid projects are now in operation in forty-four States and the District of Columbia and employ 24,600 persons (November 1939).

A survey made in November 1938 showed that school-lunches were being served daily to nearly 625,000 children in about 7,000 schools throughout the country. More than half the children served were located in the south. About a third of the children served were living in rural and small-town areas; a third in counties in which the largest city has a population of between 5,000 and 100,000; and a third in large metropolitan areas having cities with populations of 100,000 or more. Approximately, 10,000 persons are employed on these projects in thirty-six States and the District of Columbia (November 1939).

Tens of thousands of children whose parents are unable to pay the cost of private instruction are receiving training in art and music classes conducted by qualified W.P.A. art and music teachers.

W.P.A. art projects have assisted in the establishment of sixty community art centres in towns and cities that had previously been without them. In addition to carrying on the regular work of art centres, such as the exhibition of local works of art and collections obtained from other localities and museums, lectures and so forth, numerous art classes are conducted giving instruction weekly to thousands of children.

Classes conducted by the music project have an average monthly attendance of half a million, of whom a large proportion are children.

A survey of recreation projects made in February 1939 showed that over 7,000 communities throughout the country were being served by W.P.A. recreation projects. Large numbers of children share in these leisure-time activities—indoor and outdoor—supervised by W.P.A. recreation leaders.

*Other Federal Projects affecting Children in Rural Areas.*

Recent developments affecting children in the varied programme of the Department of Agriculture include the following :

The parent education programme presented to rural people by the extension service of the U.S. Department of Agriculture is emphasising the study of stabilising factors in family life. Both fathers and mothers are interested in better personal and family adjustments as a basis for better parenthood. In areas where meagre health aids are available, there has been an increase in the number of child health clinics sponsored by the women in the home demonstration groups. The nutrition programme has shifted its emphasis from child-feeding to better nutrition for the family, encouraging happier family life through mealtime experiences as well as better nutrition.

The Farm Security Administration of the Department of Agriculture reported in June 1939 on a survey of the effect of Farm Security loans on school attendance. The study covered 232,947 low-income farm families that had received small loans during the calendar year 1938 and advice on sound farming methods to enable them to rehabilitate themselves. During the year, the families had increased their net worth by \$62,773,173, or 38%. This improvement in economic status had made it possible for 186,619 children of school age to attend school. Formerly, the attendance of these children at school had been prevented by the necessity to use the children for income-producing work, by lack of suitable clothes and food, by ill health, or by frequent moves which made school attendance impracticable.

The Farm Security Administration, on September 1st, 1939, had built twenty-five camps in seven States for migratory agricultural workers, providing facilities for 2,300 families, and had under construction facilities for approximately 3,500 additional families. Two mobile

camps accommodating 400 families were in operation, and four more were being constructed. These well-constructed, sanitary camps are replacing the insanitary camps that have been used in many areas for migratory agricultural workers and their families. The new camps provide much better living conditions for the children of these workers. In many of the camps, nursery schools, medical clinics and other facilities from which children benefit have been provided.

A report—*The Community Welfare Picture in 29 Urban Areas, 1938*—was issued by the Children's Bureau in June 1939 as a part of its project for the collection of social statistics in urban areas. The report was based on the 1938 expenditures for health and welfare activities in twenty-nine urban areas having an aggregate population of 14,500,000. The study indicated that the year 1938 established a high mark in urban welfare expenditures. The total expenditure in the twenty-nine urban areas (\$637,000,000) amounted to an average of \$44.01 *per capita* for the entire population in the areas covered. *Per capita* expenditures ranged from \$21.94 in Houston, Texas, to \$68.10 in Cleveland, Ohio, with fifteen of the areas reporting expenditures between \$40 and \$50 *per capita*. The study showed that 72% of all expenditures went for family welfare and general dependency (including aid to dependent children), 17% for hospital in-patient service, less than 4% each for care of children, leisure-time activities and health services other than hospital care, and less than 1% for the work of private planning and fund raising agencies. The Federal Government supplied approximately 50% of all funds expended, the State Governments supplied 13%, local public administrations supplied 21%, and 16% came from private sources. Public agencies expended 83% of the funds expended, private agencies affiliated with community chests expended 10% and other private agencies expended 7%.

#### *Social Services for Children.*

One of the significant developments in services for children is the increasing attention being given by State welfare departments to strengthening and developing the standards of care given to children by private institutions and agencies. During the past three years, seven of the

fourteen States that had no provision for State supervision of these organisations enacted legislation to this effect. Progress has also been made in developing sound procedures of supervision. In a study of the supervisory programme of ten State departments, made last year by the Children's Bureau, it was found that supervision was looked upon as an educational service rather than a regulating measure. Group meetings to discuss common problems and to formulate standards of care for children, advisory services to individual agencies and the loan of a case-worker to demonstrate the importance of case-work services for children were all used by these State departments in their programmes.

Continued progress has been made during the year in the enactment of legislation providing social safeguards for the approximately 16,000 children who are adopted each year in the United States. Such safeguards include: (1) The requirement of a social investigation made by a qualified agency to provide representation of the child's interests to the judge responsible for authorising adoptions; (2) a period of residence in the adoptive home before adoption; (3) provision for preventing public inspection of adoption records; and (4) provision for filing a record of adoption with the registrar of vital statistics, so that certificates of age and place of birth of the child will bear his new name and that of his adoptive parents. A study just completed by the Children's Bureau, made in States in which the State welfare department arranges for having social investigations made preceding adoption, showed the value of this plan, not only in providing more adequate investigations and in preventing many undesirable adoptions, but also in furthering the judge's understanding of the social problems involved in adoption.

During the year, there has been a marked increase in the number of State welfare departments and special committees in large cities that are co-operating with the Children's Bureau in studying and promoting legal provisions and case-work services for unmarried mothers and their children. The number of children of unmarried mothers who are benefiting from aid to dependent children from Federal, State and local funds is steadily increasing. The Social Security Board reported that, during the last fiscal year, 8,519 children of unmarried mothers were

accepted for this form of assistance in the States co-operating with the Federal agency.

With the development of local public child welfare services for children with the aid of Federal grants under the Social Security Act, progress has been made in developing co-operative relationships between local public child welfare workers and State institutions caring for dependent, delinquent and mentally deficient children. In many States, these local workers are making social investigations before commitment to State institutions—to prevent unnecessary commitments and to make known to the institution the child's particular problems and his family situation. They are also assisting in the after-care services for children returned to their homes and providing services to children who are on the waiting list for admission to State schools for mentally deficient children.

The recent increase in the number of local communities that have public welfare agencies of a non-judicial character, and the fact that these new agencies are increasingly being authorised to accept, without court action, the responsibility for care of dependent children whose need is primarily economic, has focused attention on the need of careful consideration of the function of the juvenile court and its relation to other community agencies. In many communities, the juvenile court was the first agency created to deal with problems of child neglect and dependency; in some, it has remained the sole resource for these services. Increasingly, the idea is gaining ground that the judicial and treatment functions of the court should be separated, the court retaining the responsibility for the former and the public agency accepting responsibility for the latter. The Children's Bureau, as a basis for its consultation and advisory services, is studying the relationship between child welfare services (see page 13) and the juvenile court in rural areas, the developments affecting the relationship between courts and other community agencies in cities, and the special projects being carried on by various courts.

The increase in local public welfare facilities for children, providing case-work service for children in their own homes and foster care for those whose removal from their homes is necessary, is affecting the number of children cared for by training-schools established for the care and treatment



of juvenile delinquents, and the types of problems presented by these children. At the same time, a changing philosophy with regard to the place and function of the training-school is apparent. This is seen in the growing awareness on the part of administrators that their institutions are a part of the child welfare system rather than of the penal system.

Juvenile court statistics, compiled annually by the Children's Bureau since 1927, were reported for the calendar year 1938 for an area including 39% of the population of the United States (Massachusetts, Rhode Island and Utah; the greater parts of Indiana, Michigan, Missouri, New York and Ohio; the District of Columbia and thirty-four courts in twenty other States). The total number of juvenile delinquency cases reported for 1938 was 77,289 (64,807 boys and 12,482 girls). In the areas served by twenty-eight courts that have reported each year since 1929, the number of cases declined steadily from 1930 to 1936, with marked decreases in 1932 and 1936. The sharp drop in 1936 (27,849 cases) was followed by a substantial increase in 1937 (31,038 cases) and a 3% decrease in 1938 (29,971 cases). It is difficult to determine the extent to which the decrease in the number of delinquency cases dealt with in these courts represents an actual decrease in juvenile delinquency or changes in the administrative policies of courts.

*White House Conference on Children in a Democracy.*

On January 18th, 1940, the White House Conference on Children in a Democracy will assemble in Washington for its second session. The first session was held on April 26th, 1939, to start the study of conditions affecting children in the United States, and of the goals to be sought during the next ten-year period. The conference is the fourth in the series of national conferences held under presidential auspices, the others having been held in 1909, 1919 and 1930. At the January session, the Conference will consider the major conclusions of the report that is being prepared, with the aid of staff and consultants, by its Reporting Committee and the suggestions for a follow-up programme to carry the recommendations into action throughout the country.

The conference membership includes approximately 600 men and women concerned with the major aspects of child life, representing all States, civic groups, some twenty professions, and the Federal agencies serving children. Many members of the conference have shared in the preparation of the report to be presented to the Conference in January.

*Note.*—The information sent under the headings “Trends in Family Income and Relief” and “Child Labor and Employment” has been communicated to the International Labour Office.

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## ARGENTINE REPUBLIC

### OFFICIAL CHILD WELFARE WORK IN 1938

After the progress recorded in the Argentine during the years 1936 and 1937, in respect of practical child welfare work, the year 1938 cannot show such important results of official action. It is, however, possible to report some new legislative provisions, an important draft national law prepared by the Executive and the opening of some institutions.

#### I. LEGISLATIVE MEASURES

As regards legislation, mention should be made of Law No. 12558,<sup>1</sup> which aims at organising medical and social assistance for children of school age, particularly in the northern provinces and the national territories, which are the areas most affected by the problems connected with the poverty of minors. For this purpose, an entire organisation has been created for medical assistance, the free distribution of medicine and the spread of prophylactic principles. This law will have the effect of stimulating the creation of co-operative societies by co-ordinating their action and subsidising them, of promoting the establishment of school canteens, and even of supplying food direct to children when the need arises. At the same time, the law provides for the creation of school homes in districts where conditions require them; in these school homes, which will be economically built, the teaching required by the National Council of Education will be given under a boarding-school system. The law compels employers or undertakings employing parents, guardians or persons entrusted with children of school age to provide and maintain school premises at their own expense in the factories or establishments where such persons work, if the children cannot

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<sup>1</sup>The Information Centre has published Law No. 12558, of September 29th, 1938, in document C.Q.S./P.E./C.I.124, *Legislative and Administrative Series*, No. 112 (English and French texts).

attend a State school, on account of the distance or other material obstacles, and if they are not less than ten in number.

### *Draft Laws.*

As regards draft legislation, the year 1938 promises a national achievement of the greatest interest. While the provinces are beginning to follow the example of the Federal Government—in Mendoza and Santa Fé, laws have instituted associations for minors—the National Government is indicating its desire to improve the basic status of child welfare by submitting to Congress a draft law amending the existing provisions regarding paternal power, instituting adoption, and seeking to prevent neglect and desertion in all their forms. Another draft law, supplementing the above, provides for the establishment of a juvenile court, an institution which was unknown in the country until it was founded by legislation in the province of Buenos Aires. (The text of these two draft laws was annexed to the report of the Government of the Argentine Republic, and has been deposited in the archives of the Secretariat.)

## II. ADMINISTRATIVE MEASURES

Mention should be made of the Decree of May 3rd, 1938,<sup>1</sup> by which the Executive opened a credit of 2 million pesos to assist poor school-children throughout the Republic. For this purpose, at the same time, it set up the National Commission for School Aid, presided over by the Under-Secretary of the Ministry of Justice and Education, and consisting of representatives of the National Association for Minors and the National Council of Education, and other qualified officials. This commission has been, in practice, a continuation of the former commission created during the presidency of General Justo in 1937, for which a credit of 1,000,000 pesos was opened.

By setting up this commission, the Executive shows its desire to keep the promise made on several occasions to

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<sup>1</sup> The Information Centre has published the Decree of May 3rd, 1938, in document C.Q.S./P.E./C.I.123, *Legislative and Administrative Series*, No. 111 (English and French texts).

regard the education of youth in its two aspects—*i.e.*, the intensification of education and its direction towards practical forms, and the grant of immediate, continuous and methodical assistance to poor school-children. Indeed, it is not only education that is indispensable : the necessary measures for providing the children with clothing, food and medicaments must be laid down in a proper educational programme which aims at rearing strong and healthy future generations. The Executive considered that this action was to be regarded not as a work of charity, but as an imperative social duty, the accomplishment of which will result in an improvement in the position of children in the towns, villages and country districts.

In accordance with its terms of reference, the National Commission for School Aid has created 530 school canteens for the educational establishments dependent on the National Council of Education, and 66 in schools of arts and crafts. This body began its work of social assistance on the basis of reports obtained from various institutions. It set to work immediately to study the areas which were in most urgent need of supplies of clothing and food, and, in six months, it succeeded in installing completely the number of school canteens mentioned above. Nearly 60,000 children, in more than 600 schools spread over the entire territory of the Republic, have benefited from this institution.

The diet provided for the children in the different areas is based on local customs and local products. The Commission has endeavoured to add a sufficient quantity of milk, and has succeeded in some cases, but it is to be regretted that this measure could not be made general. A subsidy was paid each month to each school canteen, calculated according to the number of children attending it and the form of diet found to be the most suitable. The average cost per child was 3 pesos a month. The expenditure incurred under this head amounted to 435,000 pesos.

The amounts spent on installing and subsidising the work of the canteens were as follows :

|   | Pesos   |
|---|---------|
| Northern provinces and territories..... | 161,460 |
| Coastal provinces .....                 | 113,620 |
| Andine provinces .....                  | 179,400 |
| Central provinces .....                 | 107,640 |
| Southern territories.....               | 35,880  |

This work was supplemented by the distribution of clothing to the value of 803,000 pesos.

A thorough enquiry was first made, in order to ensure an equitable distribution of the resources. In order to facilitate the studies, a "School Guide" was compiled, in which the following information was registered regarding each establishment which might receive social aid : rural position of the school; postal and telegraphic address; distance from the port of call or nearest railway station; routes and means of despatching consignments; nearest school; a plan of the route from the nearest railway station or port to the school; school population of the area, divided according to sex; climate; maximum and minimum temperature in summer and winter; general economic situation; percentage of indigent school population; description of the district, etc.

These particulars are supplemented by other information, including details of the registration of pupils, their state of nutrition, health conditions in the home, list of children needing protective clothing, and details regarding the clothing and equipment to be supplied, endemic diseases of the district, commonest diseases among the children, general structural type of houses, quality of water, food, general occupation of the population (agriculture, mining or industry), nationality of the majority of the inhabitants, conditions under which school work is carried on, a sketch of the building—in short, everything that may help to form a complete picture of the place and the social environment.

In this manner, by methodical work, it has been possible greatly to improve the position of poor school-children in the interior of the country.

Decree No. 5520, of June 8th, 1938,<sup>1</sup> containing executive regulations to Law No. 12341<sup>2</sup> (by which the Maternity and Child Welfare Service was established in connection with the National Health Department), has taken the place of Decree No. 101341, of March 11th, 1937,

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<sup>1</sup> The Information Centre has published Decree No. 5520, of June 8th, 1938, in document C.Q.S./P.E./C.I.150, *Legislative and Administrative Series*, No. 136 (English and French texts).

<sup>2</sup> See the report on Child Welfare in the Argentine Republic for the years 1936 and 1937, in document C.91.M.50.1939.IV, pages 27-36.

which is annulled. Under this decree, the Maternity and Child Welfare Service is made responsible for assisting mothers before and after confinement, and children up to the age of 6 years, with the exception of those placed under judicial authority or guardianship, or in public institutions.

The Service comprises seven divisions, and the decree lays down the powers of each of these divisions as follows :

Division I is entrusted with health and social services : demographic research and health statistics, propaganda and training of the population in respect of health, and social services.

Division II is entrusted with inspection and legislation.

Division III deals with questions of eugenics and maternity : pre-conceptional and pre-natal assistance, prosecutions for illegal obstetrical assistance and charlatanism; breast-feeding; grants to nursing mothers; maternity insurance; examination of wet-nurses.

Division IV is entrusted with infants : registration of births, and feeding centres.

Division V deals with children of pre-school age (2½ to 6 years) : pre-school medico-social service.

Division VI deals with sick, abnormal and indigent children : physical training, holiday colonies, mental hygiene of children, baths and prevention of infectious diseases.

Division VII is entrusted with dental treatment.

### III. INFORMATION

Among the measures for organising new establishments created in 1938, it should be mentioned that the Santa Rosa Home for female minors under 18 years of age has been attached to the National Association for Minors, which is itself dependent on the Ministry of Justice and Education. This institution provides for the observation and classification of the girls entrusted to the Association, so that they may be immediately sent to an establishment suited to their case, after taking account of their tendencies, their degree of culture and their industry. This new home marks a definite advance in the organisation of the

system for the protection of female minors in the Argentine Republic.

The " Ramón Sardá " maternity home was enlarged on August 31st, 1938, and this enabled the services for mothers, new-born infants and young children to be considerably improved.

On the national plane, mention need be made only of the opening of the pavilion for assistance and prevention of infantile tuberculosis, built at the Foundling Home, which supplements the anti-tuberculosis campaign carried on with such marked success by the Beneficent Society of the capital (State foundation).

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## AUSTRALIA

### New South Wales

#### I. LEGISLATIVE AND ADMINISTRATIVE MEASURES

The Parliament of New South Wales has had before it in 1939 a Child Welfare Bill. No legislation for the protection of children from the industrial point of view was passed in 1938, and no legislation of this nature is contemplated. As far as administrative measures are concerned, the Factories and Shops (Amendment) Act of 1936 made it necessary for every child under 16 years of age employed in all classes of factories to obtain a certificate of fitness before employment. During 1938, certificates of fitness under this Act were granted to 11,722 children (males, 5,635; females, 6,087) within the age-group 14-16 years.

#### II. WORK OF THE CHILD WELFARE DEPARTMENT

The report of the Minister of Public Instruction on the work of the Child Welfare Department for the period July 1st, 1935, to June 30th, 1937, published in June 1939, states that, during that period, there has been a steady development of policy directed to the improvement of departmental administration generally. The training of the Department staffs by conferences, lectures and discussions was begun, and plans for the recruitment of cadets for special training in the problems of child welfare are almost complete. These plans, together with the establishment of tutorial classes for all other groups of officers, provide a sound foundation for general staff efficiency.

Dealing with the various aspects of the Department's work, the report states that, within the institutions for delinquent minors, effort has been directed to the building of character and to securing response from the inmates by the introduction of interests into their lives and, at the same time, by gradually reducing restraint. The result has been highly satisfactory and in proportion to the interests introduced.

In connection with preventive work, tribute is paid to the services rendered by children's playgrounds, children's libraries, boys' brigades, etc., and the necessity for the extension of such activities is stressed. The plans of the Department include the formation of a permanent conference of community social workers to examine ways and means of effecting co-operation between all community bodies. One of the functions of the conference would be to impart an impetus to the creation of preventive agencies. Side by side with these measures should go a Child Guidance Clinic, to deal with the "problem child" and the child who has become the subject of court action. Application has been made for the appointment of a psychologist for special work in the institutions for delinquents and other departmental establishments.

During the period under review, after-care was continued, and included the following-up of cases past the age of 18 years until the child has become an established wage-earner. The success of the hostel for the after-care of girls was a marked feature of this campaign.

*Boarding-out and Adoption.*—The Boarding-out Branch of the Department deals with the admission of children to State control, the selection of suitable foster homes and the placing of wards with guardians; the maintenance, care, education, training and employment of wards up to the age of 18 years, and after-care thenceforward as may be necessary, and adoptions. Children are admitted to the control of the Department as wards of the State, by application on the part of some responsible person or from children's courts, following an order of committal. Special attention has been given to the selection of foster homes, the need of the individual child being considered in relation to the capacity and personality of the guardian. Boarding-out is increasingly used as a corrective to behaviour difficulties, and effort has been made to give the nature of the child and the judicious selection of the home the paramount importance these factors deserve. On June 30th, 1937, there were 4,256 wards, irrespective of children in correctional institutions, a decrease, compared with the previous year, of 91. Of this number, 1,471 were with their own relatives and the remainder with non-relatives or in institutions.

*Allowances to Mothers.*—The payment of allowances to mothers in respect of their children is made under the authority of Section 14 of the Child Welfare Act, as amended by the Widows' Pensions Act, 1925, and the Government Relief Administration Act. Applications for allowances are investigated by departmental inspectors or by the police, and persons in receipt of allowances are regularly visited, the inspections not being confined to financial circumstances only. The conduct of the home and the well-being of the children are under friendly supervision. Practical advice and encouragement are freely given. At June 30th, 1937, a total of 5,090 mothers were in receipt of allowances (the principal categories being: mothers whose husbands are incapacitated, 2,261; deserted wives, 1,316; unmarried mothers, 1,050) in respect of a total of 9,824 children, a reduction from the corresponding date of the previous year of 63 and 235 respectively.

*Juvenile Delinquency: Probation and After-care.*—The principal aims of the Administration concerning probation during the past two years may be briefly stated as follows: to establish and maintain the closest possible liaison with the courts; by organised lectures and discussions and the provision of suitable literature to inform the staff generally on the principles and practice of modern reformatory work; to consolidate the organisation of honorary social welfare officers; to explore community resources in social welfare agencies and to enlist the co-operation of such agencies in the service of the child. There has been considerable concentration of attention on probation work; the staff has been impressed with the necessity for scientific knowledge in the execution of their duties, and encouraged to appreciate and master the literature and technique of organised social service. Children are treated individually; the burden of case-work is consequently heavy, but every probationer has open access to the administrative officers of the Department as well as to the district inspectors. So well established has probation become in the legal and social system that the officers seldom encounter hostility; parents are glad to accept the proffered advice in solving the problems to which they themselves have been unable to find a solution.

*Children's Courts.*—Among the statistical information given in the report of the Minister of Public Instruction are

the following figures : during the year ended June 30th, 1937, 2,304 children (1,961 boys, 343 girls) appeared before the Metropolitan Children's Court, of whom 13.1% were committed to institutions. In the previous year, 2,608 children (2,183 boys, 425 girls) were dealt with—304 more than in 1937—of whom 12.4% were committed to institutions. By far the greatest number of offences among girls and boys alike were met by release on probation. In the year ended June 30th, 1937, 641 boys and 84 girls were placed on probation, as against 258 boys and 46 girls committed. Children's courts have jurisdiction to hear cases of offences by adults against children, and 24 cases of this kind were dealt with by the Metropolitan Children's Court in the year 1936/37, compared with 12 the previous year.

*Protection of Infant Life.*—The report states that strict enforcement of the present law as it relates to the placing with foster-parents of children under the age of 7 years has had excellent results. Homes or institutions for the care of children under 7 years of age apart from their mothers must be registered and licensed, and their conduct is carefully regulated. During the year 1936/37, 258 registered homes were in operation.

Lying-in homes are also under the supervision of the Department and are regularly visited, in order to maintain particular oversight over the illegitimate child. Registered lying-in homes numbered 602 during the year 1936/37. The report adds : "It would be conservative to state merely that great progress has been made during the present century in public enlightenment and community action in the sphere of infant welfare. The change has been little short of revolutionary. 'Baby-farming' is no longer an evil to be fought, but rather a menace to be guarded against. Infant mortality rates have receded amazingly, while the extent of infanticide and abandonment of babies has ceased to give cause for alarm. Infants of to-day enjoy a greater expectation of life, health and security than ever before."

*Street trading* by children is strictly controlled, and the law requires that licences to engage in it should be granted to male children of 12 years of age or over only if it is shown that the moral and material welfare of the child will not thereby suffer. The Child Welfare Bill, which

was before Parliament at the time of the report, provided for the repeal of the present law and for the issue of licences for street trading only to male children of the age of 15 years or over, besides being intended to remedy certain other defects in the existing law, which does not cover such cases as children trading within certain hours in theatres and on sports grounds and boats. Besides possible action against the employer of an unlicensed child, the definition of "neglect" in the Child Welfare Act, coupled with Section 50, enables proceedings to be taken for the protection of children engaged in begging, dangerous performances and unlicensed street trading.

*Field Service: Inspection Branch.*—Inspectors of this Department constitute by far the greatest single Governmental force in the community for the protection of childhood and the prevention and cure of juvenile waywardness. Apart from their functions in relation to the supervision and guidance of State wards, inspection of infants' homes and lying-in hospitals, the regulation of street trading and performances by juveniles, adoption, boarding-out, school attendance and truancy, prosecutions, affiliation, control of the system of juvenile probation, prevention of neglect and ill-treatment of children, liaison with the children's courts, instruction of honorary welfare officers, regulation of the private boarding-out of infants, recovery of maintenance and wages, employment, after-care and a hundred and one consequential or incidental responsibilities, inspectors are resorted to by increasing numbers of adults and children alike for counsel, information, mediation in disputes and enlightenment over a wide range of personal and social problems. The daily performance of his duties calls for familiarity on the part of the inspector with every public and private agency for the benefit of child life, conditions governing the grant of all kinds of relief or aid, medical or pecuniary, employment facilities and requirements, and every aspect of public health, sanitation, schools and education, together with a considerable body of law and the principles of diet and nutrition, etc. An average of not less than 38,000 children are under supervision from one cause or another at any given time, and the visitation of children brings in its train contact with probably six times as many other children and adults. These figures give some conception

of the potential good influence and practical assistance that may be rendered to the community by a selected staff of properly trained inspectors.

## Victoria

An important step was taken in connection with child welfare administration in Victoria by the appointment of a stipendiary magistrate of children's courts and two paid probation officers, one male and one female, with the object of having a trained chairman in court at each sitting in the metropolitan area, who will be assisted, particularly in "problem" cases, by the paid probation officers. It is hoped that these officials will guide the honorary magistrates and probation officers in their functions, and that they will further suggest, from time to time, legislative amendments designed to improve the existing system. It is so far too early to submit any report on their activities.

## Queensland

### I. LEGISLATIVE AND ADMINISTRATIVE MEASURES

No additional information in respect of legislative or administrative measures is available for Queensland for the year 1938.

### II. INFORMATION

The Secretariat has, however, received the annual report of the Acting Director of Infant Welfare of Queensland for the year ending June 30th, 1938, from which the following information is taken. As a result of the work of the baby-clinics, a widespread public interest in the welfare of infants and young children has been created. There now exists a much higher standard of knowledge, among mothers and nurses, of the problems affecting the health of children. The work of infant and young children welfare in the State has grown in striking fashion. For the baby-clinics, there are now 26 centres and 78 sub-centres scattered throughout the State, staffed by 49 nurses, whereas in 1926 there were only 14 centres in all, and in 1927 there were only 25 nurses on the staff. Attendances

at the centres show a similar increase, being 213,463 in 1937/38, against 14,951 in 1926/27. Good progress is also shown by the infant mortality figures: the "baby-clinics" were first opened in Brisbane in 1917, and in 1919 the infantile mortality rate for that city (deaths under 1 year per 1,000 live births) was 94.6. For the year 1937, it was 40.08. For Queensland as a whole, the corresponding figures were 72.4 and 35.6, the latter being the lowest figure on record for the State and the second lowest in the Commonwealth.

Figures are given concerning the causes of infant mortality, and it is pointed out that deaths occurring in the first month of life due to "prematurity" increased, amounting to 52.6% of the total deaths. An investigation is now being made into the causes of prematurity.

The year has seen a slight reduction of the puerperal mortality rate, including deaths from abortion, the accidents of pregnancy and the deaths from childbirth, but the maternal mortality rate has slightly increased, the rate for 1937 being: 3.08 per 1,000 live births, compared with 2.61 the previous year.

Two aspects of child welfare work have recently received special attention: neo-natal mortality (deaths during the first month of life) and the care of children of pre-school age. Cause for satisfaction is given by the gradual fall in the neo-natal mortality rate in the State, but there still occurs a heavy loss of life at this early stage. Most of these infants are born unfit to live, the causes of their deaths being really ante-natal, and there is need for further concentrated effort directed to the understanding of these causes, many of which appear at present difficult to combat.

In regard to children of pre-school age, it is pointed out that the object of the baby-clinics is the prevention of disease, not only in children during the first year of life, but also up to school age, when the work of medical supervision is taken over by the school health services. Of the children admitted to schools in Brisbane, 21.4% showed defects, diseases of the tonsils and obstruction of breathing due to adenoids being the most common. In the past, a number of children have continued to attend the baby-clinics for supervision up to school age, and it is hoped to inaugurate a scheme for the systematic examination of

these children, in order to make available a complete record of each child's health from birth.

The work of the baby-clinics showed a steady increase during the year 1937/38, the attendances recorded numbering 213,463, an increase of 13,748 on the previous year. Of this total, only 726 attendances were recorded at new centres opened too late in the year to affect the total in any material fashion.

### III. SCHOOL HEALTH SERVICES

The report for 1937/38 of the Chief Medical Officer of the School Health Service of the State of Queensland contains, among much other information on the activity of this service, a report on the work of the School Nursing Section during the year.

The School Nursing Staff, although considerably hampered in routine duty by the outbreak of infantile paralysis, has carried out excellent work during the year. These officers were in many cases called upon to visit the class "contacts" of anterior poliomyelitis cases occurring in children of school age, and also to visit the homes of actual sufferers from the disease. During this period, members of the nursing staff visited 1,483 cases, travelling a distance of 14,000 miles by car. Consequently, duties in other directions were held up. The work of the school nursing sister has become increasingly valuable, and she acts as liaison officer in many instances between teacher and parent; there are many problems not entirely in the province of the teacher which she is able to thrash out with the parent and in regard to which she can give valuable advice. Moreover, she frequently acts as an attendance officer, investigating the cause of the child's absence from school. Her assistance in the case of an epidemic is invaluable, especially with infectious diseases such as measles, mumps, scarlet fever, diphtheria, etc. Her advice is regularly listened to by the parents, and she becomes more or less a guide, philosopher and friend to many of the poorer-class mothers who may find it difficult to obtain medical advice.

It is for this reason that the practice of allocating a district to each of the nursing staff has been greatly extended in the last few years. This scheme is bearing more and more fruit. The staff sister becomes thoroughly



acquainted with her district and the people in it. She gets to know them, and they her, and there is mutual respect which engenders confidence.

The nursing staff also report cases of malnutrition, cases where children appear to be neglected, cases of pre-school children who apparently require treatment for deafness, blindness or some serious physical defect. Reports of these officers are carefully considered and sent on to the proper authority, who makes due enquiry. Nurses have co-operated also, as in previous years, with the work done by the inspectors under the direction of the microscopist of the hookworm campaign.

The School Health Service has been carrying out investigation in heights, both sitting and standing, and weights of primary school-children. It is intended to obtain a "norm" for the various districts of the State, and already large numbers have been examined in the Brisbane area. Conditions under which the children live are taken into consideration, and the family history is recorded against each, showing the nature of the father's occupation, whether in work or not, the district in which the child lives, and the type of food, if possible, which it consumes, also any diseases from which it has suffered which might have had an effect upon its stature and general development. Later, it is proposed to discuss tropical areas with the Director-General, with a view to arriving at the most suitable areas in which to make further surveys respecting the more northerly situated children.

#### IV. THE SCHOOL DENTAL SERVICE

After a period of over a quarter of a century's association with the Department of Public Instruction, an official change was effected in the control of the School Dental Service during the year 1937/38, and, as from October 1st, 1937, the Service became an activity of the Department of Health and Home Affairs. The history of the Service's attachment to the Education Department reveals some interesting developments. From a professional staff strength of one dental officer, the staff personnel increased to a quota of fifteen full-time officers, whilst the annual dental operations gratuitously performed under the scheme expanded from 1,950 in the first year's

activity to 112,787 in the last year's record. Though appreciative cognisance is taken of such developments, the situation is not yet fully met.

During the year under review, the total number of children dentally inspected was 42,193.

A very real and constantly recurring problem is the case of the child from 12 to 14 years of age who, because he has been denied the privilege of an early operative service with follow-up attention at reasonably short intervals, now presents teeth that are attacked with caries to such an advanced degree as to make immediate conservation quite an impracticable proposition. To spend an excessive amount of time in attempting a complete conservative service for this one child results in the neglect of a considerable number of other mouths. Clearly recognising this fact, the dental officers' treatment of special cases is carried out on the following basis: (1) Conservative attention restricted to those favourable cases in which the mouth can be rendered sound without prolonged attention; (2) Advanced cases requiring prolonged attention restricted to emergency service-treatment for the relief of suffering. By such action the disadvantageous absorption of valuable treatment time is reduced to a minimum, the many are served and a limitation of ministrations to the few is avoided.

That the school atmosphere or school environment is a highly favourable venue for the application of children's dental service has been the gratifying experience of the whole staff of school dental officers since the inception of the School Dental Service in Queensland. It is not an uncommon experience for departmental officers to find that, included in their successes, there have been a number of cases where repeated endeavours had been made by parents to secure the needed attention through the ordinary channels of established dental surgeries, but without avail.

It is a pleasing testimony to the possibilities of the Service that the proportion of intractable cases of the whole school dental staff continues at the satisfactory level of less than 3%. The following figures, expressing the total activity of the different centres, give a measure of the work performed: Number of children treated: 20,942; number of operations performed: 112,248; number of

extractions : 40,119; number of fillings : 53,506; number of other treatments : 18,623.

From the practical viewpoint of results achieved, the system can justly claim to be an essential cog in the great wheel of health progress.

### South Australia

There was no fresh legislation during 1938 in South Australia, but special monetary assistance was granted to the Mothers' and Babies' Health Association, to enable it to establish a School of Infant Welfare, and the quantity of milk and vegetables granted to children on ration relief has also been increased. The Children's Welfare Department has continued the administration of the Maintenance Acts dealing with the detention and boarding-out of wards of the State, and some minor administrative changes have been introduced.

The Children's Welfare and Public Relief Board, whose report for the year ending June 30th, 1938, has been sent to the Secretariat, states that during the year the Board was advised that the Government had appointed an honorary committee to make some enquiry into the treatment of delinquent children, its terms of reference being : " To enquire into and report to the Government on the present system of controlling and maintaining delinquent and other children in the care of the State, and to make such recommendations to the Government arising from such enquiry, including the after-care and guidance of such children, as shall, in the opinion of the Committee, be desirable or expedient in the interests of the children and the State ". The Board immediately offered every facility to the committee, and did everything to furnish it with all available information, believing that the more enquiry is made, the more will the present system be appreciated.

The report reaffirms the Board's belief that boarding-out is superior to any form of institutional treatment for neglected, destitute or delinquent children; as soon as any child is fit to be placed out, a suitable home is sought for the child, where he may be placed under one of the several regimes adopted.

The following figures, extracted from the statistical information given in the report, show the extent to which

boarding-out is resorted to in the case of children who are under the control of the State. The number under control on June 30th, 1937, was 1,025; 313 new committals and 308 discharges during the year left the total at the end of June 1938 at 1,030, of whom, at that date, only 187 were lodged in institutions, while 843—81.8%—were placed out.

Since the Adoption of Children Act was passed in 1925, the work of the Licensed Foster-mothers Branch has considerably increased. Many applications and enquiries were made by the public relating to legal adoptions, and since the Act to amend the Adoption of Children Act was passed in 1931, the work has increased still more. The homes of applicants are reported on and advice given as to the advisability of legal adoption; wherever possible, it is recommended that the child should be taken into the home on a trial basis before the final steps are taken. This gives the inspectors an opportunity to judge whether legal adoption would be in the best interests of the child, the home being under supervision until the adoption is granted by the court.

### Western Australia

With regard to legislation on the subject of child welfare in Western Australia, it is intended shortly to introduce a Bill to provide for assistance to destitute persons, and it is proposed that this Bill shall embody amendments to the Child Welfare Act. Hitherto, the Child Welfare Department has been working under departmental instructions approved by the Governor in Executive Council.

### Tasmania

No additional information in respect of legislative or administrative measures is available for Tasmania for the year 1938.

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## BELGIUM

### I. LEGISLATIVE MEASURES

The chief legislative measures dealing with child welfare passed in 1938 are :

1. The Law of March 7th, 1938,<sup>1</sup> (*Moniteur belge*, March 12th, 1938), which organised the guardianship of natural children.

2. The Law of July 16th, 1938 (*Moniteur belge*, August 25th, 1938), prolonging the provisions of the Royal Decree of July 31st, 1935 (*Moniteur belge*, August 1st, 1935), concerning the raising of the compulsory school-attendance age.

### II. ROYAL DECREES

Among the Royal Decrees dealing with child welfare issued in 1938, the following may be mentioned :

1. The Royal Decree of February 4th, 1938,<sup>2</sup> concerning the educational and scholastic cinema centre (*Moniteur belge*, March 5th, 1938);

2. The Royal Decree of February 25th, 1938,<sup>3</sup> supplementing and co-ordinating the provisions relating to the supervision of cinematographic films in Belgium (*Moniteur belge*, March 9th, 1938);

3. The Royal Decree of May 12th, 1938, organising the system of family allowances introduced by the Law of June 10th, 1937, for employers and independent workers (*Moniteur belge*, May 25th, 1938);

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<sup>1</sup> The Information Centre published the "Law of March 7th, 1938, concerning the guardianship of illegitimate children" in document C.Q.S./P.E./C.I.43, *Legislative and Administrative Series*, No. 38 (English and French texts).

<sup>2</sup> The Information Centre has published the English and French texts of this decree in document C.Q.S./P.E./C.I.54, *Legislative and Administrative Series*, No. 48.

<sup>3</sup> *Idem*, C.Q.S./P.E./C.I.75, *Legislative and Administrative Series*, No. 68.

4. The Royal Decree of September 12th, 1938,<sup>1</sup> concerning school medical inspection and health record books (*Moniteur belge*, September 23rd, 1938);

5. The Royal Decree of December 5th, 1938,<sup>2</sup> supplementary to the Royal Decree of June 12th, 1937, determining the conditions with which playing-fields must comply in order to secure and retain Government approval (*Moniteur belge*, December 26th, 27th and 28th, 1938).

### III. NOTE ON THE APPLICATION OF THE RAISING OF THE AGE FOR COMPULSORY SCHOOL ATTENDANCE IN 1938

A Royal Decree of July 31st, 1935,<sup>3</sup> issued in execution of the Law of July 31st, 1934,<sup>4</sup> prolonged and supplemented by the Laws of December 7th, 1934,<sup>5</sup> March 15th,<sup>6</sup> and March 30th, 1935,<sup>7</sup> raised the compulsory school-attendance age to 16 years for young persons, involuntarily unemployed, living in certain communes to be designated by the Minister of Education.

Article 9 of the decree, however, enacted that these provisions should remain in force only up to September 1st, 1937.

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<sup>1</sup> The Information Centre has published the English and French texts of this decree in document C.Q.S./P.E./C.I.126, *Legislative and Administrative Series*, No. 114.

<sup>2</sup> *Idem*, C.Q.S./P.E./C.I.114, *Legislative and Administrative Series*, No. 104.

<sup>3</sup> Royal Decree of July 31st, 1935, on the raising of the school-attendance age (*Moniteur belge*, August 1st, 1935).

<sup>4</sup> Law of July 31st, 1934, conferring certain powers on His Majesty for an amelioration of the economic and financial situation and a reduction of public expenditure (*Moniteur belge*, August 1st, 1934).

<sup>5</sup> Law of December 7th, 1934, prolonging and supplementing the provisions of the Law of July 31st, 1934 (*Moniteur belge*, December 9th, 1934).

<sup>6</sup> Law of March 15th, 1935, prolonging the Laws of July 31st, 1934, and December 7th, 1934 (*Moniteur belge*, March 16th, 1935).

<sup>7</sup> Law of March 30th, 1935, prolonging and supplementing the Laws of July 31st and December 7th, 1934, and of March 15th, 1935 (*Moniteur belge*, March 31st, 1935).

The Laws of June 19th, 1937,<sup>1</sup> and July 16th, 1938,<sup>2</sup> each prolonged by one year the application of the provisions of the above Royal Decree. The second of these laws therefore ceased to operate on September 1st, 1939.

The Law of August 10th, 1939,<sup>3</sup> prolonged the provisions up to September 1st, 1941.

The raising of the compulsory school-attendance age, as enacted by the provisions in force, has given very substantial results. Thanks to the perseverance of provincial committees, ninety-six special sections operated regularly throughout 1938 in various districts, and were attended by some 2,000 pupils. The operation of these sections cost the Treasury about 2,300,000 francs in 1938.

Apart, however, from this result, which may not seem adequate, it should be borne in mind that most of the boys and girls affected by the present law must have enrolled in various educational institutions. Some have continued to follow the courses of the "primary fourth"; others have put their names down for attendance at secondary schools; and others, again, at technical schools.

Some increase in the numbers of pupils has been observed in vocational schools. For instance, there was an increase of 10,000 units in 1937/38, as compared with the school year 1935/36, and an increase of 6,900 units in 1938/39, as compared with the school year 1937/38.

Over a three-year period, therefore, the number of pupils attending vocational schools rose by 17,000.

Since 1935, the idea of raising the compulsory school-attendance age for all children has spread, and has met with a certain amount of approval. At the present time, however, the question does not appear to have emerged from the preparatory stage, if one may judge from the conclusions submitted to the Government by the various commissions which have studied this problem. While the raising of the compulsory school-attendance age for all children has its ardent supporters, it has also its opponents, and it must be admitted that the arguments on both sides have a certain weight.

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<sup>1</sup> Law of June 19th, 1937 (*Moniteur belge*, July 5th and 6th, 1937).

<sup>2</sup> Law of July 16th, 1938 (*Moniteur belge*, August 25th, 1938).

<sup>3</sup> Law of August 10th, 1939 (*Moniteur belge*, September 2nd, 1939).

In any case, the Government proposes to make an exhaustive study of the problem. Pending a solution, it considers that the principle by which the legislator was inspired in 1935 is still vitally important, seeing that the present economic situation would seem to be less favourable than that in 1935. A certain increase in unemployment has indeed been observed, particularly among young persons who have no technical qualifications.

It is for this reason that the legal provisions of July 31st, 1935, have been prolonged until September 1st, 1941, by the Law of August 10th, 1939.

#### IV. APPLICATION OF THE LAW OF MAY 15TH, 1912, ON CHILD WELFARE

The Law of May 15th, 1912,<sup>1</sup> provides for the pronouncement of the forfeiture of paternal power in respect of all or of one or more of the children, according to circumstances; the same law also introduced juvenile courts and the probation system; it defined the steps which can be taken by the children's judge, and strengthened the provisions in the Criminal Code for punishing crimes and offences against the morals or the helplessness of children. The following table (pages 48-51) shows the comparative statistical results of the application of the Law of May 15th, 1912, over the period 1920-1928.

#### V. ACTIVITY OF THE "ŒUVRE NATIONALE DE L'ENFANCE"

The following information is extracted from the report on the work of the "Œuvre nationale de l'enfance" submitted by its secretary-general at the end of the year 1938.

1. *Pre-natal Clinics*.—In 1938, 265 pre-natal clinics, which examine expectant mothers, were subsidised. During the last quarter of the year, 7,373 expectant mothers were inscribed. In the whole year, there were 50,494 pre-natal and post-natal examinations.

2. *Well-baby Clinics*.—For the entire year, subsidies were granted to 1,380 clinics, operating in 773 towns and

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<sup>1</sup> Law of May 15th, 1912, on Child Welfare (*Moniteur belge*, May 27th, 28th and 29th, 1912).



## COMPARATIVE STATISTICS

*Years 1920 to 1938.*

### Chapter I. — FORFEITURE OF PATERNAL POWER

| A.—Movement:  | Years: | 1920         | 1925         | 1930         | 1935         | 1936         | 1938         |
|---|--------|--------------|--------------|--------------|--------------|--------------|--------------|
| Number of forfeitures .....   |        | 193          | 220          | 227          | 204          | 271          | 252          |
| Number of children .....  |        | 365          | 347          | 471          | 329          | 396          | 456          |
| <br>  |        |              |              |              |              |              |              |
| B.—Numbers on December 31st:  |        |              |              |              |              |              |              |
| Children entrusted to private persons.....                                |        | 414          | 643          | 644          | 521          | 543          | 574          |
| Children entrusted to private educational societies or institutions ..... |        | 942          | 1,414        | 1,694        | 1,583        | 1,641        | 1,786        |
| Children placed in private special homes .....                            |        | 20           | 102          | 159          | 200          | 159          | 204          |
| Children placed in State educational establishments .....                 |        | —            | 21           | 27           | 24           | 23           | 29           |
| Children placed in State special establishments.                          |        | —            | 25           | 16           | 15           | 19           | 22           |
| Total...  |        | <u>1,376</u> | <u>2,205</u> | <u>2,540</u> | <u>2,343</u> | <u>2,385</u> | <u>2,615</u> |
| <br>  |        |              |              |              |              |              |              |
| Children placed without cost .....  |        | 255          | 550          | 678          | 665          | 674          | 720          |
| Children morally neglected .....  |        | 848a         | 949          | 806          | 771          | 684          | 738          |

Chapter II. — JUVENILE COURTS

| A.—Activity :   | Years: | 1920   | 1925   | 1930  | 1935   | 1936   | 1938   |
|---|--------|--------|--------|-------|--------|--------|--------|
| Minors reported to the public prosecutors . . . . .   |        | 16,597 | 10,584 | 9,735 | 12,626 | 13,749 | 15,866 |
| Minors placed under provisional guardianship . . . . .  |        | 666    | 387    | 425   | 192    | 234    | 221    |
| Minors placed under observation before trial . . . . .  |        | 78     | 322    | 341   | 349    | 390    | 410    |
| Minors tried . . . . .  |        | 3,794  | 2,616  | 2,082 | 2,306  | 2,509  | 2,093  |
| Minors discharged . . . . .   |        | 332    | 196    | 178   | 307    | 300    | 192    |
| Minors reprimanded (probation) . . . . .  |        | 1,803  | 1,154  | 798   | 1,044  | 1,053  | 775    |
| Minors entrusted to private persons . . . . .   |        | 19     | 34     | 34    | 24     | 38     | 29     |
| Minors entrusted to educational establishments or institutions . . . . .                                |        | 721    | 334    | 342   | 228    | 302    | 309    |
| Minors entrusted conditionally to State establishments (probation) . . . . .                            |        | 533    | 503    | 351   | 441    | 509    | 467    |
| Minors entrusted to State establishments without postponement of execution of sentence . . . . .        |        | 360    | 340    | 403   | 212    | 286    | 282    |
| Minors placed in a special establishment . . . . .  |        | 26     | 55     | 75    | 50     | 21     | 39     |
| Number of modifying decisions . . . . .   |        | 3,612  | 3,257  | 2,539 | 2,213  | 2,339  | 2,436  |
| Percentage of cases of internment and placing among minors reported to the public prosecutors . . . . . |        | 6.7    | 7.2    | 8.0   | 4.1    | 4.7    | 4.15   |

Results of Proceedings by Age-groups.

|  | Years: | 1920  | 1925  | 1930  | 1935  | 1936  | 1938  |
|--|--------|-------|-------|-------|-------|-------|-------|
| Minors under 10 years . . . . .        |        | 355   | 218   | 333   | 276   | 253   | 196   |
| „ over 10 but under 13 years . . . . . |        | 1,149 | 789   | 457   | 607   | 623   | 490   |
| „ „ 13 but under 16 years . . . . .    |        | 1,913 | 1,295 | 991   | 1,245 | 1,377 | 1,107 |
| „ „ 16 but under 18 years . . . . .    |        | 377   | 314   | 301   | 178   | 256   | 300   |
|  |        | 9.4%  | 8.3%  | 16.0% | 12.0% | 10.1% | 9.4%  |
|  |        | 30.3% | 30.2% | 21.9% | 26.3% | 24.8% | 23.4% |
|  |        | 50.4% | 49.5% | 47.6% | 54.0% | 54.9% | 52.9% |
|  |        | 9.9%  | 12.0% | 14.5% | 7.7%  | 10.2% | 14.3% |
| Total . . . . .                        |        | 3,794 | 2,616 | 2,082 | 2,306 | 2,509 | 2,093 |

communes; 101,912 children up to 3 years of age were entered up to December 31st, 1938, and 1,831,163 visits were noted. The "Œuvre nationale de l'enfance" gave assistance in the form of food during the winter to all the *protégés* of the clinics and to those of the home services.

3. *Supervision of Children put out to Nurse or in the Custody of Private Persons.*—In pursuance of the duty entrusted to it by the Law of September 5th, 1919,<sup>1</sup> the "Œuvre nationale de l'enfance", at the end of the year, was supervising 3,422 children, all under 7 years, who had been put out to nurse or placed in the custody of private persons. Most of these children have been under the supervision of the "Œuvre nationale" for several years, and have been brought up by foster-mothers who have been known for a long time. Applications from parents to board out their children are far fewer than the offers received from foster-mothers. Thus, in the course of the year, it was possible to accede to applications put forward by 1,696 foster-mothers, and impossible to give satisfaction to 1,714 others who, after enquiry, were found to be suitable.

4. *Service of Visits to Homes in Rural Districts.*—Circumstances do not always make it possible to set up consultation clinics of the classical type in rural districts. In view, on the one hand, of the small local population, and, on the other hand, of the way in which the dwellings are scattered and the distances to be covered, some other method of supervising young children must be found. The "Œuvre nationale de l'enfance" has therefore created home visiting services, which, though not ideal, are of undoubted value.

At the end of December 1938, 144 centres of home visiting services were operating. At that date, they were supervising 10,095 children under 1 year old, and 199,714 visits were recorded for the entire year in 478 communes in the country.

5. *Homes for mothers.*—The "Œuvre nationale de l'enfance" has subsidised 8 homes for mothers; on December 31st, 1938, they accommodated 576 children, 74 expect-

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<sup>1</sup> Law of September 5th, 1919, setting up the "Œuvre nationale de l'Enfance de Belgique" (*Moniteur belge*, September 26th, 1919).

tant mothers, and 126 nursing mothers. The attendance days for which grant was paid amounted to 112,804 for the children and 42,016 for the mothers and expectant mothers.

6. *Crèches and Day and Night Nurseries.*—The 63 crèches subsidised during the year 1938 accommodated 2,914 children on December 31st, 1938. The attendance in the day and night nurseries amounted to 123,412 days; in the crèches, to 446,340 days.

7. *Social Assistance.*—Applications are made daily for action by the “Œuvre nationale de l'enfance” to help families in distress. Cases are reported to it by the service of Her Majesty Queen Elizabeth, the service of His Majesty the King, by official or private bodies, or by the families themselves. All these requests are investigated, and enquiries in the homes provide information as to what measures should be taken to remedy the difficult position of deserving families. The “Œuvre nationale” appeals in the first place for the assistance of its associated societies. The families are sent to pre-natal clinics, well-baby clinics, crèches, and homes for mothers. Children (and these cases are particularly numerous) whose state of health appears to call for a stay in a colony are examined for this purpose.

The “Œuvre nationale de l'enfance” also communicates with the official and private bodies whose action would appear to be indicated, and endeavours to provide for material, moral and health needs. In short, its action aims at re-establishing the families in a normal position, while requiring them to make a personal effort, without which a lasting improvement is difficult to obtain. In urgent cases, the “Œuvre nationale de l'enfance” itself takes steps at the outset by providing assistance in the form of food, cradles, linen, blankets, etc.

During the year 1938, the social service took action in favour of 13,800 families. The amount of the relief defrayed by the personal resources of the “Œuvre nationale” was 633,830.05 francs.

The social service of the “Œuvre nationale de l'enfance” continued to work in conjunction with the Belgian Committee for assisting Spanish Children, and its nurses exercised methodical supervision over the children placed in families.

### Colony: Belgian Congo.

*Note on Child Welfare.*—From the outset, the welfare of native children has been a matter of concern to the authorities of the colony. As far back as 1890, a decree by the Sovereign King transferred to the State the guardianship over children released as a result of the arrest or dispersion of convoys of slaves, children who were fugitive slaves claiming its protection, neglected or abandoned children or orphans and children whose parents did not fulfil their duties of maintenance and upbringing.

These children were provided with a livelihood, and steps were taken to give them practical training and set them up in life.

These steps to protect the children were not confined merely to official circles, and, from 1892 onwards, the legal representatives of philanthropic and religious associations were authorised, under certain conditions, to receive, in the agricultural and vocational settlements under their direction, native children guardianship over whom the law conferred on the State.

Various legal provisions regulated the methods by which these associations had to carry out their work. Soon numerous associations began to arise in the colony, bearing witness to the interest taken by the Belgian colonists in child welfare. Mention may be made in particular of the pre-natal clinics, maternity homes and baby clinics which frequently work together and which have been considerably developed by Belgian and foreign religious missions and private undertakings, thus following the path traced by the Government with the assistance of the "Œuvre nationale de l'enfance". In 1937, nearly 20,000 infants were presented at the 220 existing centres.

It should also be mentioned that the organisations controlled by private firms, such as the Huileries du Congo belge, the Otraco, the Compagnie minière des Grands-Lacs, the Union minière, the Kilo Moto mines, etc., maintain a large number of maternity homes and baby clinics, which have a high average attendance. For instance, the baby clinics of the Kilo mines received an average of 1,435 children per month in 1937.

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## UNITED KINGDOM

### 1. LEGISLATION ON INFANTS, CHILDREN OF PRE-SCHOOL AGE, CHILDREN OF SCHOOL AGE AND ADOLESCENTS OF POST-SCHOOL AGE

During the year, the Young Persons (Employment) Act, 1938, was passed and came into force on January 1st, 1939.

The principal classes of young persons whose employment is regulated for the first time by the Act are: van-boys and outside messengers, page-boys in residential hotels and clubs, messengers in newspaper offices, attendants at theatres, cinemas and other places of public entertainment, assistants to cinema operators, lift operators (except those in private houses) and young persons employed in a laundry or dyers' and cleaners' receiving office.

The permitted weekly hours of employment for such young persons between 16 and 18 are limited to forty-eight hours a week, with a provision for a certain amount of overtime; and for those between 14 and 16, to forty-four hours a week (forty-eight hours before December 31st, 1939). Young persons under 16 may not be employed overtime in any circumstances.

Specified intervals must be allowed for meals and rest, and night employment is prohibited during at least eleven consecutive hours, including the period between 10 p.m. and 6 a.m. A young person must not be employed after 1 p.m. on at least one week-day in each week and, if he is employed on Sunday, he must receive in compensation a whole holiday on a week-day in the same or preceding week.

These provisions are fully explained in the Home Office memorandum on Part I of the Young Persons (Employment) Act, 1938. Part II of the Act amends the Shops Act, 1934, by reducing from forty-eight to forty-four the number of hours in any week for which a young person

under 16 may be employed about the business of a shop after December 31st, 1939.

## 2. LEGISLATION REGARDING SPECIAL CATEGORIES OF CHILDREN, SUCH AS DELINQUENT CHILDREN, PHYSICALLY DEFECTIVE CHILDREN, MENTALLY DEFECTIVE CHILDREN, ETC.

### *The Children and Young Persons Act, 1938.*<sup>1</sup>

This Act enlarges the powers of the juvenile courts and renders their procedure more flexible in a number of ways which experience has shown to be desirable. Generally, the Act has a three-fold purpose :

- (1) To extend and to make more uniform the powers of juvenile courts in dealing with different groups of boys and girls appearing before them;
- (2) To amend the provisions of section 45 of the Education Act, 1921, relating to what may be broadly described as the class of "truant" children, and to extend the powers of juvenile courts in relation to them;
- (3) To modify the law relating to the constitution of the juvenile courts in the metropolitan police court area.

The provisions are explained in the Home Office letter of September 14th, 1938, addressed to the juvenile court justices.

## 3. INFORMATION REGARDING THE PRACTICAL APPLICATION OF LEGISLATION BY THE STATE, THE LOCAL AUTHORITIES AND THE PRIVATE ORGANISATIONS

### (a) Northern Ireland.

1. A Committee appointed to advise the Minister of Labour on the types of courses of instruction to be provided for juveniles presented its report on May 28th, 1938, and the mode of giving effect to the recommendations contained in the report is receiving the attention of the Government of Northern Ireland.

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<sup>1</sup> This Act was published by the Child Welfare Information Centre in document C.Q.S./P.E./C.I.76, *Legislative and Administrative Series*, No. 69.

2. A report by a Committee appointed by the Minister of Home Affairs on the Protection and Welfare of the Young and the Treatment of Young Offenders was also issued during 1938.

(b) Ministry of Labour.

A. England and Wales.

1. A summary of the work of the Ministry in connection with the *problem of juvenile employment and unemployment* during the year 1938 is contained in Chapter IV of the official report of the Ministry issued in April 1939.

2. The various types of *course of instruction for unemployed boys and girls* which had to be provided by education authorities under the Unemployment Insurance Act, 1935, continued without alteration during the year, and there was, owing to the trade recession, an increase in the average number of boys and girls in attendance. The following table shows the numbers of courses of instruction and the average number of unemployed boys and girls in attendance during the week ended November 23rd, 1938 :

| Junior instruction centres and classes |                   |                    |        | Other educational institutions |                    |       |
|--|-------------------|--------------------|--------|--------------------------------|--------------------|-------|
| Number of centres                      | Number of classes | Average attendance |        | Number of institutions         | Average attendance |       |
|  |                   | Boys               | Girls  |                                | Boys               | Girls |
| 157                                    | 31                | 15,842             | 11,561 | 270                            | 707                | 1,094 |

There were further developments in the medical services at the various courses under the Ministry's control, and at the end of the year fifty-one authorities conducting 113 courses had submitted proposals for giving medical services, and fifty of these proposals had been approved.

3. The following information is extracted from a *memorandum on the provision of meals and of milk and biscuits* by local education authorities for boys and girls attending authorised courses of instruction.



The Unemployment Insurance Act, 1938, confers upon local education authorities for higher education the power to provide meals for juveniles attending authorised courses of instruction in the same circumstances and subject to the same conditions as govern the provision of meals under sections 82-85 of the Education Act, 1921, for children attending public elementary schools. The Act also confers upon these authorities the power to provide milk and biscuits free of charge for juveniles attending such courses of instruction.

The Act provides that these powers shall not be exercised except in accordance with proposals submitted to the Minister of Labour and approved by him, and that proposals may not be approved unless they are in accord with a scheme made by the Minister with the consent of the Treasury.

The memorandum deals with the provision of meals and gives information on the selection of juveniles who are in need of supplementary nourishment, arrangements for the recovery of costs, the provision of meals on payment, consultations with the school medical service and the submission of proposals.

The National Advisory Council for Juvenile Employment (England and Wales) recommended that milk and biscuits be supplied to unemployed juveniles "as a normal accompaniment of their physical education", and section I (b) of the Unemployment Insurance Act, 1938, is intended to enable effect to be given to this recommendation. The Council had in mind the predominance of physical training and practical instruction in the curricula of authorised courses, but although the proportion of time given to these subjects varies in different courses, the Minister anticipates that authorities will normally make arrangements to supply milk and biscuits free of charge to all juveniles attending authorised courses. By the end of the year, provision had been made for milk and biscuits to be supplied to juveniles attending sixty-four authorised courses of instruction and for the supply of meals to selected juveniles at six<sup>1</sup> centres.

### B. Scotland.

The following information has been extracted from a *memorandum on the provision of meals, medical inspection and treatment,*<sup>1</sup> and milk and biscuits by education authorities for boys and girls attending authorised courses of instruction.

The scheme made under section 13 of the Unemployment Act, 1934, has been amended, so as to enable education authorities in Scotland to provide for the medical inspection of boys and girls attending authorised courses of instruction, whether or not the superintendent has recommended them for that purpose. The Unemployment Insurance Act, 1938, further extends the powers of authorities by making it possible for them to provide, for boys and girls attending authorised courses of instruction, meals and medical (including surgical and dental) treatment in the like circumstances and subject to the like conditions as govern the provision of meals and of treatment under the Education (Scotland) Acts, 1872-1936, for children under obligation to attend school and attending schools within their area. The Act also confers upon these authorities the power to provide milk and biscuits free of charge for juveniles attending such courses of instruction.

The Act further provides that these powers shall not be exercised, except in accordance with proposals submitted to the Minister of Labour and approved by him, and that proposals may not be approved; unless they are in accord with a scheme made by the Minister, with the consent of the Treasury, on November 25th, 1938.

#### *Provision of Medical Inspection and Treatment.*

*Medical Inspection.*—Authorities now have the power to submit, and the Minister to approve, proposals concerning medical services (including surgical treatment), which need not, as hitherto, be limited to the inspection and supervision of juveniles recommended for this purpose by the superintendent of a course. Education authorities should therefore consider what arrangements are appro-

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<sup>1</sup> Powers of medical inspection are already possessed by the English authorities.

priate and practicable, having regard to the conditions in the area.

*Medical and Dental Treatment.*—It will be open to education authorities to submit proposals for extending to juveniles while in attendance at authorised courses the arrangements made by the authority for the medical and dental treatment of school-children. Where the treatment is given at school clinics, however, the education authority may consider it desirable to arrange for unemployed juveniles to attend at a different time from school-children.

*Necessitous Cases.*—The provision of medical and dental treatment for necessitous boys and girls attending authorised courses is governed by the provisions of section 6 of the Education (Scotland) Act, 1908, and by section 3 of the Education (Scotland) Act, 1913. Unemployed juveniles who are necessitous within the meaning of these sections may receive treatment free, or at reduced rates, and authorities are required by the scheme to apply an income scale for the purposes of deciding which cases are necessitous. Where a scale is applied in respect of children attending the authority's schools, it is anticipated that the same scale will be applied in respect of unemployed boys and girls. The Minister will, however, be prepared to approve a separate income scale, provided that such a scale is not appreciably higher than those in general operation in connection with the provision of treatment for school-children.

*Arrangements for Inspection and Treatment.*—No compulsion should be put upon any boy or girl to submit to inspection or treatment. Juveniles in attendance at authorised courses who are insured under the National Health Insurance Scheme are in the same position as regards medical inspection as other juveniles attending courses. They should not, however, receive through the school health service treatment which is available to them as insured persons.

*Provision of Meals.*—The Minister is concerned to secure that all boys and girls who are unable, by reason of lack of food, to take full advantage of the education provided receive such supplementary nourishment as may be

appropriate in each case, the food being supplied free of charge where the parent is unable to pay. Provision may properly be made for any boy or girl who shows any symptoms, educational or physical, however slight, and the Minister is anxious that where meals are provided there should be no delay in the selection of juveniles who are in need of them. Authorities should take steps to ascertain the juveniles who are in need of feeding by inviting reports from superintendents of centres. It is accordingly recommended that authorities submitting proposals should make arrangements for periodical visits to their centres by a school medical officer for the purpose of conducting nutrition surveys. If it is desired to include in proposals relating to juveniles selected as in need of supplementary nourishment arrangements for providing meals during holiday periods, the authority will be required to make satisfactory arrangements for ensuring that meals are supplied only to juveniles who have been in attendance before the holiday and who continue to be unemployed during the holiday.

The memorandum contains details relating to the provision of meals for necessitous boys and girls attending authorised courses who show signs of subnormal nutrition, to the provision of meals on payment, to consultations with the school health service, and to the submission of proposals.

As regards the provision of milk and biscuits, the National Advisory Council for Juvenile Employment (Scotland) made on this subject the same recommendation as the National Advisory Council for Juvenile Employment (England and Wales), and the scheme for the application of the recommendation follows generally the same lines as the scheme for England and Wales.

### **(c) Ministry of Health.**

Full particulars of the work of the Ministry of Health will be found in the annual report of the Ministry for 1938/39. The following information has been taken from the report.

*Maternity and Child Welfare.*

*General.*—The year ended March 31st, 1939, has been one of material progress in the maternity and child welfare services. Two gratifying new records have been achieved—in maternal and in infant mortality—and, more important than the records themselves, there seems to be every reason to suppose that they are not fortuitous figures for a particular year, but really reflect a stable progress likely to be substantially maintained. The number of ante-natal clinics was considerably increased during the year, and an encouraging feature has been the increase in the number of the mothers who have made use of the clinics. The more recently developed service of post-natal supervision has also been increasing in its scope, and the supply of extra nourishment to mothers and children has been further extended.

*Maternal and Infant Mortality.*—The rate of maternal mortality in England and Wales for 1938 was 2.97 deaths per 1,000 total births, of which 0.86 deaths were from puerperal sepsis and 2.11 from other puerperal causes. This figure of 2.97 represents a drop from 3.13 in the previous year and continues a regular yearly decline in maternal mortality rates since 1934, when the rate per 1,000 total births stood at 4.41. There is good reason to hope, therefore, that these lower mortality levels, which have taken the place of the older figures, which for many years ranged about the level of some 4 deaths per 1,000 births, may be consistently maintained. The reduced rates no doubt reflect the increased attention given to the ante-natal supervision of mothers and their own greater readiness to benefit by such supervision, and also improved technique resulting from the extension of scientific knowledge, advances in the organisation of the maternity services and the better social care of mothers.

The rate of infant mortality also reached a new low record in 1938. The figure for that year was 53 deaths per 1,000 live births, which compares with figures varying from 59 to 57 in the four preceding years. It is a fair inference that the encouraging reductions in infant mortality effected in previous decades by no means represent the limit of achievement in this field.

*Maternity Services.*—A considerable increase in the number of ante-natal clinics was effected in 1938—the number of clinics available at the end of the year being 1,676, an increase of eighty-four. The number of mothers who attended these clinics during the year was increased by 45,000, reaching a total of 365,250. The growth of this service has no doubt been assisted by the establishment, under the Midwives Act, 1936, of a domiciliary service of midwives (who are able to play an important rôle in inducing expectant mothers to take advantage of the ante-natal services of the welfare authorities) and by the educational activities of the last two years, encouraged by the national campaign of the winter of 1937/38, for promoting the wider use of the health services. The post-natal supervision of mothers, a service of more recent development, is also increasing in scope, and in 1938 over 71,000 women attended clinics for post-natal supervision under arrangements made by the welfare authorities for this purpose. For in-patient treatment, maternity beds were augmented during 1938 to a total of 9,439—an increase of 508 in the year. Provision has also been made by eighty-four authorities for emergency units; these are units with skilled personnel and suitable equipment available for the assistance in special emergency of women who cannot be removed to hospital; the services of a unit were actually used for 137 patients during 1938.

*Midwives Act, 1936, and Training.*—During the year under review, the new domiciliary service of midwives under the conditions of the Act of 1936 was still young, as the arrangements operated in most areas from August 1st, 1937, and in some areas from a later date. The service may be regarded as having been in process of settling down.

The new rules of the Central Midwives Board, altering the length of training to one year for trained nurses, and to two years for other women, came into force during the year under review, but it is as yet too early to see clearly the ultimate effect on the numbers taking the examination of the Board.

*Training of Health Visitors.*—During the year, visits of inspection have been made by medical officers of the Ministry to all the institutions providing training-courses for health visitors, and in the light of their reports the

syllabus of the health visitors examination is under consideration.

*Infant Welfare.*—The visiting of children under 1 year of age has been satisfactorily maintained. The number of visits paid to children between 1 and 5 years of age continues to increase, though there is scope for further expansion in this highly important work. A considerable proportion of children of this age receive attention at the centres; during 1938, 687,445 children, who, at the end of the year, were between the ages of 1 and 5 years, attended the centres. The number of infant welfare centres increased during the year from 3,145 to 3,261.

*Supply of Extra Nourishment.*—The supply of extra nourishment by welfare authorities to mothers and young children has been continued during the year under review on an extended scale. The returns for 1938 of the amounts of dried and liquid milk supplied during the year show the increased provision made, partly as a result of the institution of more generous arrangements. In England, the total gallonage increased from 6,600,000 in 1937 to 7,800,000 in 1938, an increase which is particularly noteworthy, as it follows an increase of 900,000 gallons between 1936 and 1937. This provision is, of course, exclusive of any arrangements made by local education authorities for children under 5 years of age.

*Report of the Inter-Departmental Committee on Abortion.*—The report of the Inter-Departmental Committee on Abortion, which was appointed by the Minister and the Home Secretary in May 1937, was issued in June 1939. The Committee's terms of reference were: "to enquire into the prevalence of abortion and the law relating thereto, and to consider what steps can be taken by more effective enforcement of the law, or otherwise to secure the reduction of maternal mortality and morbidity arising from this cause", and its enquiry represents the first comprehensive investigation of this difficult subject undertaken by a Government committee. One member of the Committee signed a dissentient report.

The Committee records the general impression that the annual number of abortions is between 110,000 and 150,000, of which perhaps 40 % are criminal, and concludes that artificially induced abortions involve greater risk

than spontaneous abortions, especially when self-procured or procured by an unqualified person in unhygienic conditions.

The Committee recommends a clarification of the existing law (subject to certain safeguards) to make it plain that the induction of abortion is legal, not only for saving the life of the pregnant woman, but also when its object is to save her health from serious impairment. It is strongly opposed on ethical, social and medical grounds to any broad relaxation of the law; and while it would have welcomed legislation on the termination of pregnancies resulting from rape, if a solution—which it has itself been unable to devise—could be found for the difficulties involved, it does not consider that any other non-medical grounds should be recognised as a justification for the operation. The desire for criminal abortion should be combated by social, economic and educational measures. The minority report, however, proposes that the operation should be expressly legalised when pregnancy is a result of rape, unlawful carnal knowledge or incest, or when hereditary disease is likely to be transmitted, or when the woman has previously carried four pregnancies to term.

The relation of contraception to abortion is examined. The majority of the Committee, while not prepared to recommend the use of the public health services for the unrestricted dissemination of birth-control advice, considers that the present powers of local authorities—under which they can arrange for contraceptive advice to married women to whose health pregnancy would be detrimental—should be more generally exercised, and that their value should not be restricted by too narrow an interpretation of medical grounds. Two members, however, recommended that local authorities should be permitted to give advice in their clinics to married persons who desire it on economic grounds. The minority report recommends an obligation upon local authorities to provide such advice to all married persons who desire it.

The Committee recommends (with a reservation by two members) that medical practitioners, as a safeguard against improper practice, should be obliged to notify therapeutic abortions to medical officers of health, if the law is clarified on the lines it proposes. A minority recommendation is that other abortions should be notifiable for statistical purposes.



The Committee refers to the need for adequate institutional accommodation and skilled professional attention, if ill-effects following abortion are to be minimised. It suggests that a suitable opportunity should be taken to amend the Midwives Act, 1936, to secure that the service of midwives which a local supervising authority must provide in its area should be such as to ensure a sufficient number for attending cases of abortion requiring skilled nursing. Among other recommendations, the Committee makes suggestions for facilitating the enforcement of the law and for placing further restrictions on the supply and advertisement of abortifacient drugs.

*Child Life Protection.*—Reference was made in last year's report to a survey of child life protection work,<sup>1</sup> which was begun in the early months of 1938. Special reports have now been made on the work of a number of authorities in carrying out the provisions of sections 206-220 of the Public Health Act, 1936, in regard to the protection of foster-children.

These reports have not been altogether reassuring. While the inspections revealed much gratifying evidence of the individual quality of many of the foster-mothers—who would frequently undertake to keep a child voluntarily and possibly ultimately to adopt it, rather than have to give it up—they also revealed several disappointing features to which more attention ought to be directed. Authorities appear sometimes to fail to appreciate their powers to regulate the number of children kept in any one home. In a number of cases also, it was found that a child had been moved from one home to another, when the parent stopped payment, and the same process had been repeated several times. In some areas visited, it was found that unsuitable foster-parents were allowed to keep children—foster-parents without proper care or knowledge of methods of feeding the children, or handicapped by age, deafness or other infirmity which prevented adequate care of a child. In some areas, also, little notice was taken either by foster-parents or by the local authority of the provisions of the Act with regard to the notification of foster-children before reception, the duty of making

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<sup>1</sup> See page 66 in document C.91.M.50.1939.IV.

universally known the provisions of the Act not being observed sufficiently by all welfare authorities.

Wherever conditions of these kinds were found, the responsible officers of the authorities concerned were at once informed of the results of the inspection, and suggestions for their rectification were made. In some cases, it was found necessary to direct the attention of the authority officially to the conditions revealed by the inspection. It is proposed to continue these special inspections and to ensure the improvement of any unsatisfactory state of affairs in any area. It is clear that the districts in which the provisions of the Act are best administered are those where the medical officer of health is personally interested and has impressed the importance of the work upon the health visitors, where regular visits are the rule and where reports are submitted with confidence that all necessary action will be taken. In such districts, leaflets of advice are often prepared and given to foster-mothers, who are encouraged to bring the children to the infant welfare centres.

Suitable premises are important, as well as suitable foster-parents, and some of the houses visited fall short of the desirable standard; but it is ultimately the quality of the foster-mother which counts, and only by constant and shrewd visiting is it possible to verify the opportunities of healthy and happy development which are being given to the child.

Two special experiments in child protection deserve mention. One is an experiment of the Birmingham Town Council for the provision of foster-mothers through their maternity and child welfare arrangements. The scheme is designed to prevent the repeated removal of a child from one home to another. Under it, the mother of the child applies to the Public Health Department for a foster-mother; she is assessed to pay the amount which she can reasonably afford and she makes her payments to that Department. She is encouraged to keep in touch with the child and she remains responsible for its clothing. Similarly, the foster-mother applies to the Department and, if she is accepted, she is registered; payments are made to her by the Department, and it is a condition that the children must be regularly brought to the maternity and child welfare centres. The results have been satisfactory

in many ways, and a good type of foster-mother is secured. Mothers are able to keep contact with their children, but, should they desert them, the children remain under the care of the Public Health Department. A difficulty anticipated at first—that mothers would simply hand over all responsibility to the Public Health Department—has not been found serious in practice.

The second experiment was made by the Dagenham Council, which established a scheme for day foster-mothers instead of day nurseries; the mothers were widely scattered and a single day nursery would have been quite inadequate. The day foster-mothers are registered on a panel. Payment is made on similar lines to those of the Birmingham scheme.

#### (d) Welsh Board of Health.

##### *Maternity and Child Welfare.*

*General.*—There have been no features of special importance in the maternity and child welfare work of the local authorities during the year ended March 31st, 1939. The steady progress of former years has been continued, and most authorities now have reasonably complete services. During the whole of the twelve months under review, the new midwifery service was operative in the areas of all the local supervising authorities.

*Infant Mortality.*—The infant mortality rate for 1938 was 57 per 1,000 live births. This rate is markedly lower than any figure yet recorded for Wales and encourages the view that the work of the local authorities for child welfare is having beneficial results. This improvement has occurred, notwithstanding the depressed economic standards of the people over a large part of Wales. In the four years 1934-1937, the infant mortality rate ranged between 65 and 62; and for 1921-1925 and 1926-1930 was 81 and 74 respectively. In 1911, the rate was 135.

*Still-births.*—The still-birth frequency for 1938 was 51 per 1,000 total births, which, although high, is the lowest rate for any year since 1928, when still-births first became registrable. The average rate for Wales for the last ten years was 54 compared with 40 for England and Wales. The measures taken to reduce maternal mortality should

lead also to a reduction in the high still-birth frequency for Wales.

*Maternal Mortality.*—The puerperal mortality rate for 1938 was 4.57 per 1,000 total births, which compares with an average rate of 5.20 per 1,000 total births for the three preceding years.

*Midwifery Service.*—Arrangements for providing a service of domiciliary midwives, in pursuance of section I of the Midwives Act, 1936, have been made by the nineteen local supervising authorities in Wales. Of these authorities, thirteen are county councils, four county borough councils, and two urban district councils. Five provide the service by the direct employment of midwives only, six by arrangements with nursing associations only and eight by a combination of these methods.

The new midwifery service has had the effect of causing a sharp fall in the number of midwives in private practice, but an even sharper fall in the number of cases attended by these midwives. Thus, in 1937, there were 585 independent midwives who attended 17,932 cases, or an average of thirty-one cases per midwife; but, in 1938, the average number of cases attended had fallen to sixteen.

*Development of Maternity and Child Welfare Services.*—The statistics relating to maternity and child welfare for the years 1936-1938 show that increasing use is being made of the maternity and child welfare services provided by the authorities and that these services are continuing to develop in accordance with the suggestions which have been made by the Department from time to time.

There was a further slight increase during the year in the number of infant welfare centres, and more children attended these centres. At the end of 1938, there were 319 centres provided by the authorities and five by voluntary bodies. The number of first attendances of children under 1 year of age expressed as a percentage of the notified live births rose from 67.8 in 1937 to 71.7 in 1938, and the number of attendances of all children under 5 increased by about 7%.

At the end of 1938, there were 445 maternity beds in institutions provided or subsidised by the authorities, and 6,023 women were admitted to these beds during the year, compared with 5,182 women admitted to 427 beds in 1937.

One authority, a county council, established an " emergency unit " consisting of a consultant obstetrician and nurse, who will be available with the necessary equipment for dealing with complicated maternity cases in emergency in the patients' homes.

Up to March 31st, 1939, the Commissioner for the Special Areas had approved for the purpose of grant from the Special Areas Fund proposals by fourteen authorities for the erection of thirty-one maternity and child welfare centres.

*Supply of Milk and Food.*—The information obtained from the returns of local authorities in 1938 in regard to the supply of milk or other food to expectant and nursing mothers and to children under 5 is given below :

|   |            | Expectant<br>mothers | Nursing<br>mothers | Children<br>under 5 |
|---|------------|----------------------|--------------------|---------------------|
| Number of authorities who supply milk or food free, or at less than cost price, in necessitous cases. | Milk       | 43                   | 43                 | 43                  |
|   | Other food | 20                   | 18                 | 24                  |
| Number of authorities who supply milk or food at cost price in other cases.                           | Milk       | 29                   | 29                 | 31                  |
|   | Other food | 18                   | 18                 | 20                  |

*Home Helps.*—Arrangements for the provision of home helps during the lying-in period have been made by eleven authorities, and during 1938 home helps were provided in 306 cases.

*Birth Control.*—Arrangements have been made by ten authorities for the giving of advice on contraceptive methods in connection with their maternity and child welfare schemes. The Department has been informed by five authorities that they provide such advice at gynaecological clinics established under the Public Health Acts.

*Statistics.*—Appendix IX (England) and Appendix XLIV (Wales) to the report contain statistics for 1936, 1937 and 1938 on maternity and child welfare work, under the following headings: (1) total number of notified births (live and still), (2) health visiting, (3) infant welfare centres, (4) ante-natal clinics, (5) post-natal clinics, (6) maternity homes and hospitals, (7) children's hospitals (for sick or

ailing children<sup>1</sup>), (8) convalescent homes, (9) homes for mothers and babies; (10) homes or residential nurseries for healthy babies (excluding Poor Law institutions<sup>2</sup>), (11) day nurseries,<sup>2</sup> (12) home nursing, and (13) child life protection.

**(e) Annual Report of the Chief Medical Officer  
of the Ministry of Health for the Year 1937.**

As this report deals exclusively with the health aspects of maternity and child welfare work, it seems sufficient to draw the Committee's attention to the following data :

Chapter IV (pages 69-93), entitled "Maternity and Child Welfare", which bears on : a standard of prematurity, maternal mortality, maternal welfare (*i.e.*, schemes under the Midwives Act, 1936—maternity services, maternity in-patient accommodation, puerperal sepsis) and child welfare (*i.e.*, ophthalmia neonatorum, health visiting, arrangements for dental supervision and treatment, convalescent treatment, etc.).

In relation to home visiting, the report quotes a recommendation formulated by the Departmental Committee on Adoption Societies and Agencies in its report, which was issued in 1937 :

"The Committee recommends (with one dissentient) that it should be necessary for an adoption agency to be licensed by the council of the county or county borough of the area within which its administrative centre is situated, the arrangements by local authorities of adoption under the Poor Law Act, 1930, or otherwise, being exempt. As the first duty of the agency is towards the child, the Committee recommends that a home visit by a person suitably qualified to perform investigations of this nature should be an integral part of a society's enquiries, and that the sanction of a Case Committee should be required before final approval is given to any adoption. It recommends also that all adoptions should

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<sup>1</sup> In Appendix XLIV (Wales), the heading runs as follows : "Children's hospitals for sick or ailing children under 5 years of age".

<sup>2</sup> These headings do not appear in Appendix XLIV (Wales).

be preceded by a probationary period and is of opinion that well-run hostels are indispensable to adoption societies.

“ The Committee found in the course of its investigations that the methods of a number of societies and agencies were open to criticism, and it discusses in its report how improvements might be effected.”

Appendix C to the report of the Chief Medical Officer of the Ministry of Health contains statistics on the following subjects, among others :

III. England and Wales : Age distribution of infant mortality, 1881-1937.

IV. England and Wales : 1937 infant mortality by sex and legitimacy.

V. Urban distribution of birth rates and of rates of infant mortality, and death rates from diarrhoea and enteritis, 1933-1937.

VI. England and Wales, 1937 : Number of deaths in certain periods under 1 year and during the next four years of age.

VII. Mortality of infants aged under 1 month, 1928-1937 (proportion of deaths to 1,000 births).

Appendix F to the same report contains the figures for 1937 concerning the live birth rate, infantile and maternal mortality in administrative counties and county boroughs.

(f) Home Office.

The outstanding recommendations of the Departmental Committee on the Hours of Employment of Young Persons in Certain Unregulated Occupations were embodied in Part I of the Young Persons (Employment) Act, 1938, which came into force on January 1st, 1939.

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*Note by the Information Centre.*—Copies of all documents mentioned in the report from the United Kingdom have been placed in the archives of the Secretariat. These

documents are printed and published by His Majesty's Stationery Office and can be obtained at the following addresses: York House, Kingsway, London, W.C.2; 120, George Street, Edinburgh, 2; 26, York Street, Manchester, 1; 1, St. Andrew's Crescent, Cardiff; 80, Chichester Street, Belfast; or through any bookseller.

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## BULGARIA

The social assistance law did not undergo any change during 1938. Regulations were, however, published on poor relief (*Derjavem Vestnik*, No. 316/1938). These regulations are of great interest, since they define the aims of public assistance.

### I. PUBLIC ASSISTANCE

According to the plan for 1938, public assistance comprises the following three subdivisions :

- (1) Assistance to the families of indigent persons ;
- (2) Assistance through institutions for aiding families ;
- (3) Assistance through independent institutions for social assistance.

#### (1) *Assistance to the Families of Indigent Persons.*

The first form of assistance—namely, assistance to the families of indigent persons—is the most important and the most effective. It is the duty of the communes to render such assistance, and they may defray the whole of the costs. Regulations have been published for assistance to indigent persons, under which assistance to the family is provided by the communes themselves in accordance with indications given by them. To be entitled to assistance, a family must have been previously declared indigent, except in certain cases. The declaration of indigence is made according to definite rules, which take into consideration the income and property of the indigent person. Apart from communal resources, this form of assistance is subsidised by public assistance associations, by the public assistance fund and by the winter relief fund.

Only approximate figures are available regarding the budget for this form of assistance :

|   | Leva                    |
|---|-------------------------|
| 1. Gifts from the communes                                  | 23,000,000 - 24,000,000 |
| 2. Gifts in kind (wood, medicaments, etc.)                  | 10,000,000              |
| 3. Relief from the public assistance fund                   | 2,907,000               |
| 4. Relief from the winter relief fund                       | 10,000,000              |
| 5. Gifts from Christian associations, etc.                  | 2,000,000               |
| 6. Provisions distributed to poor people in return for work | 12,000,000              |
| 7. Gifts from the blind                                     | 1,756,000               |
| Total...  | 62,663,000              |

This form of assistance is given chiefly to children.

(2) *Institutions for aiding Families.*

This form of assistance is given by institutions which not only aim at practical results but also seek to contribute to social improvement and to raise the moral standard.

The table on the following page gives a conspectus of the institutions in question.

Of all these institutions, the people's soup-kitchens have given the best results from the economic point of view.

In 1938, the people's soup-kitchens for children provided meals for 245,000 children. If it is assumed that only children attending school (of whom there are about 900,000) took part in them, the proportion of those receiving meals was 26%. In order to give an idea of the financial aspect, it may be stated that the cost amounts to about 140 leva per child. But even after private gifts, gifts of provisions, and the bread furnished by the children, etc., have been added to this amount, the conclusion must be reached that it is insufficient, and this shortens the period when meals are distributed.

Youth homes are organised only in certain parts of the country. They doubled in number during 1938.

Children's homes (day homes) also nearly doubled in number in 1938. They made tremendous strides, especially in the villages, where they are extremely useful during the period when work is carried on in the fields

PUBLIC ASSISTANCE INSTITUTIONS FOR CHILDREN.

| Nature of institutions                                | 1936                   |                    | 1937                   |                    | 1938                   |                    |                    |
|---|------------------------|--------------------|------------------------|--------------------|------------------------|--------------------|--------------------|
|   | Number of institutions | Number of children | Number of institutions | Number of children | Number of institutions | Number of children | Expenditure budget |
| 1. Sorting centre .....                               | 1                      | 20                 | 1                      | 22                 | 1                      | 22                 | —                  |
| 2. Crèches .....                                      | 8                      | 327                | 8                      | 354                | 12                     | 519                | 3,226,800          |
| 3. Children's day homes .....                         | 55                     | 2,870              | 66                     | 3,222              | 111                    | 5,814              | 3,384,322          |
| 4. Hospices .....                                     | 30                     | 1,282              | 30                     | 1,525              | 32                     | 1,493              | 8,075,964          |
| 5. Communities .....                                  | 38                     | 1,072              | 63                     | 1,740              | 130                    | 3,253              | 1,239,123          |
| 6. Ambulatories .....                                 | 1                      | 35                 | 1                      | 35                 | 1                      | 35                 | —                  |
| 7. Institutes for weakly and backward children .....  | —                      | —                  | 1                      | 80                 | 3                      | 188                | 210,000            |
| 8. Training institutions .....                        | 1                      | 26                 | 1                      | 26                 | 1                      | 40                 | 543,000            |
| 9. Institutions for delinquent children .....         | 2                      | 138                | 2                      | 111                | 2                      | 92                 | —                  |
| 10. Boarding-schools for deaf and dumb children ..... | 3                      | 137                | 3                      | 173                | 3                      | 150                | 1,088,000          |
| 11. Boarding-schools for blind children .....         | 1                      | 89                 | 1                      | 89                 | 1                      | 92                 | 711,000            |
| 12. People's soup-kitchens .....                      | 2,584                  | 182,213            | 3,329                  | 214,157            | 3,496                  | 246,153            | 27,845,565         |
| 13. Summer playgrounds .....                          | 442                    | 42,813             | 460                    | 49,046             | 422                    | 41,771             | 2,001,648          |
| 14. Summer colonies .....                             | 151                    | 13,535             | 162                    | 14,649             | 162                    | 14,050             | 4,779,729          |
| 15. Summer camps .....                                | 21                     | 1,835              | 27                     | 2,115              | 20                     | 1,576              | —                  |
| 16. Maternity homes .....                             | 2                      | 91                 | 3                      | 191                | 24                     | 787                | —                  |
| 17. Health centres .....                              | 156                    | 65,530             | 553                    | 222,189            | 565                    | 229,389            | —                  |
| Total...  | 3,496                  | 312,013            | 4,711                  | 509,724            | 4,986                  | 545,424            |                    |

and the older members of the family cannot look after the children.

During the holidays, the children may obtain a change of air through the organisation of summer camps, gardens for children, etc. As these organisations are not subsidised, the children had to pay a small fee in 1938 in order to attend them.

Summer camps for girls were organised for the first time in Bulgaria by the Sofia municipality in the village of Mala-Tzrkva, district of Samokov. The Young Men's Christian Association also organised a camp for youths near Kiustendil, and one at Bankia, where the youths received instruction in help to be given in cases of disaster.

Playgrounds have greatly increased in number, thanks to the Child Welfare Union, which last summer, in co-operation with the American Foundation for the Near East, organised fortnightly courses for the training of the necessary instructors. There are 760 of these instructors.

(3) *Assistance through Independent Institutions for Social Assistance.*

These institutions are mainly crèches and hospices. The subsidies may be estimated at 830 leva per month for the crèches and 482 for the hospices.

The children are installed in these institutions with the help of the regional social assistance services. The cost of maintenance is payable by the commune or association which founded the crèche or hospice.

*Distribution of Expenditure.*

|                          | Crèches<br>Leva | Hospices<br>Leva |
|--------------------------|-----------------|------------------|
| Food .....               | 1,169,484       | 3,116,192        |
| Heating .....            | 327,552         | 424,548          |
| Lighting .....           | 61,553          | 80,712           |
| Rent .....               | 67,788          | 374,064          |
| Clothing, etc. ....      | 172,044         | 1,299,012        |
| Maintenance of staff ... | 919,332         | 1,597,400        |
| Other expenditure .....  | 582,068         | 1,184,048        |

Special interest attaches to the "Razvitie" institute for backward children at Sofia. In 1938, this establishment accommodated 44 children—namely, 10 at their parents' cost, 13 at the cost of the Social Assistance Fund, 17 at the

cost of the communes, and 4 at the cost of associations. The upkeep of the institute costs 543,525 leva, and 1,000 leva must be estimated for the maintenance of one child.

## II. PLACING OF CHILDREN IN FAMILIES

This form of assistance was applied in Bulgaria merely as an experiment in 1937 and 1938. The numbers of children concerned were :

|               | Boys  | Girls | Total |
|---------------|-------|-------|-------|
| Sofia .....   | 14    | 9     | 23    |
| Troyan .....  | 11    | 16    | 27    |
| Kalofer ..... | 21    | 11    | 32    |
|               | <hr/> | <hr/> | <hr/> |
|               | 46    | 36    | 82    |

The results were satisfactory only at Sofia, where the American Foundation for the Near East organised the experiment. This success should be attributed to favourable conditions—*i.e.*, thorough knowledge of the district from the social point of view, suitable supervisory staff, etc. The experiments at Troyan and Kalofer were not satisfactory, because the social conditions had not been previously studied; the families had been selected at random, the children had not been subjected to an examination which would have made it possible to choose the families accepting children according to their qualifications, etc.

## III. CHILD WELFARE UNION

A considerable part of the task of providing social assistance for children is carried out by the Child Welfare Union; its work may be summarised by the following figures :

|                               |       |
|-------------------------------|-------|
| Urban organisations .....     | 97    |
| Rural organisations .....     | 971   |
| Child welfare societies ..... | 738   |
|                               | <hr/> |
| Total ...                     | 1,806 |

On the initiative of the Child Welfare Union, and with the co-operation of the schools and religious and municipal authorities, "Children's Day" was celebrated for the twelfth time on May 8th, 1938; 2,998 committees took part

in this celebration (2,601 in 1937). Lectures were organised, in order to popularise the rational education of children; there were school-children's demonstrations, recreations, etc. The local committees collected 580,000 leva, and the Central Committee 236,882 leva. These amounts were shared between the People's Soup-kitchens and the Society for Backward Children. The "Child Hygiene" exhibition, organised by the Child Welfare Union with a view to instructing parents in rational methods of upbringing and hygiene, toured six towns and was visited by 11,179 persons. It is proposed that, in 1939, this exhibition should be sent to all the towns in the country which have not yet been visited.

#### IV. INFORMATION

The blind have been the subject of special care. The sum of 1,756,000 leva was allotted to them by the Social Assistance Fund. In Bulgaria, there is a State institute for blind children, and three for deaf and dumb children.

In 1938, the Ministry of Education, in co-operation with the Child Welfare Union, organised for the eleventh time one-month courses for the training of women teacher-advisers to give advice to the rural population on the health and upbringing of children. These courses were attended in 1938 by 79 students, 49 of whom were paid for by the Ministry of Education (7 for each department). About a thousand students have been trained in this manner to help to spread modern principles of child-rearing and hygiene, and are at present scattered over the country as teacher-advisers, even in the smallest places.

The post of Inspector of Pre-School Education was abolished for budgetary reasons. A sub-head of the elementary education section was instructed to deal with questions coming within the province of the former inspector. A number of circulars were published in 1938 dealing with child hygiene and upbringing (kindergartens, appointments of kindergarten teachers, etc.). The number of kindergarten teachers increased by twenty.

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## CHINA

In last year's report, the League of Nations Secretariat gave a survey of the various legislative and administrative measures adopted for the protection of children in China. These measures constitute the basic legislation for peacetime, but for more than two years past child welfare activities in China have, in practice, been concentrated on relief to refugee children. The Japanese invasion of China has created tens of millions of refugees, adults as well as children. The number of children who have no homes or parents was estimated at 1½ millions in 1938, at more than 2 millions in 1939, and the figure has certainly increased since the last estimate.

In a note published by the Child Welfare Information Centre,<sup>1</sup> information was given to the Committee about child welfare work in China in war-time. The following statement, therefore, will contain only information additional to that given in the said note, and will also refer to child welfare work during the present hostilities.

As stated in the note above referred to, the National Relief Committee is the official body now responsible for co-ordinating and directing work for the relief and education of refugee children. The note in question gave a summary of the regulations issued on October 20th, 1938, which form a kind of charter to be observed by all institutions dealing with refugee children.

In execution of these regulations, and in order to facilitate the application of the principles they embody, the National Relief Committee has, since their promulgation, framed a large number of guiding rules and instructions to be followed by these institutions. The most important are :

(1) "*Instructions concerning the clothing, feeding, housing and health of refugee children*".

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<sup>1</sup> This note is numbered C.Q.S./P.E./C.I.139, *Information Series*, No. 16 (English and French texts).

These give very detailed instructions as to how the children admitted to institutions for refugee children are to be clothed, fed, housed and kept under medical supervision.

(2) "*Instructions concerning the aims and methods to be pursued in the education of refugee children.*"

(3) "*Instructions on the organisation of classes and curricula for refugee children.*"

(4) "*Guiding rules for vocational training.*"

To these rules are appended four sets of regulations, each of which contains a body of rules dealing with vocational training for agriculture, industry, commerce and domestic economy respectively.

(5) "*Instructions for the education of difficult children*".

(6) "*Regulations for the foundation by the National Relief Committee of temporary relief and educational institutions for refugee children*".

These regulations provide for the opening of such institutions by the Committee in areas where the local authorities have not yet been able to do so.

Inspectors appointed by the National Relief Committee make periodical inspections of the various institutions to see that all the instructions above referred to are properly observed, and the Commission despatches, where necessary, temporary technical advisers to the institutions. Training-courses have been established to train such advisers. Up to September 1939, some thirty advisers had attended these courses. Various regulations adopted by the National Relief Committee deal with the appointment of technical inspectors and advisers and define their duties.

In September 1939, there were 119 relief and educational institutions for refugee children, apart from a large number of minor organisations. Up to September 1939, 153,620 refugee children had been dealt with by the various institutions and organisations.

In accordance with the regulations, and under the powers conferred upon it, the National Relief Committee also makes grants to private agencies working on behalf of refugee children. From its creation on April 27th, 1938, until September 1939, the Committee had made grants totalling 1,807,890 yuan.



## COLOMBIA

### I. LEGISLATIVE MEASURES

The provisions of Colombian legislation specially concerning maternal welfare among female wage-earners are contained in Law No. 53<sup>1</sup> of 1938 (*Diario oficial*, No. 23764, April 29th, 1938) modified by Law No. 197 of 1938 (Article 2) (*Diario oficial*, No. 23938, December 1st, 1938).

These provisions, which apply to all women working in offices or businesses, whether of an official or private character, may be summarised as follows :

At the time of childbirth, every woman has the right to eight weeks' leave with pay; such leave begins on the date indicated by her medical attendant.

No woman may be dismissed by reason of being pregnant or engaged in lactation, and the post of a woman absent by reason of sickness arising out of such conditions must be kept open for her.

In case of miscarriage or the premature birth of a non-viable child, the woman has the right to from two to four weeks' leave with pay.

A woman dismissed without good reason during pregnancy or within three months after childbirth has the right to compensation equivalent to ninety days' pay at the rate last received, in addition to any allowances to which she may be entitled by law or under a labour contract.

During lactation, a woman is entitled, in principle, to a period of twenty minutes every three hours to feed her child.

Pregnant women may not be employed on unhealthy or dangerous work or on work which calls for great efforts, or on night work lasting for more than five hours after 7 p.m.

In case of a breach of the provisions summarised above, the woman concerned has the right to recover by legal action the allowances stipulated by law.

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<sup>1</sup> The Information Centre has published Law No. 53 of 1938 in document C.Q.S./P.E./C.I.65, *Legislative and Administrative Series*, No. 59 (English and French texts).

## II. ADMINISTRATIVE MEASURES

The principal administrative measures adopted in 1938 and 1939 in the sphere of maternal and infant welfare are as follows :

Decision No. 74, dated February 4th, 1938, of the Director of the National Department of Health governing the application of Law No. 15 of 1925, with regard to the service of wet-nurses and feeding-rooms (*lactarios*).

Presidential Decrees No. 1632, dated September 10th, 1938 (*Diario oficial*, No. 23884, September 24th, 1938), and No. 2350, dated December 24th, 1938 (*Diario oficial*, No. 23962, January 2nd, 1939), concerning the application of Laws Nos. 53 and 197 of 1938. The first of these decrees was amended by Decree No. 953, dated April 29th, 1939 (*Diario oficial*, No. 24064, May 8th, 1939).

Circular No. 22, dated October 13th, 1938, of the Ministry of Labour, Public Health and Social Welfare, prepared on the occasion of the second healthy children competition, which took place on the 12th of the same month, in accordance with the regulations issued on July 28th, 1937, by the National Director of Health. This circular contains, in particular, rules regarding the organising of infant consultation clinics (*Consultorio del Niño Sano*).

Presidential Decree No. 2311, dated December 20th, 1938 (*Diario oficial*, No. 23960, December 29th, 1938), containing regulations for the practice of the profession of midwife. The provisions of this decree were supplemented by Decision No. 56, dated January 21st, 1939, of the Ministry of Labour, Public Health and Social Welfare, which contains detailed regulations for the practice of the profession of midwife.

Decree No. 2392, dated December 30th, 1938 (*Diario oficial*, No. 23965, January 5th, 1939), establishing the Department of Child and Maternal Welfare in the Ministry of Labour, Public Health and Social Welfare. The functions of this Department were defined by Presidential Decree No. 378,<sup>1</sup> dated February 17th, 1939 (*Diario oficial*,

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<sup>1</sup> The Information Centre has published Decree No. 378, dated February 17th, 1939, in document C.Q.S./P.E./C.I.113, *Legislative and Administrative Series*, No. 103 (English and French texts).

No. 24010, March 1st, 1939), and by Decision No. 195, dated March 16th, 1939, of the Ministry of Labour, Public Health and Social Welfare. The Department consists of two main sections, the first dealing with eugenics, maternity and infant welfare, and the second with children of pre-school and school age and abandoned, sick or abnormal children. The various activities of this Department fall within a comprehensive programme covering, in general, all that concerns the physical and moral welfare of mothers and children.

Decree No. 317, dated February 10th, 1939 (*Diario oficial*, No. 23996, February 13th, 1939), laying down the conditions to be fulfilled by the Children's Home (*Casa del Niño*), set up in virtue of Law No. 104 of 1938, in order to ensure full protection for children from conception to adult age. To perform its task, the Children's Home must possess or organise a pre-nuptial and pre-natal consultation centre, a maternity ward or a home confinement service, a service for the health supervision of children and assistance to infants and children of pre-school age (milk-distribution centre, crèche and kindergarten), a school medical service, and consulting rooms and wards for sick children.

Decision No. 245, dated April 5th, 1939, of the Ministry of Labour, Public Health and Social Welfare, containing the regulations adopted for maternal and child welfare services and institutions throughout Colombia. These regulations relate, in particular, to the following points: conditions to be fulfilled by children applying for preventive attention or assistance; consultations for infants and instruction to mothers in the principles of child hygiene and nutrition; compulsory anti-smallpox vaccination of children and their mothers; milk-distribution centres; social enquiries entrusted to visiting nurses and examination of their results; crèches (care and feeding, free or paid for, as the case may be, of children whose mothers go out to work); consultations for the sick, medical attention at home and hospital treatment (special service for hereditary syphilitic cases); pre-nuptial and pre-natal consultation clinics; kindergartens established for educational and prophylactic purposes and for the treatment of diseases peculiar to children between the ages of 2 and 6; services of nurses, midwives and health visitors; school medical service, etc.

Amongst the other administrative measures in force should be mentioned Decision No. 157, dated August 19th, 1936, of the Director of the National Department of Health, regulating the school medical service (doctors, dentists and nurses); Decision No. 414 of the same Department, dated November 13th, 1937, concerning courses in hygiene for schoolmistresses; Decree No. 1978, dated November 15th, 1937 (*Diario oficial*, No. 23653, December 13th, 1937), establishing in each department of the Republic a travelling course to improve the knowledge of schoolmistresses in the matter of hygiene.

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## DENMARK

In 1938, no changes were made in the regulations in force concerning the sphere of activity of the Ministry of Social Affairs. By Royal Resolution of April 12th, 1938, however, Denmark ratified the international Convention concerning the compulsory medical examination of children and young persons employed at sea, adopted by the international Labour Conference at its third session, held at Geneva from October 25th to November 19th, 1921.

For information about the activity of the Ministry of Justice, the Royal Government refers those interested to the memorandum contained in the 1939 annual report of the Information Centre, which gives the provisions of the Law of May 7th, 1937, concerning children born out of wedlock.<sup>1</sup> No change was made in these provisions in 1938. It is not yet possible to express an opinion on their practical effects.

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<sup>1</sup> See document C.91.M.50.1939.IV, pages 142-146.

## ECUADOR

### I. LEGISLATIVE MEASURES,

The Code relating to Minors,<sup>1</sup> of August 1st, 1938, was promulgated on the 12th of the same month (*Registro oficial*, 1st Year, No. 2), and came into force on the day of promulgation.

The Code relating to Minors defines the persons who, for the purposes of the Code, are to be regarded as minors. It lays down the principle that all minors are entitled to State assistance and protection, whatever their social, financial or family circumstances, but that such protection must be afforded more particularly to orphans and to children of workers, police officers or cooks, who are deserted or neglected.

All matters relating to the persons and property of minors are governed by the provisions of the Code relating to Minors.

The co-ordinated action of the executive bodies responsible for social welfare is to ensure the minor's existence, from conception to majority, through a series of institutions, enumerated in the Code relating to Minors.

The executive bodies dealing with the assistance and protection of minors are the National Council for Minors, the public assistance authorities, the Directorate-General of Social Welfare Homes and the juvenile courts.

The Code defines the powers of each of the executive bodies. It sets up two courts for minors, in the cities of Quito and Guayaquil, and empowers the National Council for Minors to determine in what other cities there are to be similar courts. It determines the composition, powers, advisory organs and procedure of courts for minors. It also deals with the financial arrangements of institutions placed under the jurisdiction of the public assistance authorities and of social welfare homes.

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<sup>1</sup> The Information Centre has published the Code relating to Minors of the Republic of Ecuador in document C.Q.S./P.E./C.I.98, *Legislative and Administrative Series*, No. 92 (English and French texts).

The Law of April 8th, 1938,<sup>1</sup> on Elementary and Secondary Education (*Registro oficial*, Nos. 151 and 152, of April 29th and 30th, 1938) provides, *inter alia*, for the organisation of pre-school education and instruction at elementary and continuation schools.

By the terms of the law, education in general, regarded as a primordial function of the State, is a matter the responsibility for which is to rest with the Ministry of Education. Official education will be essentially secular and lay and, with the exception of secondary and higher education, is to be free; elementary education is to be compulsory, and also attendance at continuation schools in cases where those concerned do not attend secondary schools.

Pre-school education is to be given in kindergartens which will be regarded as observation and study centres and conducted by specially trained staff.

The law defines the aims of elementary education and provides that attendance at elementary schools, of which there are to be two types—urban and rural—is to be compulsory for minors from 6 to 14 years of age.

Provision is made for the establishment of continuation schools, to give adequate training in manual and industrial arts to pupils who are not in a position to attend a secondary school.

## II. INFORMATION ON ADMINISTRATIVE POINTS

The Government of Ecuador has sent the Secretariat a copy of the report submitted by the Minister for Social Welfare to the National Congress in 1939. Among other subjects, this report surveys the social welfare homes which have been, or are to be, established under the Code relating to Minors. They are classified as follows: pre-school institutions, schools, vocational training institutions, reformatories, institutions for physical recuperation, and institutions for the protection and education of abnormal children.

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<sup>1</sup> The Information Centre has published those chapters of the Law of April 8th, 1938, which deal with pre-school education and elementary and continuation schools in document C.Q.S./P.E./C.I.104, *Legislative and Administrative Series*, No. 95 (English and French texts).

The Code relating to Minors provides for the establishment of juvenile courts, which are now in operation in all the provincial capitals for the purpose of trying cases involving children under 18 and investigating their circumstances. As these courts are a recent creation, they are not yet efficient enough to perform this delicate task satisfactorily, especially as they are not provided with the necessary auxiliary institutions, chief among which are polyclinics, observation homes and the probation system—though, in some towns, the houses of correction and detention can meet the most urgent needs. At Guayaquil and Quito, the juvenile courts have been engaged for some months past in dealing with problems of child delinquency, and attached to them are polyclinics with a specialised staff. These two cities also possess observation homes and educational institutions, but these cannot perform their work efficiently, because suitable premises have not yet been provided.

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## FINLAND

### I. LEGISLATIVE AND ADMINISTRATIVE MEASURES

A Law on Maternity Relief<sup>1</sup> came into force in 1938. Under this law, women whose income, whether personal or added to that of their husbands, does not exceed 8,000 marks (in places where the cost of living is higher, 9,000-10,000 marks) receive a maternity grant from the State amounting to 450 marks for each childbirth. This relief may be granted on the recommendation of the Welfare Board of the commune, partly in money and partly in kind—*i.e.*, a standard parcel of clothes, food, or treatment in a lying-in hospital.

The provisions of the Child Welfare Law, which came into force in 1937, have been regularly applied without any noteworthy innovations.

Under the Child Welfare Law,<sup>2</sup> all private and communal institutions for child welfare, whether or not in receipt of State grants, are subject to State supervision, exercised through the Ministry of Social Affairs and its inspectors.

### II. INSTITUTIONS

*Note by the Information Centre.*

*The information regarding institutions contained in the report published in 1939 (see page 149 of document C.91. M.50.1939.IV) is, as a general rule, still valid; in the case of most organisations, any changes to be reported would refer merely to small variations in the number of attendances or admissions and the amounts of subsidies. The present*

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<sup>1</sup> Law No. 322, of September 24th, 1937, on Maternity Relief (*Finlands Författningsamling*, No. 322-327, 1937). This law was published by the Information Centre in document C.Q.S./P.E./C.I.28, *Legislative and Administrative Series*, No. 27 (English and French texts).

<sup>2</sup> Child Welfare Act of January 17th, 1936 (*Finlands Författningsamling*, No. 51-60, 1936). This law was published by the Information Centre in document C.P.E./C.I.14, *Legislative and Administrative Series*, No. 6 (English and French texts).

*report, therefore, merely summarises the new facts extracted from the latest information received.*

*Children's Homes* (for orphans and uncared-for children up to 16 years of age.

Twelve of the private homes for small children and the children's homes in Lapland and the frontier areas have received State subsidies. The number of children accommodated was 410. The average subsidy amounted to 11% of the annual expenses.

There were 116 communal and 64 private homes. They received no State subsidy.

For the *preventive protection of children*, and, in particular, for home education purposes, the following institutions operated with a State subsidy :

*Crèches.* (Daytime care of children up to 3 years of age.)

In 1938, the number of crèches in receipt of State subsidies was 32 (11 communal and 21 private). They were situated in towns and industrial centres, and accommodated 833 children. The State paid about 6% of the annual expenses. In various parts of Finland, there are also crèches maintained by communes, industries and private associations which have not asked for a subsidy.

*Kindergartens.* (Daytime care of children from 3 to 7.)

In 1938, there were 111 kindergartens in receipt of a State subsidy, 70 (or 63%) of these being communal and 41 founded by private associations or industrial establishments. These kindergartens were attended by 7,800 children and had 329 teachers. Under the 1927 Law on Kindergartens, the State paid one-third of their annual maintenance costs. In addition to these kindergartens, which were supervised by inspectors from the Ministry of Social Affairs, several towns had purely private kindergartens.

*Day Homes for School-children.*

In 1938, there were 14 day homes for school-children (9 communal and 5 private), attended by 400 children. They received subsidies amounting to an average of 13% of their expenses.

*Summer Camps* (for children between 2 and 14).

For children under school age, 37 summer camps operated with State subsidies; 10 of them were communal and 27 private. They were attended by 1,770 children, and had 186 wardens. The subsidies received usually amounted to 34% of their annual expenses. The 63 summer camps for school-children were attended by 5,335 children, and received official subsidies amounting to 35%. These latter camps are not under the Ministry of Social Affairs, but are attached to the Schools Administration, and are therefore subject to the Ministry of Education.

*Playgrounds and Other Summer Activities* (summer holiday organisation; children from 3 to 16).

In 1938, there were playgrounds, camps and other similar institutions in 19 summer holiday centres (5 communal and 14 private). They were attended by 2,000 children, and received State subsidies amounting on an average to 24% of their annual expenses.

Of these institutions, 14 were founded in 1938.

### III. VOCATIONAL TRAINING OF YOUNG PERSONS WITHOUT RESOURCES

In 1938, the Finnish Parliament made a grant of 2 million marks to be distributed through the Ministry of Social Affairs to young persons without resources for vocational training. These grants were awarded to a total of 1,765 boys and girls studying at various vocational schools.

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## FRANCE

### I. LEGISLATIVE MEASURES

The Law of April 9th, 1938 (*Journal officiel*, April 12th, 1938), authorises the advancement of public assistance sub-inspectresses to the rank of inspectress. It amends the Law of June 27th, 1904 (*Journal officiel*, June 30th, 1904), so as to adapt it to the discharge by women of the duties of departmental public assistance inspector. It provides that the protection of children of all categories, and guardianship over public assistance wards, as instituted by law, shall be exercised in the departments by the prefect or by his delegate, the departmental public assistance inspector or inspectress.

As, under Article 405 of the Civil Code, a woman guardian must, if married, obtain the authorisation of her husband, who automatically becomes joint guardian, it was necessary for the Law of April 9th, 1938, to state expressly that the provisions of the last paragraph of Article 405 of the Civil Code do not apply to administrative guardianship delegated to public assistance inspectresses.

### II. ADMINISTRATIVE MEASURES

#### *Administrative Centralisation of Child Welfare Work.*

The Decree of January 17th, 1938 (*Journal officiel*, January 19th, 1938), provides for the organisation of the Administrative General Secretariat of the High Council for Child Welfare under the auspices of the Minister of Public Health.

Mention should also be made of the Decree of April 8th, 1938 (*Journal officiel*, April 9th, 1938), which raises from fourteen to twenty the number of persons who may be appointed members of the High Council for Child Welfare by the Minister of Public Health on the ground of their competence. The number of members of the permanent section of the High Council for Child Welfare is increased from ten to fifteen.

### *Demography.*

The Decree of November 12th, 1938, published in the *Journal officiel* of November 13th, 1938, announces forthcoming reforms in regard to all kinds of encouragement given, with a view to increasing the birth rate, and in respect of large families, by the State, public bodies, and organs subsidised, directly or indirectly, by the State.

Two circulars of the Department of the Director of Health and Assistance—No. 8, dated February 1st, 1938, and No. 57, dated June 3rd, 1938—deal with allowances for the national encouragement of large families and make clear certain doubtful points in regard to the granting of such allowances.

The circular dated July 20th, 1938, by the Minister of Labour, refers to the Decree of May 31st, 1938, which was published in the *Journal officiel* of June 1st, 1938, and gives details concerning the application of the provisions of this decree under which every person employing agricultural workers is required to prove that he is affiliated to the Agricultural Workers' Family Allowance Fund.

### *Health.*

An Order, dated August 1st, 1938, by the Ministry of Education, published in the *Journal officiel* of August 3rd, 1938, is concerned with the length of time during which school-children suffering from contagious diseases must remain away from school. It also cancels instructions according to which the brothers and sisters of pupils suffering from mild illnesses, such as chickenpox, German measles or mumps, must remain away from school.

### *Leisure and Recreation.*

The Decree of June 17th, 1938 (*Journal officiel*, June 29th, 1938), concerning the protection of children placed out away from their parents' homes, deals also with the holidays of children in camps and colonies. This decree has already been published and analysed by the Information Centre. The text of the decree is given in document C.Q.S./P.E./C.I.63, *Legislative and Administrative Series*, No. 57. A summary of the decree will be found in document C.72.M.33.1939.IV, page 30.

Circulars Nos. 45 and 46, dated May 3rd, 1938, of the Department of the Director of Health and Assistance, relate, the former, to the support to be given to the National Federation of Lay Organisations for providing holidays for children and young people, which is placed under the patronage of both the Ministry of Public Health and the Ministry of Education, and, the latter, to the preparation of a health record book for children admitted to holiday colonies.

*Protection of Children placed out away from their Parents' Homes.*

The Decree of June 17th, 1938 (*Journal officiel*, June 29th, 1938), mentioned above, concerning the protection of children placed out away from their parents' homes, has already been published and analysed by the Information Centre. (See above, under "Leisure and Recreation".)

Circular No. 71, which the Minister of Public Health despatched to the prefects on July 28th, 1938, sets forth the special obligations to be fulfilled by organisations for placing children. It stresses the need for keeping up to date lists of placings and records of the children, which latter must include information concerning their civil status and the results of medico-social enquiries, for organising medical control as well as supervision over placings and transfers, and for ensuring attendance at school and the payment of remuneration for work done by minors placed out by these organisations.

*Protection of Special Categories of Children.*

(a) *Deserted or Assisted Children.*

The Decree of May 6th, 1938 (*Journal officiel*, June 16th, 1938), concerning refractory or depraved wards of the public assistance authorities, has already been published and analysed by the Information Centre. The text of this decree is given in document C.Q.S./P.E./C.I.81, *Legislative and Administrative Series*, No. 74. A summary of the decree will be found in document C.72.M.33.1939.IV, page 34.

The Order of June 14th, 1938 (*Journal officiel*, June 16th, 1938), specifies the conditions to be complied with by

organisations and institutions which apply for authorisation to admit depraved wards.

The Decree of June 17th, 1938 (*Journal officiel*, June 29th, 1938), specifies, *inter alia*, the rules governing the acquisition of legal domicile for relief purposes in respect of assisted children, and Circular No. 47, dated April 9th, 1938, of the Department of the Director of Health and Assistance, gives particulars concerning the compilation of records of payment of the cost of the Assisted Children's Service.

(b) *Neglected or Delinquent Children.*

The Decree of June 17th, 1938 (*Journal officiel*, June 29th, 1938), mentioned above, provides—thereby supplementing the Decree of October 30th, 1935, concerning child welfare (*Journal officiel*, October 31st, 1935)—that children who are eligible to benefit under the Law of June 27th, 1904, concerning assisted children (*Journal officiel*, June 30th, 1904), such as : children in the custody of some person or institution, foundlings, deserted children, poor orphans, children who are ill-treated or morally neglected, and children in safe keeping, shall, if in a state of vagrancy, be handed over as of right to the Assisted Children's Service.

The Decree of August 4th, 1938 (*Journal officiel*, August 6th, 1938), provides for the separation of the service dealing with the conduct of minors placed in approved schools and the service dealing with transfers of prisoners to penitentiary establishments.

The text of the Decree of August 17th, 1938 (*Journal officiel*, August 20th, 1938), concerning regulations for the administrative staff of approved schools, has been published in document C.Q.S./P.É./C.I.141, *Legislative and Administrative Series*, No. 127, and summarised in document C.12.M.10.1940.IV, page 55.

The Decree of September 10th, 1938 (*Journal officiel*, September 12th, 1938), provides for an increase in the rate of the payments made to persons and charitable institutions receiving delinquent minors in virtue of the Law of July 22nd, 1912 (*Journal officiel*, July 25th, 1912).

Circular No. 47, dated April 9th, 1938 (already mentioned above, under "Deserted or Assisted Children"), deals, *inter alia*, with vagrant minors who, by reason of their

failings or evil tendencies, cannot adapt themselves to the conditions under which public assistance wards are normally boarded out.

### *Maternity and Infant Welfare.*

The Decree of September 1st, 1938 (*Journal officiel*, October 22nd, 1938), regulating the organisation of infant welfare services, has already been published and analysed by the Information Centre. The text of this decree is given in document C.Q.S./P.E./C.I.84, *Legislative and Administrative Series*, No. 77. A summary of the decree will be found in document C.72.M.33.1939.IV, page 26.

Circular No. 47, dated April 9th, 1938 (mentioned above, under "Deserted or Assisted Children" and "Neglected or Delinquent Children"), notifies, *inter alia*, the application without derogation of the measures for the supervision and protection of infants prescribed in the Law of December 23rd, 1874 (Roussel Law), and reinforced by the Legislative Decree of October 30th, 1935 (*Journal officiel*, October 31st, 1935).

### *Social Service.*

The Decree of February 18th, 1938 (*Journal officiel*, February 19th, 1938), instituting State diplomas (ordinary and higher) for hospital nurses and social welfare workers (male and female), has already been published and analysed by the Information Centre. The text of this decree is given in document C.Q.S./P.E./C.I.67, *Legislative and Administrative Series*, No. 61. A summary of the decree will be found in document C.72.M.33.1939.IV, page 41.

## EXTRACTS FROM THE REPORT BY THE COUNCILLOR OF STATE, DIRECTOR OF HEALTH AND ASSISTANCE, ON THE OPERATION OF THE ASSISTANCE SERVICES IN 1938

### *I. Children.*

#### *A. Assisted Children's Service.*

The Assisted Children's Service, which, since the passing of the Law of June 27th, 1904, had been concerned almost exclusively with foundlings, deserted children and orphans has, since the unemployment crisis, been entrusted with



many morally neglected children, and, since October 30th, 1935, with vagrant minors.

It would seem that the general character of the Service is bound to be rapidly modified as a result of its extension to these new masses of children. As long ago as 1936, the children entrusted to the Service in application of Titles I and II of the Law of July 24th, 1889, numbered 20,390 out of a total of 120,610. In 1937, the number increased to 22,651. In the case of several departments, this represents no less than 37% of the total number of assisted children, and, in one of them, 51%.

According to information supplied, this percentage will probably be found to have increased still further in 1938.

This situation is likely to add to the difficulties that have to be overcome by the public assistance inspectors in their discharge of a task that is already so delicate and so complex. Previously, children came under the care of the Administration at a very early age and remained under its care until they reached the age of majority. This is not so in the case of morally neglected or vagrant children, who, as they come to the Service at a much later stage, and for a few years only, after having lived in a pernicious environment from which they had to be removed, are frequently the cause of difficulties.

In point of fact, though the younger children adapt themselves easily to being boarded out in families, and benefit thereby, those who are entrusted to the Service after school age are frequently refractory, and the Administration needs specialised establishments for them, more particularly for the boys.

*Death Rate amongst Wards.*—The death rate for assisted children between the ages of 1 day and 1 year, which was 15.38% in 1930, has fallen continuously. In 1937, it was 4.46%, whereas the general death rate was 6.5%. These results are due to the adoption of more rational methods of rearing children. The creation of rearing centres under the supervision of visiting nurses has, in particular, constituted a valuable contribution to the campaign against infant mortality.

*Daily Charges in Institutions exercising Custodianship.*—These charges have shown a constant increase since the passing of the social laws. The effects of those laws began to make themselves felt in 1936 and continued to do so

throughout 1937 and 1938, since the forty-hour week came only gradually into effect.

As many improvements and rearrangements have been introduced as a result of missions carried out by the Department of the Inspector-General of Children's Services, the daily charge will doubtless show a further slight increase for 1939, but it will represent a state of appreciably enhanced well-being for the wards.

### B. *Infant Welfare Service.*

The public administrative regulations, issued in application of the Legislative Decree of October 30th, 1935, on Infant Welfare, were published in the *Journal officiel* of October 22nd, 1938 (Decree of September 1st, 1938).

The central Administration has devoted its attention to the preparation of the instructions which will shortly have to be sent to the departments for the application of this new text. With this object, it has instructed the inspectors-general of children's services to consider on the spot the means best calculated to give these provisions their full scope and effectiveness, whilst limiting expenditure as far as possible.

An increase in the cost involved must, indeed, be anticipated, in view of the number of children who will in future come under the law. There are, for instance, about 165,000 in the single category of those in respect of whom breast-feeding allowances are paid.

In point of fact, the Legislative Decree of 1935 amended the Law of December 23rd, 1874, in the following respects :

Prolongation of the supervision period from two to three years;

Extension of the categories, and, in particular, admission of those in respect of whom breast-feeding allowances are paid and of persons who make application therefor;

Issue of the growth record booklet to every child at the time of birth.

This last-named measure will certainly, if it secures the support of doctors and parents, produce excellent results, since in future it will be possible for children to be continuously supervised and cared for with full knowledge of all the facts involved.

With the object of ensuring more effective protection for infants, posts for social workers have been created in some departments. Those occupying these posts exercise supervision over children, in conjunction with the medical inspectors, and take part in the work of the infant consultation clinics.

The creation of further posts of this kind is contemplated for 1939, but this will depend on the sanction of the Ministry of Finance.

It would be desirable for the whole of the territory to be provided with social workers in adequate numbers. The excellent influence they exercise over mothers affords reason for hoping that, in view of the large number of children who will in future come within the scope of the law, there will be a marked decrease in the general infant death rate, and also an appreciable improvement in the state of health of young children.

The achievement of these results should, if the organisation is carried out as planned, be possible with the minimum financial burden on the bodies concerned.

## II. *Birth Rate.*

### A. *Assistance to Women at the Time of Confinement.*

Assistance to women at the time of confinement, which was instituted by the Law of June 17th, 1913, has undergone no modification since the promulgation of the Legislative Decree of October 30th, 1935.

The rates for the daily allowances, which are paid for four weeks before and four weeks after confinement, still vary between a minimum of 2.50 francs and a maximum of 7.50 francs, and are fixed by the General Council on the recommendation of the Municipal Council.

The State's contribution towards the cost of assistance to women at the time of confinement, which was 34,306,970 francs in 1935, fell to 19,314,970 francs in 1936, owing to the application of the new scales of assistance.

### B. *Allowances for Breast-feeding.*

The allowances for breast-feeding, instituted by the Law of October 24th, 1919, may, since the promulgation of the

Legislative Decree of October 30th, 1935, be granted independently of grants of assistance to women at the time of confinement, on which they were formerly dependent.

These allowances are fixed at 45 francs a month for the first six months and 15 francs a month for the following six months.

The cost borne by the State in respect of allowances for breast-feeding fell from 48,621,473 francs in 1935 to 24,300,000 francs in 1936 (Legislative Decree of October 30th, 1935, on the simplification of the scales).

#### *C. Assistance to Large Families.*

Assistance to large families, which was instituted by the Law of July 14th, 1913, has undergone no modification, apart from the effects of the Legislative Decree of October 30th, 1935, on the unification of the scales, and no adaptation of the provisions relating thereto could be embodied in the draft decree prepared in execution of the Legislative Decree of November 12th, 1938.

The conditions on which allowances are granted therefore remain unchanged, and the rates of allowance still vary between a minimum of 270 francs a year and a maximum of 300 francs a year.

The State's contribution to the cost involved was 19,779,831 francs for the 1935 period and 8,311,000 francs in 1936.

#### *D. National Encouragement to Large Families.*

A draft of public administrative regulations, prepared in application of the Legislative Decree of November 12th, 1938, on the birth rate, provides for important amendments to the Law of July 22nd, 1923, on national encouragement to large families.

As, however, this draft is now under the consideration of the Council of State, and may therefore undergo far-reaching changes, it is not possible, at the moment, to say anything concerning the provisions that are likely to be adopted.

It may, however, be anticipated that they will be directed towards a more comprehensive prohibition of any duplication of national encouragement and allowances in

respect of dependants, and towards a unification of the fundamental conditions for the making of grants of any kind for the purpose of encouraging an increase in the birth rate.

### *E. Childbirth Bounties.*

Payment of the childbirth bounties provided for in Article 48 of the Law of June 29th, 1918, was hitherto left to the initiative of departments and communes, and, in consequence, these bounties were not granted in all departments.

The draft of public administrative regulations, which was prepared in application of the Legislative Decree of November 12th, 1938, is directed towards making the payment of these bounties general, and they would therefore be automatically granted in respect of the third child and subsequent children, and the State would contribute very largely towards meeting the cost involved.

It is contemplated, indeed, that the State's contribution would be about 90% in the case of a bounty of 1,000 francs, and the State would, moreover, be able to make further grants to an amount up to 50% of that part of the bounty which exceeds 1,000 francs.

The whole of the credit of 200 million francs granted under the Legislative Decree of November 12th, 1938, would be devoted to the payment of these bounties, without prejudice to the credit which formerly appeared under this head in the budget of the Ministry of Public Health.

## **French Colonies and Territory under Mandate**

Part I of the report deals with "Protection of Mothers and Children" and Part II with "Protection of Children in Distress and Defective Children".

### **I. PROTECTION OF MOTHERS AND CHILDREN**

In 1937, there was a very distinct improvement in almost all the colonies in welfare activities on behalf of mothers and children, and a general increase in the number of confinements, pre-natal clinics, women assisted in childbirth and clinics.

The success of lying-in hospitals for native women varies from colony to colony. It is handicapped by the rules of custom, which refuse to allow women to be confined outside the home. Except in Cochin-China and Madagascar, the number of women reporting for confinement in lying-in hospitals is still small as compared with the total number of births. Definite progress, however, is being made, and, as there can be no question of building lying-in hospitals everywhere, some territories have adopted the practice of allowing women to be confined at home under the supervision either of the native midwife or—a solution which can be brought about more speedily—of a “wise woman” (*matrone*) who already practises in her village and who is taught the essential rules of European obstetrics.

The results obtained with these latter vary very considerably. They are, therefore, being replaced as quickly as possible by younger women, who, in some of the colonies, are already doing very valuable service.

Supervised confinements in rural areas, combined with the transfer of difficult cases to lying-in hospitals, seems to be the real future system for the protection of mothers in the colonies. There are areas where this is the only way of reaching women who refuse to tolerate any outside interference in this sphere.

Baby-clinics are more successful, because it is easier to get people to allow the children to be examined than the women; in some towns, it can be asserted that almost all the children have undergone examination. The chief rôle is played by the visiting nurses, who go from village to village and visit every hut, in order to track down sick children, send them to the dispensary if their condition demands it, and urge the women to take their new-born infants there also. As in the case of midwives and “matrones”, many difficulties are encountered in training native visiting nurses.

A few figures will illustrate the work done in 1937 by the Health Service in protecting mothers and children in the territories coming under the jurisdiction of the Ministry of the Colonies. The number of baby-clinics in operation was 152, and the number of lying-in hospitals 435. Health Service units gave pre-natal advice on 777,537 occasions to 231,947 applicants, and 391,132 post-natal consultations to 114,309 women. The number of supervised confinements

ments was 277,078, of which 159,854 took place in lying-in hospitals and 117,224 at home. Lastly, baby-clinics recorded 4,541,571 consultations for 1,623,761 applicants.

## II. PROTECTION OF CHILDREN IN DISTRESS AND DEFECTIVE CHILDREN

### *French West Africa.*

The position of *children in distress* is very largely mitigated in French West Africa by the social organisation and mentality of the natives. "There are actually no children in distress in Mauritania, as there is always one family or one tent where they will be welcomed. In the case of orphans, the duties of the parents are taken over immediately on their death by a near relative or a member of the tribe. Moreover, the religious and military leaders make it not only a point of honour but even a duty to succour the 'mestrine'. The child will therefore always be fed, clothed, and even educated, in the religious sense mainly, by one member of the great family of Moslems."

Among negroes, too, children in distress are the exception, as parents are very fond of their children. The description "in distress" cannot, of course, be applied to children who run about naked until they reach the age of puberty, no matter what the social standing of their parents may be. The custom is doubtless very injurious to their health in districts where fluctuations of temperature and humidity are considerable. This situation is changing only very slowly, in spite of the advice and recommendations of medical men.

Half-caste children are admitted to official institutions known as orphanages or to private institutions subsidised by the colonies in the Federation.

To facilitate the regrouping of these scattered activities, the present organisation is being gradually transformed as follows: erection of "Homes for Half-castes" in each of the major geographical zones (Sudan, Ivory Coast, Senegal); children are admitted at 6 to 7 years of age and given an elementary education. About the age of 12, they are classified according to their ability; some go to Dakar, to the Centre for Half-castes, for a secondary education; others may sit for examinations for the schools of the Colony or General Government; while a third group,

whose place will lie in local life, remains in the Home for Half-castes, which acts simultaneously as a farm, a workshop, an estate and a school of needlework. The Centre for Half-castes will include separate living-quarters for boys and for girls. This scheme is in process of execution. It should be noted that a General Decree of December 6th, 1938, promulgated without reservations the Law of November 16th, 1912,<sup>1</sup> on enquiry into the paternity of children born out of wedlock.

On the subject of *child offenders*, the provisions in force for delinquent minors brought before the French courts are contained in Articles 66, 67, 68 and 69 of the Criminal Code, as drawn up when the Code was extended to Senegal by the Decree of March 6th, 1877.<sup>2</sup> Pending the application to French West Africa of the provisions which are to replace this obsolete legislation, instructions have been given to encourage the moral rehabilitation of juvenile delinquents; not to apply for the internment of minors under 16 years old, as authorised by Article 66, except where it is proved that they cannot be handed over to their parents, for serious moral or practical reasons; not to apply for internment after the eighteenth year, even though this is permitted by Article 66 up to 20 years of age. The equitable procedure, after all, is to mete out the same punishment and institute similar measures of rehabilitation for offenders amenable to the French and those amenable to native courts (Article 12 of the Decree of December 3rd, 1931),<sup>3</sup> who are usually of the same origin, even if they do not enjoy equal status.

The age of children sentenced to confinement must be determined exactly, and the record will contain an extract from the birth certificate, or, if this is not available, a copy of the additional sentence which will then have to be passed.

In the case of minors amenable to native courts, under Article 12 of the Decree of December 3rd, 1931, the court

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<sup>1</sup> The text of this decree was published in the *Journal officiel* of the French Republic, November 17th, 1912.

<sup>2</sup> The text of this decree was published under No. 5880 in the *Bulletin des Lois de la République française*, Book 14, year 1877.

<sup>3</sup> This decree was published in the *Journal officiel* of the French Republic, December 6th, 1931.



must examine and decide, before passing sentence, whether the minor had a due understanding of his offence; this is done in the case of all children who have not reached the age of majority fixed by custom, or of children apparently under 16 years of age, even if they have reached the age of majority laid down by custom.

If a child is found to have acted without due understanding of his offence, he must be handed over either to his parents or to a notable. As a general rule, it is more in the child's interest to hand him over to his parents, and this rule should only be departed from if a thorough investigation of the behaviour and moral status of the parents discloses serious objections. In such case, a notable should be found who offers the necessary guarantees.

If some measure of confinement appears to be unavoidable, the court must specify the exact length of such confinement.

### *Cameroons.*

Several measures have been adopted in the Cameroons for the benefit of children in distress and defective children.

A settlement was established at Yaoundé, under a Decree of October 28th, 1933, for deserted children and native and half-caste orphans. Subsequently, this institution was converted into an orphanage for half-castes, as it is, in point of fact, very exceptional for a native child, even an orphan, to be deserted. This is not true of half-castes, who are often deserted by their fathers and usually refused by their maternal relatives.

The Yaoundé children's settlement now contains thirty-two inmates of both sexes, who attend various schools. After the age of 10, the boys are sent to the High School. Monthly grants are made to a certain number of half-caste infants brought up in villages. Lastly, the health organisations of the Catholic and Protestant missions have several orphanages to which half-caste and negro children are admitted.

Under a Decree of December 7th, 1933, a penitentiary settlement was founded for the rehabilitation of juvenile delinquents; juveniles who have not attained the age of majority for criminal law purposes are discharged as having acted without due understanding of their offence, and are

sent back to their families. If that is impossible, they are sent to the colony of Malimba, where they are placed on probation. The inmates are brought up together, and engage in various agricultural and fishing activities. They are given an elementary education. There is a new scheme for the erection at Yaoundé of an institution where children would be taught something of agriculture, more particularly market-gardening.

### *French Equatorial Africa.*

The problem of protecting children in distress and defective children does not exist in French Equatorial Africa, so far as people of European status are concerned. This is due to the small number of children, and also to the fact that they are usually children of well-to-do people. In most cases, parents have had to make up their minds to leave their children in Europe to continue their education, so that the number of young persons living in the colony is very small. The Decree of November 30th, 1928,<sup>1</sup> establishing special courts and a probation system for European minors and assimilated persons, has been promulgated in French Equatorial Africa, but in 1938 no decision was given by such courts. There has thus been no need to establish welfare agencies or correctional institutions.

The Decree of May 29th, 1936,<sup>2</sup> laid down in Article 56 that the age of criminal majority for native children was 16 years. An accused person under this age is discharged as having acted without discernment. Various decrees regulate the position of half-castes; one of January 25th, 1937, defines the obligations of private educational institutions admitting half-caste children and receiving grants from the local budget on that account. Two Decrees, of October 21st, 1937, and September 17th, 1938, set up at Libreville and Fort Lamy boarding-schools for half-castes similar to those at Bangui and Abéché. Lastly, the status of half-caste children born of parents legally unknown was defined by a Decree of September 15th,

<sup>1</sup> The text of this decree is published in the *Journal officiel* of the French Republic, December 4th, 1928.

<sup>2</sup> *Ibid.*, June 12th, 1936.

1936.<sup>1</sup> Article 4 of this decree enacts that proceedings to establish French citizenship can be instituted by the party himself if he is of full age, or, if he is a minor, either by the Public Prosecutor or by a child welfare society approved by the Administration; Article 6 stipulates that the judgment establishing a minor's French citizenship shall at the same time appoint a guardian for him. The duties of guardian may be entrusted either to a French national of either sex, or to a child welfare society approved by the administration, or to a member of such a society.

### *Madagascar.*

The following is the legislation in force in Madagascar :

Law of April 19th, 1898,<sup>2</sup> on the punishment of acts of violence, blows, or cruelty and assaults committed against children; this law was brought into operation by the Decree of November 20th, 1908,<sup>3</sup> promulgated in Madagascar on January 21st, 1909.

Decree of November 30th, 1928,<sup>4</sup> introducing special courts and a probation system for European minors and assimilated persons in the French colonies other than the West Indies and Reunion; this decree was promulgated on January 9th, 1929, and the conditions of its application were determined by an Order of November 24th, 1931.

In native affairs, the Decree of May 9th, 1909,<sup>5</sup> reorganising native justice, defines the age of majority for criminal law purposes (Article 78). Mention should also be made of a circular by the Public Prosecutor dated December 1st, 1931, concerning native minors brought before the French courts.

The protection of morally neglected children is regulated in Madagascar by a Law of July 24th, 1889,<sup>6</sup> brought into force by a Decree of December 28th, 1895. A Decree of May 23rd, 1928,<sup>7</sup> promulgated on July 18th following,

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<sup>1</sup> The text of this decree is published in the *Journal officiel* of the French Republic, September 19th, 1936.

<sup>2</sup> *Journal officiel* of the French Republic, April 21st, 1898.

<sup>3</sup> *Ibid.*, December 8th, 1908.

<sup>4</sup> *Ibid.*, December 4th, 1928.

<sup>5</sup> *Ibid.*, May 21st, 1909.

<sup>6</sup> *Ibid.*, July 25th, 1889.

<sup>7</sup> *Ibid.*, May 27th, 1928.

extended to the colony the Law of July 17th, 1927,<sup>1</sup> amending Article 1 of the Law of July 24th, 1889. Lastly, a Decree of July 31st, 1936,<sup>2</sup> on child welfare, was promulgated on September 9th of the same year.

As the last two texts refer to European minors only, two drafts are now under consideration for extending them to native children.

#### *French Somaliland.*

Owing to the unsettled habits of an essentially nomad population and the material difficulties of life in a country which has no resources of its own, the number of children deserted is rather large. To remedy this situation, it is proposed to open a home at Obock, where such children will be given general and vocational education. The extension to French Somaliland of the Legislative Decree of June 17th, 1938,<sup>3</sup> concerning vagrant minors and the residence for relief purposes of neglected children, is at present under consideration.

#### *French India.*

In French India, there are no children in distress, except when the parents are in difficult circumstances, and no cases of ill-treatment or unlawful confinement ever occur. On the contrary, the children are well looked after by their parents, and cases of desertion are exceptional.

Apart from the provisions concerning child labour in the Decree of April 6th, 1937,<sup>4</sup> and its administrative orders (May 10th, 1937 : promulgation; August 6th, 1937 : working hours; August 6th, 1937 : health; October 29th, 1937 : exhausting work prohibited for women and children; October 29th, 1937 : dangerous occupations prohibited for women and children), the other child welfare provisions refer mainly to education : Order of January 8th, 1928, organising school medical inspection, the hygiene and safety of pupils, the isolation of infectious patients, vaccination and school canteens.

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<sup>1</sup> *Journal officiel* of the French Republic, July 19th, 1927.

<sup>2</sup> *Ibid.*, August 7th, 1936.

<sup>3</sup> *Ibid.*, June 29th, 1938.

<sup>4</sup> *Ibid.*, April 18th, 1937, correction, *Journal officiel* of the French Republic, April 21st, 1937.

*Indo-China.*

A Decree of June 11th, 1938,<sup>1</sup> introduced special courts and the probation system in Indo-China for European minors and assimilated persons. This law is an adaptation to local conditions of the French legislation on the subject.

At the René Robin Hospital in Tonkin and at the Cho-Quan Hospital in Cochin-China, special consultations will shortly be organised for families seeking advice on how to treat the abnormal children kept by them at home. These children may be admitted to hospital, should they require prolonged medical observation. There will also be introduced in these medical units services for placing under observation during a suitable period of time before they are sent to reformatories, delinquent abnormal children, in respect of whom a court ruling has been made.

In addition, children kept in confinement in these colonies will be examined quarterly by qualified medical officers, who will be asked to give the directors of these establishments the necessary guidance regarding the physical and intellectual capacities of the children under their care.

Lastly, by a Decree of October 10th, 1938, the Governor-General of Indo-China proclaimed the opening, in each of the army children's schools of Phu-lang-Thuong (Tonkin) and Cap Saint-Jacques (Cochin-China), of annexes reserved for half-caste children. The competent authorities are at present considering the arrangements necessary for setting up an army children's school for half-caste children only at the old military summer camp at Dalat.

*French Oceania.*

Since February 9th, 1929, when the Decree of November 30th, 1928,<sup>2</sup> was promulgated, a special kind of procedure, similar to that instituted in France by the Law of July 22nd, 1912,<sup>3</sup> applies to delinquent minors in French

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<sup>1</sup> *Journal officiel* of the French Republic, June 25th, 1938. The text of this decree was published by the Information Centre in document C.Q.S./P.E./C.I.90, *Legislative and Administrative Series*, No. 84 (English and French texts).

<sup>2</sup> *Journal officiel* of the French Republic, December 4th, 1928.

<sup>3</sup> *Ibid.*, July 25th, 1912.

Oceania. Under this legislation, children guilty of an offence are subjected to a preliminary investigation, followed by an enquiry into their material and moral circumstances and those of their families, so as to enable the court to make appropriate arrangements for their upbringing with full knowledge of the facts. Once the investigation is completed, the minors are brought before a special juvenile court, which sits in private. If a minor has acted without full realisation of his offence, the court takes one of the following steps: the child is handed over to its family, if the latter is found worthy of the responsibility; otherwise, it is entrusted to charitable persons or to the reformatory school set up by a local Order of December 30th, 1933. If, on the other hand, the court considers that the minor has acted with discernment, he is then given a regular sentence, which he serves in the reformatory school; the advantage of the latter institution is that it ensures that the young prisoners are kept apart and thus safeguarded from the corrupting influences of older offenders.

Before adopting this procedure, however, the Public Prosecutor often prefers to settle the incidents reported to him direct; in such cases, the child and his parents are summoned to the Public Prosecutor's office, where the child is properly reprimanded and the parents' attention is drawn to the necessity of keeping a better eye on their child's behaviour.

While in the reformatory school, children are employed on work commensurate with their strength, and are given vocational training; the boys have to be divided up, according to their tastes and abilities, among the various public works departments, where they learn a manual trade; the girls are employed in sewing. The work of the institution is supervised and watched over by a "Young Prisoners' Welfare Committee" (*Comité de patronage des jeunes détenus*) consisting of various prominent persons.

There are virtually no *children in distress* in French Oceania. The natives of Tahiti have a real adoration for their children, and, in addition, the economic and climatic conditions are such that most parents can easily discharge their responsibilities. If they cannot do so, they hand over their children to persons well known to them, relatives or friends, who look after them as devotedly as the

father and mother themselves. Child adoption is still widely practised in this colony, and it has not been necessary, therefore, to found institutions for the reception of orphans or deserted children, as the people themselves discharge this duty fully and satisfactorily.

*Martinique.*

The French laws and decrees on child welfare have been promulgated in Martinique, more particularly the following :

Law of July 24th, 1889, on child welfare;<sup>1</sup>

Law of August 5th, 1916,<sup>2</sup> amplifying Article 20 of the Law of 1889;

Law of July 17th, 1927,<sup>3</sup> amending Article 1 of the Law of 1889;

Order of July 31st, 1935, promulgating in Martinique the Law of June 27th, 1935, making various French laws on child welfare enforceable in the West Indies and Reunion;

Law of December 23rd, 1874,<sup>4</sup> on infant welfare;

Law of April 19th, 1898,<sup>5</sup> for the punishment of acts of violence, blows, or cruelty and assaults committed against children;

Laws of November 15th, 1921,<sup>6</sup> and July 23rd, 1925,<sup>7</sup> amending and amplifying the Laws of July 24th, 1889,<sup>8</sup> and June 27th, 1904,<sup>9</sup> on the protection of ill-treated and morally neglected children;

Law of December 8th, 1904,<sup>10</sup> prohibiting the insurance against death of children under 12 years of age;

Order of December 6th, 1904, promulgating in Martinique the Decree of October 30th, 1935,<sup>11</sup> concerning child welfare;

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<sup>1</sup> *Journal officiel* of the French Republic, July 25th, 1889.

<sup>2</sup> *Ibid.*, August 8th, 1916.

<sup>3</sup> *Ibid.*, July 19th, 1927.

<sup>4</sup> *Bulletin des Lois de la République française*, Book 9, Year 1874 (No. 3707).

<sup>5</sup> *Journal officiel* of the French Republic, April 21st, 1898.

<sup>6</sup> *Ibid.*, November 17th, 1921.

<sup>7</sup> *Ibid.*, July 25th, 1925.

<sup>8</sup> *Ibid.*, July 25th, 1889.

<sup>9</sup> *Ibid.*, June 30th, 1904.

<sup>10</sup> *Ibid.*, December 12th, 1904.

<sup>11</sup> *Ibid.*, October 31st, 1935.

Order of October 16th, 1936, promulgating in Martinique the Decree of September 18th, 1936,<sup>1</sup> laying down the conditions for the application in the West Indies and Reunion of the legislation on juvenile courts and probation;

Order of September 25th, 1937, defining the conditions for the enforcement of the Decree of September 18th, 1936.<sup>1</sup>

An Order of December 22nd, 1938, set up a public assistance department dealing chiefly with medical assistance and child welfare; it makes grants to large and needy families.

### *Guadeloupe.*

An Order of October 8th, 1930, reorganised medical assistance and provided for the erection of lying-in hospitals, day nurseries and crèches.

An annex to this order regulates (Chapter B) special assistance to infants in the form of free consultations and the distribution of medicaments, clothing and food. Chapter B of the annex institutes the medical inspection of schools by the medical officers of the Free Medical Assistance Department.

This decree was followed by several others which supplement it and extend its sphere of operation to a gratifying degree.

The Order of September 23rd, 1931, gives children of needy families under 13 years of age a right to assistance.

An Order of February 24th, 1937, institutes at schools in large centres a first-aid service for children who have been injured in accidents.

An Order of October 28th, 1937, set up in every communal school a small first-aid dispensary supplied from the central dispensary of the Free Medical Assistance Department.

Lastly, weakly children living in towns are cared for by the Central Council, which has, in principle, decided to establish a holiday camp at Fort Napoléon, in the Ile des Saintes.

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<sup>1</sup> *Journal officiel* of the French Republic, September 20th, 1936.



*Guiana.*

The Decree of November 30th, 1928,<sup>1</sup> on special courts for minors, was promulgated by an Order of January 9th, 1929. In addition, children in distress and defective children are safeguarded by the following enactments:

Law of June 27th, 1904,<sup>2</sup> on the service for assisted children, and Law of June 28th, 1904,<sup>2</sup> on the education of public assistance wards. These laws were promulgated by an Order of September 15th, 1920.

Decree of January 22nd, 1924,<sup>3</sup> applying to the colonies the Law of November 15th, 1921,<sup>4</sup> on the protection of ill-treated and morally neglected children; this decree was promulgated by an Order of March 14th, 1924.

Decree of October 30th, 1935,<sup>5</sup> concerning child welfare, promulgated by an Order of January 10th, 1936.

*St. Pierre and Miquelon.*

The Decree of November 30th, 1928,<sup>1</sup> on special jurisdictions for minors, was promulgated in the territory by an Order of December 22nd, 1928.

An orphanage under the administration of the hospital and hospice has been opened, and admits children up to 14 years of age; delinquent minors may be accepted by order of the court. Crimes and offences committed by children are rare, and the Administration exercises great vigilance in tracing children who are in physical or moral danger.

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To sum up, thanks to all these legislative orders and measures, it may be said that child welfare work is carried out effectively in the territories under the jurisdiction of the Ministry of the Colonies, from a threefold point of view: the employment, the health and the re-education

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<sup>1</sup> *Journal officiel* of the French Republic, December 4th, 1928.

<sup>2</sup> *Ibid.*, June 30th, 1904.

<sup>3</sup> *Ibid.*, January 24th, 1924.

<sup>4</sup> *Ibid.*, November 17th, 1921.

<sup>5</sup> *Ibid.*, October 30th, 1935.

of the child. It should, however, be added that official action is reinforced by equally energetic private activity. The Administration encourages these generous initiatives to the fullest extent of its power : welfare work on behalf of child offenders, prisoners' aid societies, orphanages, infant welfare centres, St. Vincent de Paul societies, agencies for assisting destitute children, infant welfare associations, agencies for neglected children, *œuvres des berceaux*, milk-distribution centres, Red Cross, etc. Their work is mainly confined to the towns. The activities of the missions, on the other hand, are much more far-reaching, and, through the intermediary of the missionary, penetrate to the remotest villages. The missions have orphanages, dispensaries, and sometimes even large medical units with European doctors and nurses. Very valuable work is done by all these private agencies, and they often render most useful help to the Government services.

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## GREECE

### I. NOTE BY THE MINISTRY OF JUSTICE ON THE MEASURES TAKEN DURING THE YEAR 1938 FOR THE PROTECTION OF MINORS

1. Law No. 1538/1938 authorised the Ministry of Justice to create by decree vocational schools for handicrafts, domestic economy or agriculture in the penitentiaries, reformatories or establishments for preventive education, or in the private establishments for the protection of released prisoners and the public or private establishments for the re-education of minors. These vocational schools of handicrafts, domestic economy, or agriculture are open to all prisoners or inmates of the above establishments, and rank with the public elementary schools for training in handicrafts or agriculture.

2. As regards the inmates of the re-educational establishments :

(a) A vocational school has been opened in the Athens re-educational institute for boys, at which courses are given in mechanics, electricity, metal-working and carpentry;

(b) Measures have been taken for the inmates on leaving these establishments to enter the service of the navy, the air force, the departments for war material, and military bands;

(c) A domestic economy school has been opened in the institute for the re-education of girls;

(d) The Ministry has acquired properties in the country, where permanent installations have been established for the summer holidays of inmates of re-educational establishments.

3. School sections for abnormal children have been created in the prison schools for young offenders and in the re-educational establishments.

4. In the Averoff prison school, a newspaper has begun to appear called *Renaissance*, which is edited, printed and read by the prisoners of this and similar establishments.

5. In general, it may be noted that in 1938 :

(a) The creation of the "Societies for the Protection of Discharged Prisoners" was completed. They now exist in every town in which there is a court of first instance, and they have proceeded to establish a special section for the protection of minors;

(b) A special section of the Thessaloniki court of first instance has been instituted to try offences committed by minors. A similar section is already in operation at the Athens court;

(c) At Thessaloniki also, a re-educational school for 200 inmates has been erected and opened. Its establishment is due to the efforts of the local Society for the Protection of Minors, and it is subsidised by the State;

(d) Lastly, the Ministry of Justice, during the year, addressed circulars to the public prosecutors and police authorities to the effect that parents abandoning their children should be prosecuted with the utmost rigour of the law.

## II. REPORT ON THE MEASURES TAKEN BY THE MINISTRY OF NATIONAL EDUCATION DURING THE YEAR 1939 FOR THE PROTECTION OF THE HEALTH OF SCHOOL-CHILDREN AND MORE PARTICULARLY FOR SCHOOL HYGIENE

Among the legislative measures put into effect by the Ministry of Religion and Education during the year 1939, those relating to school hygiene and assistance to needy school-children occupy a leading place.

The laws for "reorganising the school health services", "organising school soup-kitchens", "organising convalescence holidays and periodical medical examinations of the teaching staff", etc., together with the decrees and ministerial decisions issued in application of these laws for the organisation and operation of schools for children suffering from trachoma, anti-trachoma medical stations, etc., all of which measures aim at protecting and improving the health of the pupils and their teachers, mark a real stage in the history of Greek education.

We give below certain details of the legislation in question, which will afford an idea of the work accomplished recently in Greece in respect of the health of children and the teaching staff.

*A. Reorganisation of the School Medical Services.*

Law No. 1805, of June 1939, on "the reorganisation of the school medical services" deals with this question from the beginning, and settles it in such a way that the services in question are really able to meet the needs of school hygiene. Previously, the school medical services, although one of the oldest institutions in the country, were represented merely by a few officials working in the urban centres, who, with the utmost goodwill, were naturally not equal to their task. The former legislation, which was in accordance with the ideas of the time and placed only moderate financial resources at the disposal of the services, was necessarily inadequate in many respects. The new law provides for the reorganisation of the health services; it defines their aims and powers, and provides them with the necessary means—namely, on the one hand, as large a staff as possible, and, on the other hand, the creation of school assistance centres capable of providing needy school-children with the care which their state requires.

As regards the staff of the school medical services, the law has endeavoured to enlarge the network of medical assistance and to improve the quality of the staff, while providing for control over its activities.

The number of school doctors has, for the moment, been raised to 117—that is to say, one doctor for each elementary education area, together with twenty-seven doctors for the large towns and the towns in which there is no elementary inspector.

In relation to the total number of school-children in the country (1,150,000), the school doctors are at present in the ratio of about 1 : 10,000. This proportion is naturally insufficient, but it has not been possible to improve it at one stroke. The aim of the Ministry is, gradually and as possibilities permit, at any rate, to double this figure.

The law provides that the school medical staff should be recruited by competition limited to candidates not over 35 years of age. A royal decree lays down the details. The doctors accepted are compelled for four months to follow courses training them in their special duties. The programme of these courses is also fixed by a royal decree.

The school service doctors are not allowed to carry on private practice, but must devote the whole of their time to the needs of the service. On the other hand, the law grants them a satisfactory salary and the possibility of promotion to the highest grades provided for in the case of other officials, in order to attract zealous and capable doctors to this career.

Control over the work of the school doctors is fully provided for by sixteen school hygiene inspectors attached to the inspectors of secondary education, and an inspector-general of school health services residing in Athens.

The duties both of the school doctors and of the inspectors are settled in detail by the law, especially as regards visits to rural schools, promotions, transfers, disciplinary penalties, etc. Lastly, a special clause provides for the despatch of school doctors to other countries in Europe and America, in order to complete their studies in school hygiene and the medical care of children.

Such, in outline, are the provisions of Law No. 1805 of 1939, regarding the reorganisation of the school medical services. This law will be brought fully into effect in the next school year, when the network of school doctors will be supplemented as a result of the first competition, which is to be held in March 1940.

It should be noted that this same Law No. 1805 for the first time introduced school nurses in Greece; the number has for the time being been fixed at thirty-two. They are selected from among persons who have obtained the diploma of the school of visiting nurses, and after their appointment they must attend special courses of instruction in their new duties.

Lastly, Law No. 1805, as stated above, provided for the necessary medical treatment for needy school-children. The legislative authorities considered that the work of the school doctors would be incomplete if there were not, at the same time, centres of medical assistance available mainly for sick and indigent school-children free of charge.

These centres of school medical assistance are divided into three categories, according to their aims :

Two *first-class centres* have been founded, one at Athens and the other at Thessaloniki. Their work is regulated in detail by Royal Decree. They are fully equipped,

employ four school nurses each, and comprise the following sections :

(a) Medical examination of school-children, establishment of their individual bills of health, medical service of the schools of the district. The Laboratory of Microbiology also comes under this section;

(b) Dental clinic;

(c) Ophthalmology;

(d) Otorhinolaryngology;

(e) Psychopathology and neurology;

(f) Orthopædy and therapeutic gymnastics;

(g) Rays;

(h) Vocational guidance of children;

(i) Dissemination of the principles of hygiene, publication of pamphlets dealing with these questions, museum of school hygiene and cinematograph;

(j) Training of the teaching staff, school doctors and school nurses in general health questions. This section includes a laboratory for children's diseases.

The centres in question also include model school kitchens and shower-baths for the use of the school-children of the district.

The *second-class centres* are established in the capitals of departments. Their staff comprises, in addition to the school doctor, a specialist in otorhinolaryngology, a dentist, and, in districts where trachoma is widespread, an oculist, together with a nurse.

Lastly, the law provides for the creation of *third-class centres* in built-up areas where there is a school doctor, who directs them without any other staff. These centres, however, serve as local polyclinics, whether they belong to the Government, the municipalities or private associations.

It is of interest to note, in particular, that the work of the school health services is followed and supervised by the "School Health Council", which has its headquarters at the Ministry of Education. Its composition and powers are fixed by law. This Council, which comprises a small number of members, all of them highly qualified, will settle without delay any questions of school hygiene that may arise, and will speed up the entire work. The Ministry

of Health and Social Welfare is represented on it, in order to provide for the co-ordination of the efforts made by the State in respect of hygiene.

### *B. Organisation of School Canteens.*

By Emergency Law No. 1787, of June 1939, the Ministry of Education regulated and systematised its campaign against the under-nourishment of school-children. It organised school canteens on a rational basis, and provided funds for their operation. School canteens had existed previously only in very small numbers and in a philanthropic form, and had no financial stability. By the above-mentioned law, the Ministry of Education, which considered that the school canteens formed the very basis of provident assistance to school-children, organised them as a permanent institution linked with the life of the schools and able to contribute to their educational, health and social aims.

The Ministry began by convening a "Central School Canteen Commission" consisting of qualified persons, and the directors of the principal credit establishments in the country took part in its work. The aim of this Commission is to strengthen and develop these institutions by supervision and effective control over their operation, and to enlighten public opinion as to the importance of the canteens, in order to obtain moral and material support in addition to the credits allocated by the State for establishing and operating them. "Departmental School Canteen Commissions" have also been set up in the capitals of the departments under the chairmanship of the prefects, and ordinary "School Canteen Commissions" in each elementary education district, under the chairmanship of the elementary inspectors. Lastly, "School Canteens Management Committees" have been set up to deal directly with their operation.

The composition of these commissions and committees, their operation, the control over their work, their financial resources, etc., have been regulated in detail by ministerial decisions, which have also defined their relations with the Ministry and the Central Commission.

Special regulations also provide for the selection of the pupils who are to benefit from the canteens in view of



their social position or health, for the composition of the bill of fare and, in general, for everything relating to the practical working of the service.

The school canteens are financed by an annual grant of 10 million drachmas from the State, by allocations from municipalities and communes, by gifts from corporations or private persons, and by an annual contribution of 30 drachmas from all school-children, except needy children designated as such by the bursar of their school. The contribution levied on the children, apart from its financial aspect, aims at teaching them from an early age their duty of solidarity towards their comrades in need.

The entire system of school canteens and of departmental commissions and management committees started to function at the beginning of the present school year, thanks to the vigorous impulse given to the movement by the Central Commission. Efforts were directed towards the organisation and regular working of the canteens throughout the country, but particularly in districts where the under-nourishment of school-children called most urgently for action.

We give below some particulars regarding the development of school canteens up to the end of December 1939, in order to show what has been done. During the previous school year, 52,520 pupils had been admitted to the canteens. It should, however, be noted that a number of canteens did not begin work until the middle of the year.

During the present school year, up to the end of December, out of 953,623 pupils in elementary schools, 93,968, or about 10%, attended the canteens, and this figure is gradually increasing. The food, which is adequate in quality and quantity and is based on a bill of fare suitable for children, is supplied either in the schools or in special establishments, of which there are at present 2,382. The meals are served hot and presented in the most appetising manner. There are 132 school kitchens in the cities of Athens and the Piræus.

As was foreseen, the assistance granted by the public to the school canteens has, in general, been appreciable. Public opinion has understood the great importance of not abandoning thousands of young lives to the consequences of under-nourishment, and shows sympathy with these efforts, even in the smallest villages.

C. *The Campaign against Trachoma (Granular Conjunctivitis) in the Schools.*

This campaign was systematised and intensified last year, with more than satisfactory results.

It was organised in the schools by royal decree on the following main lines :

By November of each year, the school medical staff has examined all the pupils in the district for trachoma. According to the result of this examination, it is decided whether a special school should be opened for trachoma cases (when they are more than thirty in number) or whether it is sufficient to form a special section in their school or to segregate them on separate benches.

The schools for trachomatous children keep them until they are clinically cured, partly in order to avoid infection and partly to be able to subject them compulsorily to the necessary treatment, which is provided in the school itself after school hours. This system has given entirely satisfactory results, since no pupils are able to evade treatment, whereas previously, when the children had to go to more distant dispensaries, many of them managed to avoid it. In remote villages and hamlets, if it is impossible to employ specialised medical staff, the treatment of the school-children is carried out by their teachers, after the latter have had practice in this work under the supervision of doctors.

It should be noted that at certain hours the school trachoma dispensaries receive other trachoma patients (the pupils' parents, or even persons unconnected with them), if there is no other specialised establishment in the district.

There are at present 57 schools for trachomatous children in the whole of Greece, with 8,163 sick pupils. Of this number, 20 special schools are working at Athens, 11 in the rest of Attica, 14 in the Piræus and Salamis, and 12 in the provinces.

The results obtained by the anti-trachoma treatment have been so favourable as to induce not only school-children but also adult patients to undergo treatment voluntarily.

The anti-trachoma campaign in the schools is being continued, and is extended systematically to all the

districts where the disease exists. In a short time, it will be easily possible to treat all the children suffering from the disease.

D. *Legislative Measures for Protecting the Health of the School Teaching Staff.*

Law No. 1959, of September 1939, contains a number of provisions for the protection of the teaching and house staff of schools; these measures naturally aim also, indirectly, at protecting the health of the school-children.

The law provides, *inter alia*, that the teaching and house staff must periodically undergo a medical examination by the school medical services, after which a report is drawn up for each person examined. It will thus be possible in future to detect and remove from school establishments such members of the staff as are suffering from infectious diseases, notably tuberculosis, and in this manner to obviate the risk of infection for the young pupils. Members of the active staff suffering from tuberculosis are entitled to convalescence leave for two years with pay.

Other articles in the same law provide for the acceptance as teachers of none but candidates enjoying excellent health. The medical examination is conducted by medical boards of three members.

Such are, in their main lines, the measures taken during 1939 by the Ministry of Religion and Education in respect of the sanitary and hygienic state of the school population.

III. REPORT BY THE PATRIOTIC INSTITUTE FOR SOCIAL WELFARE AND RELIEF CONCERNING THE WORK OF THE MATERNAL AND CHILD WELFARE SERVICES IN 1938

The Patriotic Institute for Social Welfare and Relief was engaged during the year 1938—amongst other activities—in maternal and child welfare work under the Law of January 23rd, 1936. This work is done by the following sections: (1) Maternity Section, (2) Section for the Protection of New-born Infants, (3) Section for the Protection of Young Children, (4) Section for the Protection of School-children, (5) Section for Holiday Colonies and Convalescent Institutions for Children, (6) Section for Children's Medical Centres, (7) Trachoma Section for School-children, (8) Section for Adoptions and Boarding-out in Families.

### 1. *Maternity Section.*

The work of this section is carried out by the consultation centres, where expectant mothers may attend, once a week, for examination by a gynæcologist. Midwives visit these women at their homes. The institute provides for the free supply of layettes and food to necessitous women. When necessary, it arranges for them to have any special treatment required by their condition.

Confinements take place either in the public or communal maternity hospitals or, more rarely, at home. In cases in which it is thought to be necessary, the section provides free supplies of BCG anti-tuberculosis vaccine.

The Maternity Section works at the following centres :

*Athens* : (1) Milioni Street, No. 4; (2) Coumoundouros Street, No. 9; (3) Saint Panteleïmon Square; (4) Smyrna Street, in the suburb of Kaissariani; (5) Callifrona Street, No. 48.

*Provinces* : One centre at Thessaloniki.

In 1938, the Athens centres assisted 944 mothers. Statistics are not yet available for Thessaloniki, where the centre was founded during the year.

### 2. *Section for the Protection of New-born Infants.*

The object of the centres belonging to this section is, in the first place, to encourage breast-feeding by mothers and to inculcate rational principles in regard to the feeding and care of new-born infants.

The mothers are required to attend the consultation centres once a week for the purpose of having their children examined, weighed, measured, etc.

A doctor, who is a children's specialist, gives them the necessary advice concerning the care and diet of infants. A visiting lay sister goes to their homes, gives all necessary advice, and reports her observations to the centre. When necessary, she arranges, in agreement with other sections of the institute, for the admission to hospitals or other establishments of any members of the infant's family. She makes proposals for free supplies of medicaments, and may, on her own authority, but after a strict enquiry into the family's means, order free supplies of milk or other food for infants, and also, in exceptional cases, articles of clothing.

The section works at the following consultation centres :

A. *Athens and neighbourhood.*

Centres for new-born children :

- |                  |                 |
|------------------|-----------------|
| (1) Ambelokipi.  | (8) Moschato.   |
| (2) Gazochori.   | (9) Kallithea.  |
| (3) Nea Ionia.   | (10) Harocopou. |
| (4) Dourgouti.   | (11) Psirri.    |
| (5) Kaissariani. | (12) Sepolia.   |
| (6) Patissia.    | (13) Byron.     |
| (7) Kolokythou.  |                 |

B. *Provinces.*

There are twenty-two centres, in the following towns :  
Agrinion, Ægina, Candia, Thessaloniki, Hierapetra,  
Jannina, Cavalla, Keratea, Cozani, Corfu, Corinth,  
Lamia, Missolonghi, the Piræus, Preveza, Serres, Sparta,  
Syra, Chalkis, Canea, Patras, Chios.

The following statistics show the numbers dealt with in 1938 by the above-mentioned centres for new-born infants.

|                   | Number of children on January 1st, 1938 | New registrations | Deaths     | Departures   | Death rate % | Number of children on December 31st, 1938 |
|-------------------|---|-------------------|------------|--------------|--------------|---|
| Athens.....       | 1,661                                   | 982               | 64         | 1,011        | 3.90         | 1,568                                     |
| Agrinion.....     | 169                                     | 160               | 20         | 120          | 11           | 189                                       |
| Ægina.....        | 71                                      | 79                | 3          | 50           | 3.50         | 97  |
| Candia.....       | 181                                     | 86                | 3          | 96           | 1.70         | 168                                       |
| Thessaloniki..... | 931                                     | 904               | 26         | 564          | 2.50         | 1,245                                     |
| Hierapetras.....  | 44                                      | 40                | 2          | 32           | 4.25         | 50  |
| Jannina.....      | 48                                      | 27                | 3          | 18           | 5.75         | 54  |
| Cavalla.....      | 171                                     | 47                | 18         | 30           | 10           | 170                                       |
| Keratea.....      | 99                                      | 62                | 2          | 48           | 2            | 111                                       |
| Corfu.....        | 114                                     | 131               | 6          | 59           | 4            | 180                                       |
| Cozani.....       | 111                                     | 80                | 3          | 67           | 2.50         | 121                                       |
| Corinth.....      | 146                                     | 104               | 14         | 75           | 9            | 161                                       |
| Lamia.....        | 187                                     | 90                | 8          | 182          | 5.75         | 87  |
| Missolonghi.....  | 72                                      | 68                | 5          | 56           | 6.50         | 79  |
| Patras.....       | 125                                     | 140               | 10         | 54           | 6            | 201                                       |
| Piræus.....       | 570                                     | 367               | 24         | 372          | 4.25         | 541                                       |
| Preveza.....      | 82                                      | 47                | 10         | 33           | 2            | 86  |
| Serres.....       | 163                                     | 176               | 12         | 126          | 6.50         | 201                                       |
| Sparta.....       | 106                                     | 67                | 12         | 55           | 1.25         | 106                                       |
| Syra.....         | 80                                      | 76                | 6          | 37           | 6.25         | 113                                       |
| Chalkis.....      | 121                                     | 54                | 7          | 65           | 6.25         | 103                                       |
| Canea.....        | 116                                     | 35                | 2          | 47           | 2            | 102                                       |
| Chios.....        | 176                                     | 153               | 18         | 107          | 9.50         | 204                                       |
|                   | <u>5,544</u>                            | <u>3,975</u>      | <u>278</u> | <u>3,304</u> | <u>4.80</u>  | <u>5,937</u>                              |

### 3. Section for the Protection of Young Children.

The work of this section is devoted chiefly to the maintenance of kindergartens.

Admission to kindergartens is limited to children between the ages of 32 months and 6 years, whose mothers are working. The children may pass the whole day in the kindergarten, where they are given breakfast, a mid-day meal, and afternoon tea. The mothers pay from 5 to 10 drachmas (*i. e.*, 20 to 40 Swiss centimes) a week, according to their means, as recommended by the visiting sister. Very poor children are admitted free of charge. During the day, the children are provided with occupation in accordance with the Frœbel-Montessori system.

The little day-boarders are under the regular supervision of a doctor who is a children's specialist, and the services of an oculist and an otorhinolaryngologist are available. They are given Ramon anti-diphtheria vaccination. On prescription, they are provided with cod-liver oil and medicaments. The section has the following kindergartens :

| <i>Athens.</i>                      | Number of children |
|-------------------------------------|--------------------|
| Byron Suburb .....                  | 115                |
| Nea Ionia .....                     | 120                |
| Dourgouti .....                     | 80                 |
| Hierophante .....                   | 80                 |
| Moschato.....                       | 60                 |
|                                     | <hr/>              |
|                                     | 455                |
| <br><i>Provinces.</i>               |                    |
| The Piræus, Morgenthau Street ..... | 150                |
| Kato Nevrocopion.....               | 70                 |
| Patras .....                        | 80                 |
| Comotini .....                      | 100                |
| Verroia .....                       | 60                 |
| Syra .....                          | 40                 |
|                                     | <hr/>              |
|                                     | 500                |
|                                     | <hr/>              |
| Grand total...                      | 955                |

### 4. Section for the Protection of School-children (School Polyclinic).

At the moment, this section has two school clinics at its disposal, one in Athens and the other at the Piræus.

The school polyclinics comprise the following sections: (1) pathology, (2) surgery, (3) orthopædy, (4) otorhinolaryngology, (5) ophthalmology, (6) stomatology, (7) dermatology. They do not admit in-patients. Children whose condition requires treatment that cannot be given at home are sent to hospital. During the school year, the Section for the Protection of School-children selects the children whose condition requires that they should be sent to a holiday colony. These children must not be over 12 years of age.

In 1938, the medical polyclinics were attended by a total of 7,032 school-children, this number being made up as follows:

|   |       |
|---|-------|
| <i>(a) Athens Polyclinic (4, Milioni Street):</i> |       |
| Pathology section .....                           | 718   |
| Orthopædic surgery section .....                  | 781   |
| Ophthalmology section.....                        | 1,184 |
| Otorhinolaryngology section .....                 | 585   |
| Dental section .....                              | 875   |
| <i>(b) The Piræus school polyclinic:</i>          |       |
| Pathology section .....                           | 965   |
| Dermatology section .....                         | 117   |
| Ophthalmology section.....                        | 1,400 |
| Otorhinolaryngology section .....                 | 407   |

### *5. Section for Holiday Colonies and Convalescent Institutions.*

The work of this section is devoted, in summer, to sending children between 7 and 12 years of age to holiday colonies, and, in winter, to providing care, as far as possible, for weakly and convalescent children.

The former are sent to holiday colonies at the seaside or in the mountains, and the latter to preventoria. The holiday colonies for the children of Athens, the Piræus, Attica and Chalkis are situated at Voula (seaside) and on Mount Pentelicus. For the children of the other provinces, there are seventeen establishments, at the following places: Patras, Rethymno, Candia, Thessaloniki, Comotini, Cavalla, Larissa, Missolonghi, Mytilene, Serres, Canea, Servia, Conitsa, Volo, Kalamata, Edessa and Parga.

Before their registration, children undergo a preliminary medico-social inspection, and they are given a strict medical examination at the time of their departure.

Parties are organised according to age and sex. There are, in principle, two series of holidays, one for children between 7 and 9 years of age, and the other for those between 10 and 12. In each series, the holiday lasts twenty-five days, during which time the children are under the supervision of specialists in pathology, stomatology, ophthalmology and otorhinolaryngology.

In 1938, the number of children attending holiday colonies was as follows :

|                      |       |                     |     |
|----------------------|-------|---------------------|-----|
| (1) Voula .....      | 5,000 | (11) Mytilene ..... | 600 |
| (2) Penteli .....    | 1,600 | (12) Serres .....   | 300 |
| (3) Patras .....     | 1,600 | (13) Canea .....    | 500 |
| (4) Rethymno ....    | 240   | (14) Servia .....   | 200 |
| (5) Thessaloniki...  | 1,250 | (15) Conitsa .....  | 200 |
| (6) Comotini .....   | 400   | (16) Volo .....     | 400 |
| (7) Candia .....     | 400   | (17) Kalamata.....  | 200 |
| (8) Cavalla .....    | 400   | (18) Edessa .....   | 400 |
| (9) Larissa .....    | 200   | (19) Parga .....    | 400 |
| (10) Missolonghi ... | 400   |                     |     |

—that is, a total of 14,690 children.

*Preventorium.*—There was only one preventorium open in 1938, that at Voula, where there were 200 beds, and where 250 children stayed.

### 6. Section for Children's Medical Centres.

This section works at the following centres :

(1) Four pathology centres in Athens and ten in the provinces, which provide treatment, in principle, for children of all ages, and may, after enquiry into the means of the families concerned, supply cod-liver oil and medicaments free of charge. In actual fact, the centres in question treat mostly children over 12 years of age who are suffering from acute or chronic diseases.

This work is provisional in character, since the institute intends, when the school polyclinics have reached the desired stage of development, to send all school-children there compulsorily, and to reserve the children's centres for children under school age. The institute's plans include also the opening of a hospital for infectious diseases.

(2) Five people's trachoma centres, three of which are in Athens and two at Corfu. All patients are treated there, irrespective of age.



(3) Three dermatology centres, two at Athens and one at the Piræus. These centres are reserved for children suffering from skin diseases or venereal diseases (more particularly hereditary syphilis), who are sent there by other sections of the institute, or by other medical institutions, or are brought there direct by their relatives.

These centres do not confine themselves to arranging for the treatment by specialists of the patients who are brought to them. It is their duty to provide for the strict medico-social supervision of their relatives and arrange for the compulsory treatment of any members of their families who need it. Treatment is provided free or for an extremely low charge, according to the resources of those concerned.

(4) Three stomatology centres. Their object is to provide systematic supervision over the dental and stomatological condition of children of school age, and on as wide a scale as possible, to give advice on the hygiene of the mouth.

The centres in question examine all school-children without exception, advise well-to-do parents of the care needed by their children, and themselves provide treatment for poor children. The stomatology centres at present include nine dental clinics, five of which are at Athens, two at the Piræus and two at Thessaloniki.

The work of the establishments of the Section for Children's Medical Centres may be summarised as follows :

(1) Pathology centres :

(a) In Athens, four centres, which dealt with 10,406 cases in 1938;

(b) In the provinces, ten centres (Ægina, Jannina, Serres, Patras, Syra, Canea, Calyvia, Missolonghi, Coropi, Chios), which dealt with 9,731 cases in 1938.

(2) People's trachoma centres :

Three in Athens, where 28,603 children were treated in 1938. Two at Corfu, which were reorganised during the year.

(3) Dermatology centres :

Two in Athens and one at the Piræus, where 938 children were treated in 1938.

(4) Stomatology centres :

Three in Athens where the number of attendances in 1938 was 8,076; one at the Piræus, and one at Thessaloniki, the two last-mentioned having been founded during the year.

7. *Trachoma Section.*

This section was founded in 1938, on the initiative of the School Hygiene Department of the Ministry of Religion and Education. The Ministry has instructed school doctors and ophthalmologists to take a check of school-children suffering from trachoma in each district.

In proportion to the number of school-children suffering from trachoma, special schools are set up in the various districts for such children only. In each of these schools, there is a trachoma dispensary, where a doctor and nurse are available for the daily treatment of patients.

These trachoma dispensaries are distributed as follows : Athens, 16; Messoghion villages, 11; the Piræus, 10; Salamis, 5; with ten dispensaries in the different provinces—viz. : at Preveza, Corfu, Rigaladas, St. Theodore, Nea Halikarnassos, Candia, Canea, Cavalla, Serres and Kalamata.

The Patriotic Institute intends still further to improve this service by the application of methods that are employed in other countries also. Visiting nurses would go to the homes of school-children suffering from trachoma, for the purpose of discovering other persons affected by the same disease, and the latter would be treated at home by special teams.

The following school trachoma dispensaries were at work in 1938 :

(a) *In Athens :*

- |                      |                       |
|----------------------|-----------------------|
| (1) Nea Kydonia.     | (9) Peristeri.        |
| (2) Byron.           | (10) Kato Petralona.  |
| (3) St. John Rendi.  | (11) Callithea.       |
| (4) Nea Sphaghia.    | (12) Harokopou.       |
| (5) Neos Kosmos.     | (13) Epano Petralona. |
| (6) Haghia Markella. | (14) Colonou.         |
| (7) Coumoundourou.   | (15) Halandri.        |
| (8) Ambelokipi.      | (16) Haïdari.         |

(b) *Outer suburbs :*

- |                      |                  |
|----------------------|------------------|
| (1) Calyvia-Couvara. | (7) Eleusis.     |
| (2) Coropou.         | (8) Lavrion.     |
| (3) Markopoulou.     | (9) Menidi.      |
| (4) Keratea.         | (10) Tzitzifies. |
| (5) Spaton.          | (11) Nea Ionia.  |
| (6) Megara.          |                  |

(c) *The Piræus :*

In ten elementary schools.

(d) *Salamis :*

- (1) Dispensary in the Salamis elementary school, No. 3.
- (2) " " Paloukia " "
- (3) " " Paloukia elementary school for refugees.
- (4) " at Ambelokipi.
- (5) " at Moulkiou.

In 1938, 6,998 children received treatment at the above-named school dispensaries in Athens and the Piræus and in the surrounding districts.

### 8. *Section for Adoptions and Boarding-out in Families.*

This section is concerned with the boarding-out in families—after a very strict investigation concerning such families—of deserted children, and it also directs its efforts towards arranging for the adoption of children. It sends children to hospitals, homes, orphanages, etc.

In 1938, this section placed children in 129 families and arranged for eight adoptions.

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## HUNGARY

### REPORT OF PROGRESS IN CHILD WELFARE DURING THE YEAR 1938

In consequence of the restoration of Upper Hungary and Sub-Carpathia, as integral parts of the territory of the Holy Crown of Hungary, three children's homes, formerly the property of the Royal Hungarian State, returned to Hungarian ownership. They are situated at Kassa, Munkács and Rimaszombat. The Royal Hungarian house of correction for erring boys at Kassa is now also again under Hungarian authority.

The State children's homes, the number of which has increased to twelve, were responsible at the end of 1938 for a total of 41,297 children. The Székesfehérvár vocational school and the leather industry school at Vác, which are administered by the Ministry of Public Worship and Education, provided vocational training for 290 children from the homes.

Decree No. 210,200/1938, B.M., concerning guardianship boards, marks a noteworthy advance in the matter of child welfare. Whilst recognising the right of children born out of wedlock to receive maintenance from the natural father, this decree makes it obligatory in certain cases for maintenance to be paid by the State homes.

Among legislative enactments concerning child welfare, mention may also be made of Law XXXVI of 1938 on education allowances for the children of workers employed in industry, commerce, mining and metallurgy. The following are also measures concerned with child welfare: Decree No. 50,000/1938, Ip. M., issued in connection with the entry into force of the above-mentioned law and of the provisions connected therewith (amended by Decree No. 23,400/1938, Ip. M., which came into force on June 2nd, 1939) and Decree No. 73,100/1938, Ip. M., concerning the assessment of the amount of the education allowance payable under Law XXXVI of 1938.

In 1938, 511 children were given a fortnight's summer

holiday by the hospitality branch of the Private Employees' Insurance Fund.

The Central Social Insurance Fund provided 6,743 children with a fortnight's stay in holiday resorts. For insured children who could not have a fortnight's convalescence in the country, the Central Social Insurance Fund provided days in the country, organised through the district funds and local branches and under the supervision of its officials. By this arrangement, 20,000 children benefited.

Five hundred children spent the summer at the State holiday camp known as the Horthy Miklós Children's State Camp, at Zamárd. The total number of children sent to the country by the Central Child Welfare League, with State assistance, was 5,730.

The Central Social Insurance Fund organised courses in health protection and industrial hygiene at Budapest and at all its branch headquarters, and also in apprenticeship schools under the Ministry of Public Worship and Education; with this work it combined vocational guidance; 24,500 insured minors received this training. The Museum of Hygiene of the Social Insurance Fund arranged 168 visits for school parties. For factory day-nurseries for infants and young children and assistance to the mothers of infants admitted to them, the Central Social Insurance Fund paid out a total of 27,679.07 pengö in 1938.

The Central Social Insurance Fund made the National Stéphanie Federation a grant of 200,000 pengö for child welfare work. This grant enabled the Federation to assist women insured with it from the fourth month of pregnancy, and to bring its period of supervision of children up to the age of 3. It provides insured women with advice, superintends, watches over the care of young children through its social workers, and gives social assistance where necessary.

The Central Social Insurance Fund has established bath establishments at Budapest and Ujpest for children of both sexes between the ages of 6 and 12. During the year 1938, in the course of eighty-one days, free baths were provided for 13,198.

In 1929, the Social Insurance Fund established a vocational examination centre at which, in 1938, 5,928 young workers of both sexes underwent a medical examination

and received vocational guidance. The centre also includes a health consultation service and an assistance service. The essential functions of the latter service include home visiting with the object, not merely of improving the hygienic and social conditions of insured adults by instruction, but also of safeguarding their children's health.

As regards tuberculosis control, in the districts where dispensaries under State supervision exist, these agencies carried out, in 1938, 116,946 tuberculin tests and performed X-ray examinations on 106,288 children attending infant and elementary schools, with a view to discovering cases of tuberculosis. In order to conduct a more effective campaign against the disease in children found to be ailing and in danger of contracting tuberculosis, the institution known as the Green Cross provided meals for 342 children at special day-homes; 147 tuberculous children, who were a special danger to other members of their families, were placed in educational sanatoria.

The work performed by the health services of the Green Cross in 1938 in protecting the health of the children of 498 communes with a total population of 1,605,000 may be illustrated by the following figures: the health services extended their protection to 16,091 infants, 83,850 young children and 23,668 children of school age. Attendances during consulting hours included 16,695 infants born in 1938 and brought by their mothers for a first medical inspection; and comprised, in all, 27,375 infants born during the year, or in the last month of 1937. At the annual medical inspection of children of school age, 61,031 children were examined. The health services used every means at their command to bring about an improvement in the defective conditions brought to light at these examinations. Travelling dentists attended more than 20,000 elementary-school children. Social workers paid visits to the homes of 170,011 infants, 184,534 young children and 33,752 school-children.

During the year, the State distributed 40 railway truck-loads of sugar to children under 3 who were in absolute need of it and to indigent expectant mothers. In sixty-one communes in the eleven poorest departments, over a period of 75 to 100 days, the Green Cross distributed free breakfasts and midday meals to poor children between the ages of 3 and 11.

The following figures illustrate the child welfare work of the National Stéphanie Federation in 1938 :

|  |           |
|--|-----------|
| Number of infants assisted .....                                       | 104,514   |
| Number of young children assisted .....                                | 88,665    |
| Number of expectant mothers assisted .....                             | 49,577    |
| Number of medical consultations .....                                  | 1,025,799 |
| Number of social workers' visits.....                                  | 1,824,238 |
| Percentage infant mortality for the country as a whole.....            | 13.3      |
| Percentage infant mortality in areas without dispensaries .....        | 14.9      |
| Percentage infant mortality in areas with dispensaries .....           | 12.2      |
| Percentage infant mortality among those assisted by dispensaries ..... | 8.5       |
| Number of affiliated federations .....                                 | 322       |
| Number of dispensaries .....   | 324       |
| Number of milk-kitchens .....  | 150       |
| Number of homes for mothers .....                                      | 14        |
| Number of day-nurseries and day homes for small children .....         | 54        |
| Number of maternity homes .....  | 25        |
| Number of children's hospitals .....                                   | 4         |
| Number of doctors employed .....                                       | 606       |
| Number of social workers employed .....                                | 745       |

Working in the schools, the Hungarian Junior Red Cross contributed in 1938 to the protection of some 135,000 children of both sexes, forming about 2,500 youth groups. The City of Budapest Popular Education Committee also did valuable work in the field of child welfare, as set forth below :

(1) *Organisation of games, etc. on playgrounds in summer* in fifteen hutment camps in the capital. Forty-six supervisors, responsible for 2,327 groups of children, organised, between June 3rd and September 4th, 1938 (fifty-two days), games for 71,650 children (1,318 children a day).

(2) *Organisation of indoor amusements* for the children who had attended at the playgrounds. Story-telling afternoons were arranged and attended by a total of 6,860 children.

(3) *Organisation of story-telling afternoons in hospital*: Seventeen supervisors organised 328 afternoons of this kind for 5,459 sick children.

(4) *Organisation of cinema performances for the young*: Fourteen performances were given for children and sixteen for young people, the total attendance being 20,277.

The *National Children's Week*, organised in 1938, as for some years past, by the City of Budapest Education Committee, is also designed to popularise the social aspects

of child welfare and, at the same time, to amuse the children. During the week, lectures, broadcasts, films, plays, newspapers and posters are brought to bear in an endeavour, whilst giving the children pleasure, to awaken a sense of social responsibility.

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## INDIA

The following information regarding institutions for neglected and delinquent minors has been received.

(1) *Legislative and Administrative Measures.*

The only legislation undertaken in 1938 was in the *United Provinces*, where a Borstal Act was passed and a Children Bill was introduced in the Legislature. This Bill is still under consideration.

(2) *Practical Application of Legislation.*

*Bombay.*—Work under the Bombay Children Act, 1924, has considerably expanded during the past three years. The part of the Act dealing with young offenders is in force throughout the whole province, while provisions dealing with neglected, uncontrollable and victimised children are in force in Bombay City, Bombay Suburban District and the seven principal towns in the Province. There are remand houses in seven places. There are seventeen recognised Certified Schools, two of which are under Government control and two others are largely financed by the Government, while most of the remainder are also being assisted financially by the Government. There are ten Special Benches of Juvenile Courts, each consisting of a Stipendiary Magistrate and two honorary Lady Magistrates. The following steps have been taken to implement more effectively the legislation applicable to destitute and delinquent children :

(i) An Inspector and an Assistant Inspector have been appointed to assist the Chief Inspector of Certified Schools.

(ii) In order to educate public opinion in the matter of the treatment of destitute and delinquent children, meetings were held at different places and lectures on the subject delivered.

(iii) A Conference is held annually for the discussion of various aspects of work relating to the treatment of

destitute and delinquent children and is attended by Juvenile Court Magistrates, Probation Officers and representatives of district organisations and Certified Schools.

(iv) A scheme has been inaugurated to establish a Children's Home at Chembur (near Bombay), providing considerably larger accommodation than that available in the existing institutions, where destitute and delinquent children committed under the Bombay Children Act, 1924, will be trained in school and workshop and education will be principally given in the basic crafts and elementary agriculture.

*Central Provinces.*—During 1938 there was a decrease of sentences of imprisonment in respect of children and young persons by 5% as compared with the previous year. Part-time probation officers under the Provincial Probation of Offenders Act, 1936, were appointed in several districts.

*North-West Frontier Province.*—Youthful offenders under 15 years of age are, on conviction, sent to the Reformation School at Delhi provided accommodation is available there for them. Casual adolescent prisoners are segregated from ordinary adult criminals. They are confined in the Adolescent Centre situated in the Central Prison at Haripur where punishment for minor offences is avoided as far as possible and they are accorded the following special facilities :

(a) Arrangements have been made for imparting primary education and religious instruction; for teaching handicrafts and arts and for giving vocational training in agriculture and tailoring.

(b) Public Health lectures illustrated by magic-lantern slides are delivered periodically and classes for first aid and hygiene are also held.

(c) Books and newspapers are allowed, a library being provided; a radio has also been provided for giving instruction on current events.

(d) They indulge in physical exercise and drill, and in various forms of out-door recreation such as football, volley-ball, swimming, etc.

(e) They are taught scouting and have several patrols

of scouts with a band. Habitual adolescent prisoners are concentrated in the Central Prison at Dera Ismail Khan, where they are allowed many of the above-mentioned facilities.

*Orissa.*—Juvenile under trial prisoners are kept segregated from other prisoners and after conviction are usually sent for detention to the Hazaribagh Reformatory School or the Juvenile Jail at Monghyr in Bihar Province.

*Delhi.*—The Children's Aid Society, which was established in the previous year, is continuing to do useful work. The feasibility of extending certain provisions of the Bombay Children's Act, 1924, to Delhi is under consideration.

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## LATVIA

### REPORT FOR THE 1938/39 PERIOD

#### *Family Allowances to Agricultural Workers.*

During the 1938/39 period, 5,400 agricultural workers' families, with a total of 10,400 children, received this form of assistance, which involved considerable expenditure by the Government.

An amendment, dated May 4th, 1939,<sup>1</sup> to the law instituting the system of family allowances for agricultural workers,<sup>2</sup> provides that family allowances shall be paid to all the children of agricultural workers up to the age of 11 years. (The law in question specified 10 years as the age-limit and five as the maximum number of children to receive allowances.) Information procured for the month of May following the publication of the above-mentioned amendment shows that the number of children receiving allowances rose to 11,800, as against 10,400 during the previous month. It may be expected that the increase will prove to have been still greater during subsequent months. Furthermore, agricultural workers have been granted an allowance of 6 lats per month in respect of each relative for whose support they are responsible.

#### *Assistance to Large Families.*

During the year covered by the present report, 3,485 families with 18,363 children, 15,534 of whom were under 10 years of age, benefited by the free distribution of food (in all, 48,878 kg. of butter, 50,624 kg. of bacon, 50,439 kg. of sugar, 813,953 litres of milk). A large sum was granted to municipalities for the purchase of clothing, linen and footwear for indigent families.

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<sup>1</sup> Law of May 4th, 1939, amending the law instituting the system of family allowances for agricultural workers (*Valdības Vestnesis*, No. 103, May 8th, 1939).

<sup>2</sup> Law of April 29th, 1937, on family allowances to agricultural workers (*Valdības Vestnesis*, No. 96, April 30th, 1937).

*Country Holidays for the Children of Indigent Town-dwellers.*

During the summer of 1938, 4,278 children were sent for country holidays at Government expense, and 5,434 others through the instrumentality of the sickness insurance funds and other institutions, which defrayed the whole of the cost involved.

*Summer Colonies for the Children of Town-dwellers.*

The summer colonies are maintained by municipalities, sickness insurance funds and certain private organisations. Children with an infirmity are given the first preference for admission. Children either stay in the colonies free of charge (in the case of indigence) or at a very cheap rate. During the summer of 1938, 5,371 children were received in such colonies, which numbered forty-six.

*Distribution of Food to Indigent Children.*

Between December 10th, 1938, and April 30th, 1939, the children, up to the age of 14, of indigent town-dwellers, and also the mothers of such children, received hot meals each day (1 litre of soup with meat and 200 grammes of rye bread per person), whilst children under 3 years of age received half a litre of milk and 200 grammes of wheaten bread each day, and 250 grammes of sugar each week. In all, 9,600 persons benefited by this measure, and 1,331,559 rations were distributed.

*Infant Schools (Kindergartens).*

The Government made grants to twenty-five infant schools established and maintained by municipalities or private organisations.

*Public Health Centres.*

In Latvia, 102 public health centres were at work in the towns and in the countryside on April 1st, 1939. Some of these centres were established by the Latvian Red Cross Society and some by other organisations. The Government supported them by paying the medical staff and by making the grants necessary for the purchase of material.

*Placing in Families.*

On April 1st, 1939, 3,351 children requiring social assistance were boarded out, 1,605 of them at the expense of the Ministry of Social Welfare, and the remainder at the expense of municipalities and private organisations.

The families which received these children belonged to the following occupational categories :

|                        | %    |
|------------------------|------|
| Agriculturists .....   | 60.7 |
| Professional men ..... | 19.0 |
| Workmen .....          | 8.6  |
| Property-owners .....  | 11.7 |

*Distribution of Layettes.*

The wives of agricultural workers and also women agricultural workers are entitled to receive layettes free of charge. These are also distributed to other indigent women. In 1938/39, the number of layettes thus distributed was 7,975.

*Allowances for Women who have Families to support and who have accepted Agricultural Employment.*

These women receive a monthly allowance of 5 lats for each child below the age of 12.

*Allowances for Indigent Unemployed Women.*

Indigent unemployed women who have to support families including children under the age of 10 receive assistance during the winter in the form of a weekly allowance of : 4 lats for one child; 5 lats for two children; 6 lats for three or more children.

During the period under review, 650 families were thus assisted.

*Allowances for Pregnant Women (Indigent and Unemployed).*

These women receive a weekly allowance of 6 lats for four weeks before and eight weeks after confinement.

*Distribution of Food to the Children of the Unemployed at Christmas.*

In certain towns, every child under the age of 14 of an indigent unemployed person received for Christmas a parcel of food weighing 3.5 kg. and containing butter, bacon, flour, oatmeal and sugar. Parcels were distributed to 5,560 children.

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## NETHERLANDS

### I. LEGISLATIVE AND ADMINISTRATIVE MEASURES

No such measures were taken in the Netherlands during the year 1938.

### II. GENERAL INFORMATION

Child welfare in the Netherlands continued to develop according to the principles set forth in previous reports submitted to the Advisory Committee on Social Questions in 1938 and 1939 (see documents C.81.M.36.1938.IV, page 135, and C.91.M.50.1939.IV, page 170).

The organisations which devoted their activity to the work of *optional training* may be divided into two categories: (a) organisations which are managed by the young people themselves, and of which they are individual members; there were 226 on January 1st, 1939, as against 212 on January 1st, 1938; (b) the organisations of adults engaged in this work, of which there were 47 (40 on January 1st, 1938). A publication of the Central Statistical Bureau, entitled *Statistiek van de vrije jeugdvorming, 1939*,<sup>1</sup> contains a detailed list except for the athletic associations, of almost all the youth organisations, most of which are national or regional. They have a membership of about 760,000 at the present time (there were nearly 690,000 on January 1st, 1938). All these organisations are voluntary, and are only connected with one another and with the Government by the "Central Young People's Council", which is a purely advisory organ of the Government.

*Social assistance* for minors comprises primarily the necessary care of their physical wellbeing, which starts in the pre-natal stage. Infant mortality is steadily declining in the Netherlands (40 per thousand live births in 1935; 39 in 1936; 38 in 1937; and 37 in 1938). It has been

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<sup>1</sup> This publication may be consulted in the Library of the League of Nations Secretariat.



possible to obtain such satisfactory figures mainly on account of the excellent care which mothers and children generally receive, not only from doctors, but also from midwives, who are constantly increasing in number and whose training is becoming more advanced, and from numerous consultation bureaux and clinics. Nevertheless, the Chief Inspector of Public Health, in his report for 1937 (the report for 1938 has not yet appeared), expresses the opinion that a further reduction in infant mortality is possible, especially among infants between 1 month and 1 year old. A commission, such as that set up at The Hague—the “Municipal Commission for Assistance to Confined Women”—in which the institutions of the town co-operate with a number of associations, is a laudable example which deserves to be followed. The public, for its part, says the report, should take more interest in such important questions, and mothers and future mothers should follow the courses intended for them in much larger numbers.

An enquiry was made in 1937, in order to obtain particulars of the state of nutrition of school-children; 47,106 children were examined; only 6.9% of them were insufficiently nourished, 32.1% indifferently, 48.8% well and 12.2% very well.

As regards the protection of *illegitimate children*, the beneficent activity of the “Netherlands Federation of Institutions for Unmarried Mothers and their Children” (F.I.O.M.) should be stressed. Fifty-eight associations were affiliated to the Federation in 1938; it aims at embracing all private institutions dealing with children born out of wedlock and their mothers, and often acts as an intermediary between the associations and the authorities.

The F.I.O.M., in 1938, conducted a campaign against Press advertisements in which mothers offer their children to “adoptive” parents, or in which the latter express the desire to “adopt” a child. The publishers of some newspapers expressed their willingness to advise persons wishing to insert such advertisements to get into touch first with the federation or one of the associations belonging to it. In this way, it has been possible in several cases to induce the mother not to part with her child. It should be observed that adoption in the legal sense of the word is unknown in the Netherlands.

As a result of action by the F.I.O.M., a royal decree was issued definitely fixing the obligations of public assistance authorities in respect of the unmarried mother and her child.

The annual report of the federation for the first time contains a table of homes belonging to a number of its affiliated institutions. Illegitimate children and their mothers may stay for a certain time in these homes; in 1938, 769 mothers and 1,053 children stayed for 86,351 and 202,304 days respectively.

A further aspect of social assistance for minors is represented by *cultural work for unemployed youths*. In addition to the steps taken to find them work and the numerous courses given for them, special mention should be made of the camp movement. The following figures show the growing importance of this social activity, to which the State granted a subsidy of 528,000 florins (489,000 florins in 1937), whilst private organisations and persons contributed 189,000 florins (158,000 florins in 1937).

| Year       | Number of camps | Number of persons taking part (aged 14 to 25 years) | Number of days spent in camps |
|------------|-----------------|---|-------------------------------|
| 1936 ..... | 193             | 10,205  | 353,869                       |
| 1937 ..... | 256             | 14,140  | 455,570                       |
| 1938 ..... | 264             | 14,365  | 471,695                       |

As regards *judicial protection* for children, it may be noted, as in the previous year, that the associations dealing with delinquent children and children withdrawn from paternal power (at present, nearly 300) have continued their work with great devotion, in spite of circumstances which were at times difficult.

For recent years, the number of children placed under the guardianship of voluntary associations amounted in 1935 to 1,061; in 1936, to 1,143; in 1937, to 1,329; in 1938, to 1,529. The increasing number of these children illustrates the considerable efforts made by the 280 associations which dealt in 1937 with a total of 11,448 children, and which have accordingly assumed very heavy burdens. The Government subsidies were slightly increased as from January 1st, 1939.

The figures of juvenile delinquency for 1938 are lower than for the preceding year (9%); this is the first time that a drop has been recorded since 1932. The number of

minors placed at the disposal of the Government rose to 370 in 1938 (343 in 1937); 239 of them were entrusted for the first time to a private association (270 in 1937). In 1937, thirty-five institutions and associations (including three training-homes accommodating 757 children) dealt with these minors, and looked after a total of 1,706 children.

Mention should be made here of the publication of an interesting report (Report of the Overwater Commission), which was discussed by the Netherlands Child Welfare Union (Nederlandsche Bond tot Kinderbescherming) at the general meeting on June 12th, 1939. This report contains some suggestions for improving the conditions accompanying the placing of children. The Commission, which considers that placing in families is sometimes preferable to placing in institutions, recommends, not only a better organisation of the forces devoted to this work and greater cohesion among them, but also a deeper understanding, from the pedagogical and psychological point of view, of the method under which they carry out their duty. It thinks it advisable that the Union should appoint a permanent advisory commission consisting of experts recruited from voluntary organisations of various tendencies. This commission, which would be assisted by a professional expert from the general service, might collect and place at the disposal of the associations all particulars likely to interest them.<sup>1</sup>

### III. SALE OF "CHILDREN'S STAMPS"

The sale of stamps and postcards, which takes place at the end of each year, produced in 1938 the large gross profit of 225,000 florins (216,000 florins in 1937). The amounts collected are distributed to about 360 associations for the protection of children and young people, through the Central Committee of the Nederlandsche Bond tot Kinderbescherming. The selling of "children's stamps" brings all these associations together in a joint effort.

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<sup>1</sup> This commission was set up in 1939.

## NEW ZEALAND

### I. BRIEF STATEMENT DEALING WITH THE SOCIAL SECURITY ACT.

On September 14th, 1938, the Social Security Act was passed in New Zealand providing for the safeguarding of the people of New Zealand from disabilities arising from age, sickness, widowhood, orphanhood, unemployment or other exceptional conditions, and the provision for payment of monetary benefits in such cases has a considerable bearing on the welfare of children in the Dominion, the amount of the benefits being dependent on the number of dependents. The Act became operative from April 1st, 1939, and replaced previous legislative measures providing for the payment of civil pensions and allowances in the Dominion.

The benefits affecting the welfare of children for which the Act makes provision include :

1. *Family Benefits.*—The rate of this benefit is 4s. a week for each child under 16 years of age in excess of two, and the amount of the benefit is reducible by the amount of the family income in excess of £5 a week. This benefit replaces the family allowance previously payable at the rate of 2s. a week for each child under 15 years of age in excess of two and increases the income exemption from £4 to £5 a week.

2. *Orphans' Benefits.*—The rate of the orphans' benefit payable under the Act is fixed in each case by the Social Security Commission, the maximum rate of benefit being £39 per annum reduced by the amount of any income received by or for the benefit of the orphan. Prior to the passing of the Social Security Act, no special provision had been made for the payment of benefits in respect of orphans.

3. *Benefits in respect of Age.*—This benefit is intended to provide for persons over 60 years of age, but the benefit granted in respect of the applicant may be increased by an amount not exceeding £13 per annum in respect of

each dependent child of the applicant under 16 years of age. The age benefit replaces the old-age pension, which made no provision for additional payments in respect of the children of applicants, except that, where there were two or more dependent children under 15 years of age, an additional amount not exceeding £13 per annum in the aggregate could be authorised.

4. *Benefits in respect of Widowhood.*—This benefit makes the necessary financial provision for widows and is increased by £26 per annum in respect of each dependent child under 16 years of age, with a maximum benefit of £234 per annum. The widows' benefit replaces the widows' pension previously payable under the Pensions Act, 1926, and, in so far as payments in respect of children are concerned, the new measure is virtually a re-enactment of the previous legislation.

5. *Benefits to Invalids.*—This benefit is payable to invalids who are permanently incapacitated for work, and the rate of the benefit in the case of a married or widowed male applicant is increased by £26 per annum in respect of each dependent child under 16 years of age, the maximum benefit in any one case being £208 per annum. The invalids' benefit replaces the invalidity pension previously payable, and the rate of the additional benefit in respect of children is the same as was payable by way of invalidity pension.

6. *Miners' Benefits.*—A benefit of this nature is payable to a person who, while engaged as a miner in New Zealand, has contracted miners' phthisis or any other occupational disease or heart disease, and is thereby incapacitated to the extent required by the Act, and the rate of the benefit is increased by £26 per annum in respect of each dependent child under 16 years of age, with a maximum benefit of £234 per annum. The miners' benefit is in substitution of the miners' pension previously payable and, although the maximum grant is extended under the new legislation from £221 to £234 per annum, the grant in respect of each dependent child has not been varied.

7. *Benefits in respect of Temporary Incapacity due to Sickness or Accident.*—This class of benefit makes provision for assistance to persons who become temporarily

incapacitated due to sickness or accident, and the rate of the benefit is increased by 5s. a week in respect of each dependent child under 16 years of age, with a maximum benefit of £4 a week. The provision of a sickness benefit is a new departure in New Zealand, no similar provision having previously been made.

8. *Benefits in respect of Unemployment.*—The unemployment benefit makes provision for those who are unemployed, and the rate of the benefit is increased by 5s. a week in respect of each dependent child under 16 years of age, with a maximum benefit of £4 a week. The unemployment benefit takes the place of relief formerly granted to the unemployed under the Employment Promotion Act, 1936, and increases the amount payable in respect of each dependent child from 4s. to 5s. a week.

9. The Act also authorises payment of *Emergency Benefits*, at the discretion of the Social Security Commission, to persons who, by reason of age or of physical or mental disability or of domestic circumstances or for any other reason, are unable to earn a sufficient livelihood for themselves or their dependents and are not qualified to receive any other monetary benefit under the Act.

Provision is also made that, where any benefit is granted in respect of any child under 16 years of age, the Social Security Commission may, in its discretion, for the purpose of assisting in the further education of the child, continue the benefit for such period as it thinks fit, not exceeding two years, after the child has attained the age of 16 years, and the Commission, in computing any benefit, may regard any child who is in fact maintained by the applicant as if such child were a child of the applicant and dependent on him.

## II. HEALTH BENEFITS UNDER PART III OF THE SOCIAL SECURITY ACT, 1938.

Part III of the Social Security Act, 1938, makes provision for medical, hospital and related benefits, generally referred to as "health benefits". Health benefits are administered by the Minister of Health.

A special feature of the health benefits is that they are

available to all persons ordinarily resident in New Zealand, without regard to economic status, race or nationality.

There are four main classes of health benefits, namely :

- (a) Medical benefits;
- (b) Pharmaceutical benefits;
- (c) Hospital benefits; and
- (d) Maternity benefits.

In addition, provision is made for the introduction of various supplementary benefits which include, among others, specialist and consultant services, dental services, home nursing services and domestic assistance.

The Act authorises the Minister to fix the commencing date of any class of benefits as soon as arrangements can be completed for their effective administration.

Hospital benefits and maternity benefits have already been commenced, and special attention is now being given to medical and pharmaceutical benefits. The arrangements for the supplementary benefits are to be undertaken after the main classes of benefits are in operation.

The first of the health benefits to be introduced was free maintenance and treatment in State mental hospitals, as from April 1st, 1939.

#### *Maternity Benefits.*

On May 15th, maternity benefits were commenced. This class of benefits provides for payments from the Social Security Fund for the following classes of services :

- (1) Treatment in a maternity hospital maintained by a Hospital Board;
- (2) Treatment in St. Helens maternity hospitals conducted by the Department of Health;
- (3) Treatment in licensed private maternity hospitals;
- (4) The services of obstetric nurses in the home;
- (5) The services of doctors.

The administration of public hospitals throughout the Dominion is vested in district hospital boards constituted under the Hospitals and Charitable Institutions Act.

If a patient is confined in a hospital maintained by a Hospital Board or in any of the St. Helens hospitals at Auckland, Wellington, Christchurch and Invercargill, the

hospital services are entirely free of charge so far as the patient is concerned.

Contracts have been made with the licensees of nearly all of the private maternity hospitals in the Dominion to provide hospital services in relation to maternity benefits. The period of hospital care which is the subject of benefits comprises the day or days of labour and the fourteen days succeeding the date of birth of the child. Any hospital treatment received prior to, or subsequent to, that period is not the subject of maternity benefits but may be the subject of hospital benefits.

The amount of £11 is paid from the Social Security Fund to the licensee of the private hospital for hospital care during the confinement period, whilst for any hospital treatment afforded prior to, or subsequent to, the confinement period the hospital benefits payment of 6s. a day is made.

Lists of the private hospitals whose licensees have entered into contracts are displayed for public information at post offices and at district offices of the Health Department and of the Social Security Department. These lists also indicate whether the licensee of each particular hospital accepts the payment from the Fund in partial or in full satisfaction of the charges for hospital care during the confinement period.

Unless the licensee of a private maternity hospital has entered into a contract to afford hospital services in relation to maternity benefits, the payment of fees for hospital services is a matter of private arrangement, and the fees are not a charge on the Social Security Fund, either wholly or in part.

To meet the cases of women who, by reason of some actual or suspected abnormal condition, or who, because of the danger of conveying an infection to other maternity cases, cannot be confined in a maternity hospital, special regulations have been made. These regulations authorise the payment of benefits in respect of a confinement (in such circumstances) in a licensed medical and surgical hospital.

Contracts have also been entered into with some 250 obstetric nurses, whose names and addresses are published for general information and who have undertaken to provide nursing services in the patient's own home. The



full-time services of these nurses are available during the confinement period or, if the patient so wishes, the nurse may be engaged on a part-time visiting basis. The amount payable from the Fund for nursing services during the day or days of labour and the fourteen days succeeding the date of birth of the child is £11 2s. or £10 2s., depending upon whether or not the obstetric nurse acts in the capacity of the midwife—that is to say, without a doctor in attendance. A part-time visiting nurse is paid £5 10s. or £4 10s., depending upon the capacity in which she attends the patient. These payments from the Fund must be accepted by the obstetric nurse in full satisfaction of her claim for nursing services in relation to maternity benefits, and the patient is fully relieved of financial liability for such services.

Medical services that are the subject of maternity benefits fall into the two general classes—viz. :

(1) Medical services afforded in a Hospital Board hospital by a medical officer in the employ of the Board; and

(2) Medical services afforded by a doctor in the course of private practice, provided he is not one who has formally declined to provide medical services in relation to benefits.

When maternity benefits were first introduced, the general arrangement for the provision of medical services was a form of a contract between each individual doctor and the Minister of Health. However, relatively few of the available doctors entered into contracts, and negotiations were therefore re-opened with the representatives of the medical profession in an attempt to meet the situation.

The Social Security Amendment Act, 1939, gave statutory effect to a scheme for medical services in relation to maternity benefits, which has been evolved as a result of these further negotiations.

In brief, the scheme which came into operation on October 1st provides that every doctor undertaking maternity work in the course of his practice will be entitled to receive payment from the Social Security Fund in respect of his services according to a scale of fees fixed by agreement between the Minister of Health and the Council of the British Medical Association.

The fees from the Social Security Fund must be accepted by the doctor in full satisfaction of his claims, except that officially recognised obstetric specialists, whose names are published for general information, are permitted to charge the patient an additional fee.

Any practitioner who is unwilling to provide services in relation to maternity benefits may notify the Minister to that effect. A list of any such practitioners is published for general information. Very few of the doctors who undertake obstetric work have declined to work under the scheme.

Any fees charged by a doctor whose name appears on the list of practitioners who have notified their unwillingness to afford medical services in relation to maternity benefits are the personal liability of patients.

If a patient, for private reasons, does not wish to avail herself of benefits, and notifies her doctor to that effect, the doctor's fees are a matter of private arrangement.

Other features of the scheme are that it provides for medical services in relation to miscarriage, provided the patient has received approved ante-natal advice before the occurrence of the miscarriage.

The services of anæsthetists and consultants in relation to maternity are also provided for.

All medical services in relation to maternity or during pregnancy are not necessarily the subject of benefits. For instance, the operation known as Cæsarean Section, or the treatment of any disease or injury not due to pregnancy or miscarriage, even though it is concurrent therewith, is not the subject of benefits.

The services comprising the benefits may be obtained in the same manner as hitherto—the person desiring the services simply applied to the doctor, hospital or nurse of her choice. When the relative service has been afforded, the patient, or someone competent to act on her behalf, is required to sign a certificate to that effect. This certificate forms the basis of the claim on the Social Security Fund, and payment is made directly to the person who has given the service.

III. EXTRACTS FROM THE STATEMENT OF THE SUPER-  
INTENDENT OF THE CHILD WELFARE BRANCH FOR  
THE YEAR ENDED MARCH 31ST, 1939

*Functions of the Child Welfare Branch.*

The main functions of the Branch may be briefly stated as follows: (1) Preventive work—that is, the enquiry, in the early stages, into cases of difficulty with children or bad adjustment in the home; (2) supervision and general placement and care of all children committed to the care of the Department through the children's courts; (3) administration of State institutions for children and young people who cannot be placed in the community, including institutions for afflicted children; (4) visiting and oversight of all children placed by the courts under the legal supervision of child welfare officers; (5) enquiry and investigation of all cases coming before the children's courts; (6) enquiries into cases of illegitimate births, to ensure that proper provision is being made for each child and for the mother where she is a young single woman; (7) administration of the Infants Act, licensing of foster-homes, and supervision of infants placed therein; (8) enquiry into all applications for adoption of children; and (9) inspection and registration of private institutions and children's homes.

*Field Work.*

In addition to the general administrative staff, there are at present twenty-two male and twenty-nine female officers stationed throughout New Zealand in the main centres of population, according to the needs of each district. Besides the preventive and miscellaneous enquiry work incidental to their duties, the officers are charged with the direct supervision and placement of State wards and of children placed under their legal supervision by order of a children's court. These officers report directly to the children's courts and are given a fairly wide discretion by the Department in dealing with all administrative matters within their districts.

*Honorary Child Welfare Officers.*

In order to assist the permanent officials, honorary child welfare officers, male and female, have been appointed,

especially in outlying districts. It is recognised that supervision, to be of value, should be as constant as possible, and the Department appreciates the valuable services performed by these honorary officers. They have the right to report to the children's courts direct, and attend thereat in the interests of any child who may be required to appear before a court. There are at present about two hundred such officers acting throughout New Zealand, which may be taken as a sign of the active interest displayed by well-thinking men and women in their desire to assist the youth of the community. These officers, in co-operation with the local police officials, frequently deal with cases themselves, without any prior reference to the permanent officers of the Department, thereby not only securing greater efficiency in the individual cases, but also effecting a saving of public funds. In special cases where, for various reasons, it may not be desirable for the honorary officer to act, the permanent officials are always ready to take the necessary action, and usually, if there is any possibility of committal, or the case is a serious one, they attend the court.

### *Institutions.*

There is provision under the Child Welfare Act, 1925, for the Minister in charge to establish such institutions as may be found necessary from time to time for the proper treatment of children requiring institutional care. In the five main centres of population, small institutions, known as "receiving-homes", have been in existence for many years, and they provide for girls and young children. In addition to these institutions, there are in the four main centres boys' homes where boys of about 9 years of age and upwards are admitted temporarily for observation and training. A boy may have proved difficult in his foster home and have been brought into one of these homes for a period of disciplinary training. Children's courts have power, when making an order for supervision, to order that a boy should remain for a portion of the supervisory period—usually from three to six months—in an institution, and these boys are admitted to the boys' homes. Both the receiving and boys' homes are used for the tem-

porary accommodation of children changing board or service situations.

An innovation at the boys' home in one centre is the appointment of a housemaster, whose duties include supervision in the evenings and week-ends, when the boys are free from school. It is hoped to extend this system to other centres. Girls are sometimes placed for a period of training in receiving-homes before being placed in situations. At either class of home, children may be admitted on remand or on warrant issued under Section 13(2) of the Act, pending the hearing of a complaint or information in the court.

In Wellington, the Department has a hostel with accommodation for about sixteen girls. These are usually apprenticed to trades or employed in shops or offices. This institution has proved of great assistance to the Department in providing for certain types of girl.

For cases of older children requiring a period of institutional training, there are two institutions—one for boys at Weraroa, near Levin, and one for girls at Burwood, near Christchurch.

Backward children who cannot be educated at the special classes in the public schools are admitted to either of two residential institutions provided for the purpose. One of these, at Richmond, near Nelson, is for girls, and one, at Otekaike, near Oamaru, for boys. At both these institutions, there is a highly qualified staff of teachers. Some of the children qualify after a period of training to return home and are admitted to a public school, and some are returned to foster homes and again placed in the community. Others complete their school period at the institution and are then taken into the house or industrial section for further training before being placed in a situation. The children, when placed out, are supervised by the child welfare officers of the district in which they may reside.

### *Preventive Work.*

The preventive aspect of the work of the Branch is regarded as of the greatest importance; it is its aim, by constructive social service activities, to prevent, as far as may be possible, a continuation of conditions under which

a child is disposed to develop anti-social tendencies which may lead later to his appearance in a children's court charged with some offence; also, by the same methods, to improve conditions generally for the handicapped child. Cases are reported to the Department by parents or relatives, school-teachers, school medical officers, the police, welfare agencies, or interested private persons; 848 cases were notified by child welfare officers during the year ended March 31st, 1939. The child welfare officer visits the home to ascertain conditions, and as a first essential must gain the confidence of the parents. Without their co-operation, little can be done. It is gratifying to state that this is forthcoming in the great majority of cases. When the parents are genuinely interested in their children, any little first resentment is soon broken down.

It cannot be too strongly urged that the well-being of children and the safeguarding of their interests are never entirely the duty of any one section of the community. The best results can be obtained only by the fullest co-operation of all, including parents, teachers, clergymen, police and court officials, social service organisations, and all private citizens having the interests of young people at heart.

It would be very difficult to state with any degree of certainty the causes of juvenile crime or delinquency in individual cases. There is no question, however, but that broken homes and lack of parental control are a frequent predisposing factor in juvenile delinquency. Often the attitude of the parents towards their children is caused through lack of appreciation of the possible harm that may result therefrom. This has proved to be so on numerous occasions when officers have, with beneficial results, suggested a different line of approach. Generally speaking, parents are found to be willing to co-operate. We are at present considering what further action might be taken to secure the fullest co-operation from parents.

Reference to reports from other countries shows that the position with regard to juvenile delinquency is very much the same in all countries. A glance round the world to-day leads to doubts as to whether social institutions, including educational systems, have evolved on proper lines, and there seems to be evidence of a lack of the kind of training that would make the child better fitted later for parenthood and its attendant responsibilities.

The cinema has been blamed for being one of the causes of juvenile delinquency, but no substantial evidence is forthcoming to support such a statement so far as New Zealand is concerned. Rather, indeed, the cinema may be regarded as an aid to the general training of the child, but the parent should exercise common-sense in the child's attendances. Indecent publications have a deteriorative effect on children, and parents should exercise a wise supervision of their children's reading.

At the end of the year, there was a total of 1,691 such children in their own homes under supervision of the child welfare officers.

### *Cases appearing before the Children's Courts.*

There is a slight decrease in the total number of children who appeared in the courts during 1938-39, as compared with the previous year (2,801 as against 2,982).

It will be noted that there is an increase in the number of charges of theft for last year, but a decrease in the number of charges of delinquency. These two charges, however, should be considered together, as in many instances a boy who commits theft may have been getting into mischief and generally shown anti-social conduct, so that he is charged as a delinquent instead of with theft.

The number of children dealt with by the children's courts during the year was 2,801, and of these 744 were placed under the supervision of the child welfare officers, while ten had their supervision period extended. Of the children placed under supervision, forty were subsequently committed to the care of the Superintendent.

The number committed to the care of the Superintendent and admitted to institutions such as receiving-homes, special schools, training-farms, etc., was 501, but all these, with the exception of 186 (119 boys and 67 girls), who required further training, were suitably placed out in the community before the close of the year. The remainder (1,556) appearing before the courts were dealt with in a manner not calling for supervision by a child welfare officer.

At March 31st, 1939, there was a total number of 973 children under the supervision of child welfare officers by order of the courts. Of the number (744) placed under

supervision this year, seventy-nine had previously been dealt with by the courts and placed under supervision. The courts ordered fifteen children to spend a period in an institution.

*Boarding-out or Placement of Children in Private Homes.*

The number of children boarded out at the end of the year was 2,059. The quality of the homes is, on the whole, quite good, and the Department is at present taking steps to check up on the standards adopted in each of the various districts with a view to remedying any defects or improving conditions wherever possible. Any complaint regarding a home is investigated immediately. Honorary child welfare officers and local persons interested in child welfare frequently assist, especially in ensuring that the child takes part in the ordinary social life of the community.

*Placement of Children in Situations and Allocation of their Earnings.*

Generally speaking, State wards, if normal children, are placed in employment on the same conditions as other young people, so far as wages, etc., are concerned. The Minister has special powers to facilitate the employment of those young people who are mentally, physically or socially unable to compete on equal terms with their fellow-workers of the same age. The placing of certain handicapped children in the right environment is regarded as being of the greatest importance. All licence agreements or contracts, which are drawn up for periods ranging from three to twelve months, are subject to constant review in the head office as well as in the district offices.

When a child first goes to service, he is allowed a portion of his wages for pocket-money; the balance is banked by the Department, and is drawn out as required for clothing, dentistry, etc. Later, he is given an increased portion, with the object of training him to appreciate the value of money, to spend it wisely and to purchase clothing under supervision. As a prelude to final discharge, he is placed for a period of six months or longer on the status of service agreement. This means that he receives all his wages and can choose his own situation, except that his supervising



officer must approve of his place of employment. (The same system applies also to girls.)

The money banked by the Department (Section 37 of the Child Welfare Act, 1925) may be paid over at any time, and the Department, as trustee, endeavours to guide these young people in investing or utilising their money to the best advantage. This is essential in those cases where the young people concerned may be mentally retarded and require in their own interests friendly supervision for a longer period than is necessary for the ordinary normal youth.

Applications for assistance with board, clothing, medical attention, dentistry, etc., are promptly attended to. The balance of money banked is generally paid over to the young person concerned after he or she attains the age of 21 years.

#### *Post-primary and Higher Education.*

Boys and girls under the guardianship of the State have the same opportunity as other children of receiving primary or higher education. As a general rule, children remain in their foster homes and attend the nearest schools. Pupils who show special aptitude are helped by the Department to the university. The number of children receiving post-primary or higher education at the end of the year was 208.

#### *Blind Children.*

The education of blind children is compulsory and, where necessary, the Department arranges for the admission of pupils to the New Zealand Institute for the Blind, a private institution situated at Auckland.

There were twenty-one Government pupils in residence at March 31st, 1939, but many parents arrange privately with the Institute for the admission of their children.

#### *Illegitimate Children.*

Provision is made in Section 41 of the Child Welfare Amendment Act, 1927, for registrars of births to notify nominated child welfare officers of all illegitimate births.

It is the duty of these officers to make confidential enquiry into each case, with a view to ensuring that the infant is adequately provided for, and to assist the mother, where necessary, in the way of advice as to affiliation proceedings, securing employment when fit, advice as to the infant's placement, or other relevant matter. The Superintendent of Child Welfare may, on the written application of the mother, help her to establish paternity and secure a maintenance order.

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## NORWAY

### I. LEGISLATIVE MEASURES

Article 4 of the Law of June 24th, 1938,<sup>1</sup> on unemployment insurance, provides that every insured unemployed person in receipt of a daily grant, who has children under 15 years of age to support, shall receive a special allowance for each child, in addition to the daily grant.

In 1938, the State voted, for the first time, an appropriation for services for the supervision of mothers and children. A grant of not more than 500 crowns may be made to communes, private associations and other institutions in need thereof.

### II. ADMINISTRATIVE MEASURES

By a circular letter, dated November 30th, 1938, the Ministry of Social Affairs reminded the competent authorities of the provisions concerning supervision over children in receipt of assistance, embodied in the Laws of April 29th, 1905,<sup>2</sup> and April 10th, 1915.<sup>3</sup>

In a circular letter, dated February 28th, 1938,<sup>4</sup> the Ministry of Social Affairs prescribed certain provisions supplementing the Royal Decree of May 2nd, 1930,<sup>5</sup> concerning the preservation, transport and sale of products deleterious to health. Article 18 of these provisions prohibits the sale of certain poisonous or easily inflammable preparations to children under 15 years of age.

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<sup>1</sup> Law No. 8, of June 24th, 1938, on unemployment insurance (*Norsk Lovtidende*, No. 28, June 30th, 1938).

<sup>2</sup> Law No. 2, of April 29th, 1905, concerning supervision over children in receipt of assistance (*Norsk Lovtidende*, No. 21, May 1st, 1905).

<sup>3</sup> Law No. 2, of April 10th, 1915, concerning assistance to children (*Norsk Lovtidende*, No. 15, April 4th, 1915).

<sup>4</sup> Circular, dated February 28th, 1938, by the Ministry of Social Affairs (*Norsk Lovtidende*, No. 9, March 10th, 1938).

<sup>5</sup> Royal Decree, of May 2nd, 1930, concerning the preservation, transport and sale of products deleterious to health (*Norsk Lovtidende*, No. 17, May 6th, 1930).

### III. PRACTICAL APPLICATION OF THE LAW BY THE STATE, LOCAL AUTHORITIES AND PRIVATE ORGANISATIONS

The municipality of Oslo, which has for several years past provided free dental treatment for children in receipt of assistance who are boarded out in families, decided in 1938, with a view to increasing the efficiency of this system, that there should be prepared for each child a personal dental record card, to be kept by the foster-parents and to be submitted once a year to the dentist of the public assistance authorities. This system was already in force in respect of children placed in children's homes.

By an Order dated February 20th, 1938, the Oslo Municipal Council set up a medical service for the purpose of examining and advising pregnant women and mothers with infants or children under 7 years of age. This service, which started its work in 1939, is being carried on temporarily as an experiment and is available only to persons living in a certain part of the city.

In 1938, the City of Oslo engaged a specialist in pulmonary diseases who will make a control examination of all school-teachers in the commune. It was also decided that every person authorised to work as a nursemaid must be medically examined by the City of Oslo Health Committee.

The Oslo Education Department instituted, in 1938, a course of special instruction for children suffering from speech defects.

The municipality of Bergen decided to make one of the holiday colonies belonging to the town available to young children for one month each year before the arrival of children of school age. It should further be pointed out that, in 1938, the District Nurses' Central Committee bought a house outside the town for children's country holidays. Finally, a private infant-school and two private homes for children were opened at Bergen.

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## POLAND

Polish legislation on adoption has not always been in harmony with the requirements of everyday life. Difficulties arose whenever there was any question of the adoption of deserted children or children of unknown parentage who could not comply with all the necessary formalities. Moreover, persons wishing to adopt a deserted child or a child of unknown parentage were often discouraged by the difficulties that they encountered, and also by the consideration that, under the old legislation, the parents might always try to recover the child. In the hope of overcoming these drawbacks, steps to introduce new legislation were taken simultaneously by social welfare institutions and by a large group of *de facto* adoptive parents who had taken a child under the family placing system, had become attached to it, and desired to perpetuate by adoption the tie connecting them.

The outcome of these steps was the Law of July 13th, 1939, facilitating the Adoption of Minors (*Dziennik Ustaw*, No. 63, July 19th, 1939).

This law, then, is an exceptional measure, which does not preclude adoption in the manner and with the consequences laid down in the old laws. The full text of the Law of July 13th, 1939, has been published in the *Legislative and Administrative Series* of the Child Welfare Information Centre.<sup>1</sup> The present report will therefore be confined to comments on the chief clauses of the law.

### *Who may adopt a child under the new law?*

Consorts not under 35 years of age, if they have been married for at least five years (Article 2, paragraph 1).

This provision expresses the legislator's belief, based on Polish traditions, that the family is the environment best suited to the child's requirements for moral and physical development. It must, however, afford certain guarantees

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<sup>1</sup> See text of the Law of July 13th, 1939, facilitating the adoption of minors in Poland, in document C.Q.S./P.E./C.I.177, *Legislative and Administrative Series*, No. 161 (English and French texts).

of permanence—*e.g.*, the consorts must have been happily married for a minimum period which has been fixed at five years.

In order, however, not to preclude the possibility of adoption by a single person or by a married couple not complying with the above requirements but affording, nevertheless, sufficient guarantees for the discharge of their duties as adopters, the legislator has added a clause providing for exceptions. Under this clause, the competent court may authorise the adoption of a minor by a single person of at least 35 years of age or by consorts who do not comply with all the requirements laid down in the law, if there are exceptionally important reasons for the adoption, and, in particular, if the consorts in question cannot have children of their own. In any case, the adopter must be at least fifteen years older than the person adopted, and must have no legitimate issue.

#### *Who may be adopted?*

In principle, any minor not more than 7 years of age. The legislator's intention is to encourage the adoption of young children, because in the first years of its life a child becomes more easily attached to adoptive parents and adjusts itself better to new surroundings. Adults also become more closely attached to a child whom they have brought up from its earliest years. This is extremely important in the case of orphans, children of unknown parentage and deserted children. The age of 7 has been chosen as that at which school attendance becomes compulsory and the child is introduced into society. In the child's own interests, it is desirable that his civil status should then be finally settled.

Exceptions are provided to the general rule concerning the adopted person's age. A minor may be adopted up to the end of his twelfth year, if the adopter has paid for his maintenance and upbringing for three years before the attainment of that age.

Further, persons who have maintained and brought up a child for at least three years before the coming into force of the present law are allowed to adopt the child at any age. This concession is a reward for the sacrifices made and the trouble taken by such persons on the child's behalf.

*Who is authorised to conclude a contract of adoption?*

The provisions of the law on this matter contain one point of special interest: if the adopted person is more than 14 years of age, the consent given on his behalf by his legal representative is not sufficient; the law also requires a declaration by the minor himself certifying that he, too, wishes to be adopted. In the case of a child whose parents are unknown and have not been traced for a period of at least two years, or of a deserted child who has not been maintained by his parents for three years and who is in receipt of social assistance, consent to adoption is given by the body designated under decree by the Minister of Justice in agreement with the Minister of Social Welfare.

The consequences of adoption are defined by the general regulations on the subject.

The new law stipulates that, in the absence of any provision to the contrary, the adopted minor shall take the surname of the adopter.

In Article 6, paragraph 2, a rule is laid down designed to cover exclusively the cases of deserted children and children whose parents are unknown. If such a child is adopted, his obligations to his former family will lapse, and the latter will also be debarred from succeeding to his right of inheritance. This clause therefore constitutes a civil sanction against unworthy parents; *ipso facto*, it is, to some extent, a preventive social measure.

Attention should be drawn to the provision under which, in summary extracts from registers of births, the adopters are to be shown under the heading "parents". This provision is of special interest in the case of adopted children who are illegitimate or of unknown parentage.

The court competent to ratify the contract of adoption must, of course, in addition to its formal duties, satisfy itself that the adoption in question is in the interest of the child, and, in particular, that the adopters guarantee its proper upbringing.

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## PORTUGAL

The only legislative measure concerning child welfare adopted in Portugal in 1938 was Decree No. 29030, dated September 30th.<sup>1</sup>

This decree established at Oporto, under the technical direction of the Faculty of Medicine—the “*Maternidade Julio Diniz*”—which is a centre of medico-social assistance entitled, as of right, to ensure hospital in-patient treatment in obstetrical and gynæcological cases and for new-born infants, as well as obstetrical and gynæcological consultations and obstetrical assistance at home.

To the “*Maternidade Julio Diniz*” is attached a dispensary with a corps of specialised nurses, who also act as health visitors and are in charge of the social service.

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<sup>1</sup> *Diario do Governo*, I, 228, dated September 30th, 1938, page 1355.



## ROUMANIA

### I. LEGISLATIVE MEASURES

No new laws concerning child welfare were promulgated in Roumania in 1938.

Certain legislative and administrative measures in the matter were, however, under consideration—namely :

(1) A law concerning the assistance of mothers and children;

(2) The formation of the " Social Assistance League ", the object of which is to co-ordinate the activities of the State, districts, departments, municipalities and private persons.

### II. ADMINISTRATIVE MEASURES

1. Arrangements were made in preparation for the establishment of 600 consultation centres, additional to the 753 already at work in the country.

2. Three new State preventoria, providing in all 180 places for weakly children, were established (Curtea de Argeş, Oneşti-Bacau, Bucium-Jassy).

3. Three new welfare centres (Jassy, Cernăuţi and Galatz) are now at work, in addition to the ten centres which previously existed in the country. These new centres, like the old ones, admit children under 2 years of age to the institution of the centre, whilst children over 2 years of age are boarded out in families.

4. Authorisation was given for the establishment of a new school for health visitors at Timișoara, and this has started work. It is the fifth school of the kind.

### III. PRACTICAL APPLICATION OF THE LAW BY THE STATE

1. 732 children's consultation clinics were at work.

2. The number of children who attended these clinics was 126,971.

3. The total number of consultations was 607,583.

4. The number of household visits made by the medical officers of the clinics was 114,815.



|  |                   |
|--|-------------------|
| (f) Institutions for the assistance of deaf and dumb children.....                     | 2 with 154 places |
| (g) Crèches .....  | 8 » 196 »         |
| (h) Institutions for outdoor assistance of school-children.....                        | 15                |
| (i) Institutions for the re-education and correction of children and adolescents ..... | 5 with 173 places |

The Ministry of Health is considered to have made a substantial advance this year towards solving the problem of assistance to children by setting up in rural districts 6,606 canteens, which, during the year 1938/39, fed 263,062 school-children. This work is carried out, on the initiative of the Ministry and its organs, with the administrative assistance of the local education authorities and with the help of private persons.

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## SWITZERLAND

### I. LEGISLATIVE MEASURES

#### *Confederation.*

By a vote taken on July 3rd, 1938, the Swiss people accepted the *Swiss Penal Code of December 21st, 1937*,<sup>1</sup> which constitutes a considerable measure of progress, particularly in regard to the penal law applying to minors. This Code will come into force on January 1st, 1942 (see document C.91.M.50.1939.IV, Annual Report, page 189).

*The Federal Law of June 24th, 1938, concerning the Minimum Working-age*<sup>2</sup> was not the subject of any referendum during the period allowed for that purpose, which expired on September 27th, 1938. This law raises the minimum age for admission to vocational employment. Workers in the industries and services to which the law applies (public and private undertakings engaged in commerce, trades and crafts, and industry, including home-work, transport and communications, the hotel industry, including restaurants and taverns, the entertainment and cinematograph industry, etc.) must be over 15 years of age. The law does not come into force before 1940.

Under the *Federal Decree of April 28th, 1938, setting up a Swiss Cinematograph Board*,<sup>3</sup> the Federal Council is

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<sup>1</sup> Swiss Penal Code of December 21st, 1937 (*Recueil des Lois fédérales*, November 30th, 1938, Vol. 54, pages 781-876). The Information Centre has published the provisions of this Code concerning the protection of minors and the family in document C.Q.S./P.É./C.I.88, *Legislative and Administrative Series*, No. 75 (English and French texts).

<sup>2</sup> Federal Law of June 24th, 1938, concerning the Minimum Working-age (*Recueil des Lois fédérales*, No. 3, January 18th, 1939, page 169) and Decree of January 18th, 1939, by the Federal Council bringing this law into force (*Recueil des Lois fédérales*, No. 3, January 18th, 1939, page 174).

<sup>3</sup> Federal Decree of April 28th, 1938, setting up a Swiss Cinematograph Board (*Recueil des Lois fédérales*, May 4th, 1938, Vol. 54, pages 204 and 205).

required to set up a Swiss Cinematograph Board, whose duty it will be to co-ordinate and encourage efforts directed towards bringing some degree of order into the film industry, and to develop the national character of that industry. In pursuance of this decree, the Federal Council adopted, on September 13th, 1938, Organisation Rules defining the duties of the Cinematograph Board.<sup>1</sup> These duties include, *inter alia*, that of proposing legislative or other measures devised to regulate and encourage the development of the cinema in Switzerland.

### *Cantons.*

The following cantons promulgated *Laws for the Application of the Federal Law of June 26th, 1930, on Vocational Training* :

*Neuchâtel* (Law of May 17th, 1938, on vocational training, promulgated on July 1st, 1938);

*Saint Gall* (Law on vocational training, promulgated on May 12th, 1938, brought into force on June 13th, 1938);

*Zurich* (Law of July 3rd, 1938, for the application of the Federal Law on vocational training).

These three laws for the application of the Federal law contain provisions concerning the minimum working-age, working-hours, holidays, social insurance, vocational training of apprentices, etc.

By a *Decree of May 5th, 1938*, the Grand Council of the Canton of *Fribourg* authorised the Council of State to set up a voluntary labour service camp for young unemployed persons, and for that purpose granted 20,000 francs a year.

On May 8th, 1938, the Canton of *Berne* adopted a *Law on Public Establishments and the Trade in Alcoholic Drinks*. This law contains, in Article 46, restrictive provisions with regard to children. The decree for the application of this law, dated November 23rd, 1938, contains in §10 and §18,

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<sup>1</sup> Organisation Rules of September 13th, 1938, defining the duties of the Swiss Cinematograph Board (*Recueil des Lois fédérales*, September 14th, 1938, Vol. 54, pages 476-480).

which relate to dancing, provisions debarring minors from this form of entertainment.

Under Article 10 of the *Law of the Policing of Public Establishments and the Sale of Alcoholic Drinks*, adopted on October 31st, 1938, by the Grand Council of the Canton of *Neuchâtel*, minors under 16 years of age are prohibited from selling badges, flowers and other objects, and also from giving any musical, artistic or other performance in public establishments. Article 11 of the same law prohibits the serving, even indirectly, of alcoholic drinks to young people under 16 years of age who are not accompanied by adults. Furthermore, Article 45 authorises the communes to prohibit the sale of distilled liquor to minors of both sexes in public establishments.

In the *Law of the Canton of Vaud on Social Welfare and Public Assistance*, dated May 16th, 1938, which was adopted by a vote on April 29th-30th, 1939, and will come into force on January 1st, 1940, one part, Title IV, is devoted to child welfare. This title comprises three sub-titles: I. General Provisions; II. Guardianship; III. Supervision over Children boarded out away from their homes. The general provisions specify that it is the duty of the State to protect orphans, children deprived of care, those who are morally and materially neglected, and those who are not receiving an education that is appropriate, in view of any infirmity from which they may be suffering. The State will take the necessary measures, provide for the children's education and religious instruction, and train them for employment in some occupation. Amongst the provisions relating to guardianship, Article 62 is of special importance. The public assistance authorities will be entitled to see that the guardian discharges his duties. They may even report a defaulting guardian to the magistrate, and they may appeal against the latter's decisions. Under the provisions of sub-title III, the Department of the Interior will exercise supervision over children under 15 years of age who are boarded out, whether for payment or otherwise, away from the residence of their father and mother or of their adoptive parents. This supervision will cover the moral and hygienic conditions in which the child is placed and, in particular, the lodging and board provided.

## II. ADMINISTRATIVE MEASURES

### *Confederation.*

The *Federal Law of June 26th, 1930, on Vocational Training*,<sup>1</sup> provided for the drafting of regulations concerning the vocational training of apprentices and the minimum requirements at their final examinations. These regulations have been supplemented. The Federal Department of Economic Affairs has published eleven new sets of regulations. There are now eighty sets of regulations on this matter, covering eighty-three trades in all.

### *Cantons.*

The Council of State of the Canton of *Appenzell-Inner Rhodes*, by a Decree dated June 4th, 1938, decided that each communal school committee must appoint a *school medical officer*.

On June 25th, 1938, the Council of State of the Canton of *Fribourg* approved regulations concerning school mutual benefit societies. A public fund is set up for the purpose of insuring elementary-school pupils against sickness.

According to the administrative report for 1938 of the Department of Education and Religious Worship of the Canton of *Vaud*, the question of school medical officers will be settled when the Council of State has adopted the draft regulations which a committee has just framed. These regulations will determine the conditions to be complied with in order to qualify for the State grant—1 franc per pupil—to be paid to communes with a recognised school medical officer.

On September 28th, 1938, the Departments of Education, Justice and Economic Affairs of the Canton of *Zurich* transmitted to education and guardianship authorities and to labour offices a circular concerning the domestic training of girls and women. This circular recommends, *inter alia*, that those to whom it is sent should devote greater attention to the domestic training of girls. The reason given for this recommendation is that it has been found that many families suffer because the wife is

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<sup>1</sup> Federal Law of June 26th, 1930, on Vocational Training (*Feuille fédérale*, No. 27, Vol. I, July 2nd, 1930).

incapable of managing her household satisfactorily, and that this entails serious disadvantages for the children.

The Council of State of the Canton of *Geneva*, in execution of the Law of July 2nd, 1937, on the Child Welfare Office,<sup>1</sup> approved regulations for the application of that law.

On January 3rd, 1939, the Police Department of the Canton of *Zurich*, in pursuance of the Cantonal Order of October 16th, 1916, transmitted to cinematograph proprietors and organisers of travelling cinematograph performances in the canton a circular laying down new provisions concerning places at which cinematograph performances for minors are given and the length of such performances. Under the new regulations, a cinematograph establishment may not give more than one performance a month for children. The minimum age for admission to children's performances is fixed at 10 years. The programmes of children's performances may include only films that have been expressly approved by the Committee of Film Experts and certified suitable for children.

### III. INFORMATION

The Zurich Cantonal Moral Welfare Federation has set up an Obscene Publications Advisory Office, which will maintain close contact with the Public Prosecutions Office of the Swiss Confederation.

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<sup>1</sup> Law of July 2nd, 1937, on the Child Welfare Office (*Feville d'avis officielle* of the Canton of Geneva, No. 157, of July 9th, 1937). The text of this law was published by the Information Centre, in document C.Q.S./P.E./C.I.10, *Legislative and Administrative Series*, No. 13 (English and French texts).



## VENEZUELA

### I. LEGISLATIVE MEASURES

The Venezuelan Government promulgated the *Code relating to Minors*, of January 10th, 1939,<sup>1</sup> in the *Gaceta oficial*, No. 19773, of January 11th, 1939.

Book I of the Code deals with the obligations and rights of the State: it lays down the principle that the State shall be responsible for the supervision, education and full protection of minors under 18 years of age who are neglected or deserted. The obligation assumed by the State does not, however, extinguish the obligation of parents to maintain, educate and instruct their children or the obligations devolving upon the other persons referred to in the chapter of the Civil Code relating to maintenance. The Federal Executive is made responsible for establishing the necessary organisations and institutions, but this does not preclude the States of the Union, or municipalities or private individuals, from opening similar institutions for the protection and education of neglected or deserted minors.

The Code gives a definition of the minors to be regarded as neglected, deserted and in danger.

In the establishments set up by the State, minors receive moral and intellectual training and are given vocational guidance according to their particular aptitudes. 70% of the proceeds received by the establishments from the sale of articles made or produced for educational purposes revert to the minors in proportion to the amount of work done by them, the said 70% being deposited in a savings bank or invested in a similar manner; the remaining 30% goes towards the improvement of the institution.

Should the minor be declared to be deserted, or should he be convicted as a delinquent, and should the parents or

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<sup>1</sup> The Information Centre has published the Code relating to Minors in document C.Q.S./P.E./C.I.109, *Legislative and Administrative Series*, No. 99 (English and French texts).

guardians be guilty or have proved negligent, the minors' judge has the right to instruct the Public Prosecutor to apply for forfeiture of paternal power or withdrawal of the powers of guardianship, on the grounds laid down in the Civil Code. The Code relating to Minors specifies the penalties for offences under the provisions laid down in Book I.

Book II deals with juvenile courts; a court of appeal for cases involving minors, and one or more juvenile courts, will sit in the capital of the Republic.

The Federal Executive may set up courts of appeal and juvenile courts in other places, and may determine their territorial jurisdiction. The Code specifies the composition of these courts, their functions, the procedure to be followed in cases involving minors who are neglected or in danger or delinquent, and the procedure for pronouncing sentence.

Mention should also be made of the Decree of February 18th, 1939, for the Reorganisation of the Child Welfare Council (*Gaceta oficial de los Estados Unidos de Venezuela*, No. 19807, February 20th, 1939).

## II. INFORMATION ON ADMINISTRATIVE POINTS

### *Division of Maternal and Infant Hygiene.*

The Venezuelan Government has sent the Secretariat the "Report on the Activities of the Division of Maternal and Infant Hygiene during the Year 1938". The following information is extracted from this report:

The National Puericulture Service has been known since the beginning of the financial year 1938/39 as the "Division of Maternal and Infant Hygiene"; it is, as previously, subordinate to the Department of Public Health.

Being responsible for the protection of the health of mothers and infants, the Division has endeavoured to determine the scope of its duties. With this object, it has published a study entitled *Child Welfare*, which draws a very clear line between those functions which come within the field of public health and those which belong to public assistance as a duty of the State or municipality (*Boletín del Ministerio de Sanidad y Asistencia Social*, Año II, Vol. I, Nos. 25 and 26, June-July 1938).

The activity proper to the Department of Public Health is summarised in a study entitled *Outline of the Activity of the Maternal and Infant Hygiene Services in Venezuela*, which has received a wide circulation among medical officers under the Public Health Department. According to this study, the main aspects of the campaign to be conducted on behalf of the health of mothers and children are :

- (1) Verification, as accurately as possible, of the number of births in the area in which each doctor is to practise. Who assists these children? Campaign against *tetanus neonatorum* and *ophthalmia neonatorum*;
- (2) Pre-natal clinics;
- (3) Infant clinics and clinics for children of pre-school and school age;
- (4) Milk-distribution centres of the educative type.

The National Child Welfare Institute at Caracas is still the training centre for technical personnel for the whole country. In 1938, it provided specialised training for the medical officers in charge of the maternal and infant hygiene services at Maracaibo, La Guaira, Barquisimeto and Cumaná.

The report also contains statistics relating to the pre-natal service of the Federal District and the maternal and infant hygiene services in the interior of the Republic.

#### *First Venezuelan Child Welfare Congress.*

This Congress took place at Caracas from February 1st to 6th, 1938. The official reports deal with the following subjects :

1. Study of the organisation of public and private institutions for the benefit of children in Venezuela.
2. General policy in regard to the assistance of children in Venezuela : Finance.
3. Urgent need for a law for the protection of mothers and children in Venezuela; contribution to the study of this question. Presentation of a preliminary draft.
4. Tuberculosis as a social disease of childhood. General method to be employed in the campaign against tuberculosis in Venezuela.

5. The medico-pedagogical problem in Venezuela ;  
(a) school medical inspection and school assistance;  
(b) school hygiene.

The Venezuelan Government has sent the Information Centre two volumes containing the text of the reports and Minutes of the Congress, which have been deposited in the Secretariat library.

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## YUGOSLAVIA

### I. LEGISLATIVE MEASURES

The chief legislative measures on child welfare in Yugoslavia are the following :

(1) The Law of 1922<sup>1</sup> on the protection of children and young persons, regulating the social welfare of inadequately protected or unprotected children; (2) the provisions of the Criminal Code of 1929<sup>2</sup> concerning the protection of children in moral danger and of delinquent minors; (3) the Law of 1930<sup>3</sup> on the social and health services, regulating the health protection of children, and social and health services generally; these services cover all children and young persons, irrespective of their parents' material circumstances. This law also defines the organisation of clinics for expectant mothers, mothers, infants and young children, of the school polyclinics responsible for the compulsory and free health inspection of children of school age in Yugoslavia, and, lastly, of holiday and convalescent homes, school canteens, etc.; (4) the Law of 1922<sup>4</sup> on the protection of labourers, regulating the protection and the employment of young labourers; (5) the Law of 1931<sup>5</sup> on labour relations in undertakings; (6) the Laws of 1919<sup>6</sup> and 1929<sup>7</sup> on public education, dealing with the schooling of children and young persons.

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<sup>1</sup> Law of 1922 on the protection of children and young persons (*Službene novine*, No. 161-XXVI, July 24th, 1922).

<sup>2</sup> Criminal Code of 1929 (*Službene novine*, No. 33-XVI, February 9th, 1929).

<sup>3</sup> Law of 1930 on the social and health services (*Službene novine*, No. 92-XXXVI, April 24th, 1930).

<sup>4</sup> Law of 1922 on the protection of labourers (*Službene novine*, No. 128-XXI, June 14th, 1922).

<sup>5</sup> Law of 1931 on labour relations in undertakings (*Službene novine*, No. 262-LXXXI, November 9th, 1931).

<sup>6</sup> Law of 1919 on elementary education (*Službene novine*, No. 86, August 26th, 1919).

<sup>7</sup> Law of 1929 on secondary education (*Službene novine*, No. 217-LXXXVII, September 17th, 1929).

No new law was promulgated in 1938 in regard to child welfare, but Parliament has authorised the Royal Government to prepare a draft law on the protection of the national youth which will satisfy the latest requirements. It is expected that this law will shortly be promulgated.

## II. CHARACTERISTICS OF THE WORK OF ORGANISATION

In Yugoslavia, child welfare questions are placed under the supervision and supreme control of the Ministry of Social Policy and Public Health. The Ministry prepares legislative measures which are to serve as the basis of such activity, sees that they are enforced and controls all work done for the protection of children; but the actual execution of welfare work and the practical activities are in the hands of the local self-governing administrations.

In 1938, organising activities in connection with child welfare work were mainly directed towards introducing systematic collaboration between private initiative and public bodies. In the two chief child welfare measures—the law on the protection of children and young persons and the provisions of the Criminal Code dealing with delinquent minors—the view is clearly expressed that child welfare work in the proper sense of the term cannot be carried out without close co-operation between private initiative and official organs. For this reason, the Ministry of Social Policy and Public Health has helped to found a central organisation—"The Yugoslav Child Welfare Union"—whose function is to organise and group private child welfare organisations, leaving them entirely independent, but endeavouring to organise their work on the best possible lines, to co-ordinate it and to link it closely with official activities. The efforts thus made have yielded excellent results and have greatly contributed to the progress achieved.

The law now being framed should constitute an even sounder foundation for such activities; in other words, official bodies and private initiative will be linked up still more effectively.

## III. PRACTICAL WORK

As pointed out above, practical child welfare work is completely decentralised—that is, its organisation is left in the hands of the self-governing administrative bodies.

Attention is mainly directed towards stimulating the activity of rural and urban communes in the field of child welfare matters. The communes are the official bodies closest to the population, and are thus best qualified to know all their vital needs and to find out how they can best be met.

In practice, child welfare activities are exercised in two directions : in the sphere of social welfare and public health and in that of assistance. Yugoslavia is an essentially agricultural country (80% of the population live in villages), and life there is still patriarchal, so that the most important form of child welfare work is that done on behalf of country children. This kind of welfare work differs in many ways from the work that has to be done for town children. In the towns, the social institutions are the most important, whereas, in the village, the chief organisation is that which establishes contacts with the family itself, and devotes its efforts, through the family, to the moral and physical upbringing of the young. Yugoslav legislation supplies the basis for the protection of country children. Laws<sup>1</sup> provide for the existence of two major organisations which operate more particularly in the countryside : *joint health communes* and *health co-operative societies*. These organisations, though not solely engaged in child welfare work, nevertheless have a great influence on the upbringing of young country-people. One of the duties of the *joint health communes* is to make available one medical officer with one assistant per 10,000 inhabitants, and one midwife per 5,000 inhabitants. (Communes with a population of 1,000 must have a midwife of their own.) Amongst his other duties, the medical officer has to watch over the health of infants, small children and school-children; to look after infants and small children, in their own families or in foster-families to which they may have been entrusted, if there is no special institution in the district exclusively responsible for such children (*e.g.*, health offices); to advise and instruct mothers on health questions; etc.

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<sup>1</sup> Law of 1930 on joint health communes (*Službene novine*, No. 224-LXXVIII, October 1st, 1930), and Law of 1930 on health co-operative societies (*Službene novine*, No. 300-CV, December 30th, 1930).

The chief duties of *health co-operative societies* are to found and strengthen public health institutions of every kind, particularly those dealing with children : dispensaries, consultation clinics for expectant mothers, mothers and infants, health offices, convalescent homes for children, holiday homes, rest homes, crèches, school canteens, etc.; to arrange for the public, especially mothers, to be given instruction in health questions; and to apply through various institutions the measures of social hygiene that concern public health in general and the health of the young in particular.

These laws were promulgated in 1930, and there are now 1,343 joint health communes organised and 126 health co-operative societies. The difference between these two organisations is that the joint health communes represent the official communes as jointly organised for social hygiene activities among the population, while the co-operative societies organise the village population direct for similar purposes. Both organisations thus do the same work and aim at the same objective : public health improvements, the protection of young country-people, and the satisfaction of the essential welfare requirements of village children. Both organisations have given excellent results. At the outset, their work progressed slowly, but there is every reason to hope that it will develop very considerably. Much is expected, in particular, from the health co-operative societies, which are under the direct supervision of the local technical representatives of the Ministry of Social Policy and its institutions, and which receive large grants from that Ministry.

In the towns and cities, child welfare work is conducted through a network of institutions which ensure the health and social welfare of children. This work is making very rapid progress. Of the total number of child welfare institutions, 90% are situated in towns, and are thus for the benefit of town-children. The decline in the death rate among infants and small children in Belgrade shows the progress that has been achieved in this sphere; in the last ten years, the rate has fallen by 48.1%, the death rate among children between 1 and 5 years by 31.5% and the death rate among children between 5 and 10 years by 58.1%.



#### IV. TECHNICAL PERSONNEL

There is a great dearth of technical training facilities for personnel engaged in child welfare work. Yugoslavia has only one school which trains specialised nurses for social work in the protection of infants and small children. The other schools which train candidates for social and health services, among the population supply well-trained officers and also technical workers for child welfare activities, but their educational training is not specialised for that purpose. The need for a larger number of persons with special technical knowledge is very great, and becomes more noticeable as child welfare activities increase, but the lack of material resources makes it impossible to open a larger number of schools. The same applies to teachers; for work among small children, Yugoslavia has only two schools, which are also unable to supply the necessary technical personnel.

Great effort are being made to organise, in addition to these schools, training courses to prepare voluntary collaborators for child welfare work.

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