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FIRST ANNUAL REPORT  
OF THE  
**CHIEF, CHILDREN'S BUREAU**

TO THE  
SECRETARY OF LABOR

FOR THE  
FISCAL YEAR ENDED JUNE 30

1913



WASHINGTON  
GOVERNMENT PRINTING OFFICE  
1914

[Act of April 9, 1912 (37 Stat., 79), as amended by act of March 4, 1913 (37 Stat., 736).]

An Act To establish in the Department of Labor a bureau to be known as the Children's Bureau.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That there shall be established in the Department of Labor a bureau to be known as the Children's Bureau.<sup>1</sup>

SEC. 2. That the said bureau shall be under the direction of a chief, to be appointed by the President, by and with the advice and consent of the Senate, and who shall receive an annual compensation of five thousand dollars. The said bureau shall investigate and report to said department upon all matters pertaining to the welfare of children and child life among all classes of our people, and shall especially investigate the questions of infant mortality, the birth rate, orphanage, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, legislation affecting children in the several States and Territories. But no official, or agent, or representative of said bureau shall, over the objection of the head of the family, enter any house used exclusively as a family residence. The chief of said bureau may from time to time publish the results of these investigations in such manner and to such extent as may be prescribed by the Secretary of Labor.

SEC. 3. That there shall be in said bureau, until otherwise provided for by law, an assistant chief, to be appointed by the Secretary of Labor, who shall receive an annual compensation of two thousand four hundred dollars; one private secretary to the chief of the bureau, who shall receive an annual compensation of one thousand five hundred dollars; one statistical expert, at two thousand dollars; two clerks of class four; two clerks of class three; one clerk of class two; one clerk of class one; one clerk, at one thousand dollars; one copyist, at nine hundred dollars; one special agent, at one thousand four hundred dollars; one special agent, at one thousand two hundred dollars; and one messenger, at eight hundred and forty dollars.

SEC. 4. That the Secretary of Labor is hereby directed to furnish sufficient quarters for the work of this bureau at an annual rental not to exceed two thousand dollars.

SEC. 5. That this act shall take effect and be in force from and after its passage.

Approved, April 9, 1912.

<sup>1</sup> Transferred from Department of Commerce and Labor to Department of Labor by act approved March 4, 1913.

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FIRST ANNUAL REPORT  
OF THE  
CHIEF, CHILDREN'S BUREAU.

DEPARTMENT OF LABOR,  
CHILDREN'S BUREAU,  
*Washington, January 17, 1914.*

SIR: I have the honor to transmit herewith the first annual report of the Children's Bureau covering the period from the date of organization to June 30, 1913.

ORGANIZATION.

ESTABLISHMENT.

The Children's Bureau was authorized by act of the Sixty-second Congress and approved April 9, 1912. It began operation August 23, 1912, when its appropriation of \$25,640 became available.

This bureau is the result of the belief, on the part of many individuals and associations interested in the protection and betterment of children, that the Federal Government should aid in that service, just as the various bureaus of the Department of Agriculture have for years assisted in the betterment of farm plants and animals. Fifty years ago the field of the Department of Agriculture was defined as "all information concerning agriculture." In the same way the field of the Children's Bureau is now defined as "all matters pertaining to the welfare of children and child life." It is obvious that the bureau is to be a center of information useful to all the children of America, to ascertain and to popularize just standards for their life and development.

SCOPE.

The act establishing the bureau gives no definition of the age at which childhood ends, nor have the States a uniform definition. For some purposes the age of tutelage continues until 21, but taking the ordinary view of childhood there are in continental United States, according to the census of 1910, 31,220,361 children under 16 years of age, or about one-third of the total population. This number may be roughly divided into—

- (1) The period (under 6) before school life begins, with especial emphasis upon the all-important first year, when the risk of life is highest.
- (2) The period of compulsory school attendance, most generally accepted, from 6 to 13, inclusive.
- (3) The period including the fourteenth and fifteenth years in which certain safeguards are in most States placed around the employment of children or in which they are still protected in the right to education.

Under this classification, the children of continental United States, numbering 31,220,361 under 16 years, would be divided as follows:

- (1) 12,666,762 under 6 years of age, of whom 2,217,342 were under 1 year;
- (2) 14,984,252 over 6 and under 14 years of age; and
- (3) 3,569,347 over 14 and under 16 years of age.

The vast majority of these are children of average health and opportunity, but there is an unknown percentage of exceptional children, who suffer from handicaps of various kinds. Generally speaking, these may be divided into dependent, delinquent, and deficient children, and children working during the early years when the majority are protected in their right to education.

While it is evidently the final purpose of the bureau to serve all children, to try to work out the standards of care and protection which shall give to every child his fair chance in the world, this purpose, in the minds of those who drafted the law, by no means overshadowed the needs of those unfortunate and handicapped children whose lack of adequate protection is indicated by the enumeration of subjects in the statute—infant mortality, orphanage, juvenile courts, desertion, etc. It is a matter of common experience that the greatest service to the health and education of normal children has been gained through efforts to aid those who were abnormal or sub-normal or suffering from physical or mental ills. For example, some of the greatest gains to educational method have been bestowed by teachers of defective children, whose work has had the direct result of furnishing many ingenious practical methods for quickening the minds of normal children; and the care of tuberculous children has made fresh air a recognized educational factor. Thus all service to the handicapped children of the community—an immediate service properly demanded by the popular conscience—also serves to aid in laying the foundations for the best service to all the children of the commonwealth.

#### THE BUREAU STAFF.

The law provides that the staff shall consist of 15 persons, all of whom, except the chief and private secretary, are appointed under the Federal civil-service law. It is obvious that even the most superficial survey of the bureau's great field is impossible with the present force, and that in order to accomplish anything at all it was necessary that the staff should be composed of specially qualified persons. In so small a staff also a capacity for all-round work, a spirit of cooperation, and the power of teamwork are indispensable. It is fair to note that all this was secured under the strict interpretation of the Government merit system, and that the work of the first year, with the difficulties incident to a new organization, a tentative program, and limited funds, has justified the choice in every case. For administrative reasons it was not possible to complete the staff of the bureau until March 3, 1913, so that, in fact, the first year's work described in the following pages has been actually done by the equivalent of a full staff working for two-thirds of a year. Only unsparing diligence and hearty interest made this possible.

## WORK OF THE FIRST YEAR.

## INFANT MORTALITY INVESTIGATION.

With the working organization of the new bureau effected, the immediate question became that of the most strategic point at which the bureau could begin field investigating with the small force available. It was essential to select a subject in which there was not only a pressing need of investigation but also a practicable method of approach for this bureau, with the staff and appropriation at command. Certain points stood out clearly. The subject must be fundamental to social welfare, of popular interest, and serve a real human need; and from the practical standpoint it must be work which could be done a small bit at a time and published in installments as each unit was finished. Although its full completion might require a considerable period, yet all the separate small inquiries when completed must furnish a composite picture of a certain social condition through typical units existing throughout the country.

All these requirements were met in the subject selected—that of infant mortality.

In the first place, this subject is now challenging the attention of the whole civilized world. Because the United States differs from other civilized countries in having no general system of birth registration it is impossible to state with accuracy our proportionate loss, but we have the estimate of the Census Bureau that our actual loss last year was about 300,000 babies under 1 year of age, of whom at least half would now be living had we, as individuals and communities, applied those measures of hygiene and sanitation which are known and available. Here is a vast and unmeasured loss of infant life due solely to individual and civic neglect. The economic and industrial significance of such a loss in the general scheme of social well-being is beginning to be realized. It was once thought that a high infant death rate indicated a greater degree of vigor in the survivors. Now it is agreed that the conditions which destroy so many of the youngest lives of the community must also result in crippling and maiming many others and must react unfavorably upon the health of the entire community. Sir Arthur Newsholme, the great English statistician, has said:

Infant mortality is the most sensitive index we possess of social welfare. If babies were well born and well cared for, their mortality would be negligible. The infant death rate measures the intelligence, health, and right living of fathers and mothers, the standards of morals and sanitation of communities and governments, the efficiency of physicians, nurses, health officers, and educators.

In the second place, from the practical standpoint of the bureau's equipment, an inquiry into infant mortality answered the requirements. It is possible to choose a series of typical communities of manageable size and varying characteristics in which this inquiry can be prosecuted as rapidly as the funds of the bureau permit. Of course, the staff and funds are at present too small to permit an investigation of a large city as one of these units. But from a social point of view there is a more commanding reason for working outside the great urban areas. Within most of the great cities of western Europe and America the loss of infant life has so compelled the attention of civic

and volunteer health officers, nurses, and humanitarians, that within the last few years, the infant death rate has been appreciably lessened in those cities. It was therefore decided to begin the study of infant mortality in small towns, with the plan of adding rural communities as soon as practicable.

The form of this inquiry, it was felt, should frankly accept the present bureau lack of a medical staff and should confine itself to the social, industrial, and economic surroundings of the family until such time as a trained sanitarian might be secured. It was determined that the inquiry should reverse the usual method of studying infant mortality from the death records; that, on the contrary, it should begin with birth records, ascertaining in the given town what children had been born in the given year, and then following each child through the first year of his life or so long as he might survive. It will be seen that this is an absolutely democratic inquiry, applying to every family in the community where a child has been born within the specified year.

The information as to date of birth, on which this inquiry is based, should be available on behalf of every child in America, but the bureau was faced by the fact that birth records are available for only a small fraction of American children. Hence we were limited in the effort to make typical investigations throughout the country and were confined to those States whose birth records are approved by the Bureau of the Census. After careful consideration, the city of Johnstown, Pa., was chosen as the subject of the first inquiry. In this city the manufacture of steel, and to a certain degree coal mining, employ a large part of the male population, while most of the women remain at home.

A schedule was prepared for this inquiry to embody, when filled out, a picture of the social, civic, and industrial conditions of the family studied, together with a careful history of the growth of the baby during the first year of life, with special attention to feeding. The questions were necessarily intimate and difficult, and only women agents were, of course, employed in securing the replies. The greatest care was taken to make clear that the Government does not desire to intrude upon the privacy of family life, but that it asks the cooperation of American mothers in an effort to safeguard the lives of babies. The health authorities and the newspapers and the clergy and the women's clubs of Johnstown were approached and their cooperation enlisted. How far the good will of the community was secured is indicated by the fact that 1,551 schedules were secured and there were two refusals.

The field work for the Johnstown investigation was begun on January 15, 1913, and concluded on May 26. It occupied in all 349 days' work by four persons—one man agent, who assisted in the preliminary work of copying the birth and death certificates and later in tracing families that had moved, and three women agents, one especially qualified as a linguist, who made the actual visits to the homes. The tabulations are now in progress and the report of this first field inquiry will appear in the near future.

## CHILD-LABOR STUDIES.

In view of the fact that the evils of child labor were strongly set forth by those who advocated the bill in Congress, it has been thought by many that the bureau was charged primarily with the investigation of child labor. The law, however, explicitly gives the bureau a larger task, in which the study of child labor is only one subject. Certain aspects of this subject present themselves as within the present powers of the staff, and the following résumé of the year's work in this field indicates what is undertaken.

*Summary of legislation.*—A review of child-labor legislation in the 52 political divisions of the United States has been prepared and is now nearly ready for the press. The publication of this review was requested by several organizations interested in the problems of the child in industry and was further suggested by the large number of inquiries upon the subject which have come into the office, many of them calling for somewhat detailed yet concise statements of the latest legal regulations governing child labor. The review contains a summary of child-labor legislation in this country by States, covering such points as the minimum age, hours of labor, night work, and prohibited employments; and also the text of the child-labor laws of each State upon which the summary is based. Particular care has been taken to show for every act the penalty involved for its violation and the method provided for its enforcement. It is hoped that in the second part of the review, containing the text of the laws, the student or legislator who wishes to study the laws in detail and at first hand will be able to find the material he may need, and that in the first part—the comparative summary by States—provision will be found for the needs of the busy man or woman who, as legislator, club member, or citizen, wishes a general picture of the present status of child-labor legislation in the United States.

*Methods of securing employment certificates.*—One of the most important details in the legal regulation of the labor of children is the method provided for securing employment certificates. One step in protecting children is taken when the law says that a child shall not work under a certain age. The certificate serves in part as a method of enforcement of this minimum-age provision, and in part as a protection for the child between 14 and 16 against unsuitable work, such as may threaten his health or his morals. The employment certificate, indeed, is a method both of opening the doors of industry to the child and of throwing a degree of public protection about him during his earliest years at work. The method of issuing employment certificates is, therefore, one of the most significant questions connected with the child-labor problem and one which involves both the law and the details of its administration. In how many States, for example, are certificates granted without reference to the child's mental attainments or physical development, or without question as to whether the work he has in view is suited to his strength and intelligence? In how many States may the securing of a certificate be used as a method of evading the compulsory education law? Can a certificate be revoked if the child is found to be suffering injury from the work? How far in given communities do the different methods of issuing certificates really safeguard the child? In short, to what

extent is actual protection given to the working child by the employment certificate system? In answer to such questions the bureau has now under way a technical investigation of the law, the local regulations, and the actual practice relating to the granting of employment certificates to children. This investigation, though based upon a careful study of the different systems as revealed in the laws and in the blank certificates used, will be conducted mainly by one of the field agents of the bureau, in certain localities selected to show the workings of each type of system in large and small communities and in as many different States as possible.

*Statistics of child labor.*—Child labor is also the subject of one section of the statistical handbook later described. This section will give the number of children at work by ages, in different occupations, and in different localities, together with brief descriptions of the work which they do and of the conditions under which that work is carried on. It will give in outline the statistical story of child labor in so far as it has been told by the United States census and by the most reliable Federal and State publications. It will show, so far as it is possible to do so without original investigation, the hygienic conditions surrounding child laborers, their hours of labor, including night work and overtime, the physical, mental, and moral strain of various occupations, the provisions made for the safety and comfort of working children, the wages paid them, the relation between child labor and illiteracy, and the training furnished by juvenile occupations for adult life.

*Records of children at work.*—Closely connected with this subject of methods of issuing employment certificates, and yet quite different, is a study now under way of the records relating to children's employment certificates. In a number of States the law requires that the certificate shall remain the property of the issuing office and that it shall be returned and a new one obtained whenever the child changes employers. In some of these States this provision of the law has been in operation for only a short time, but four or five States have records extending over at least two years which show the changes of jobs of children between 14 and 16—the shifting of such children from one employer to another and from one industry to another. Even if these figures do not in all localities cover all working children of these ages—even if some children escape the record by evading the law entirely—statistics of this kind are valuable as showing, for a significantly large group of children, the experience and in a measure the training for adult life which entrance on wage labor at the earliest age substitutes, up to the sixteenth birthday, for the school.

#### PUBLICATIONS.

*Birth registration.*—The preparation of a pamphlet on birth registration was requested by the General Federation of Women's Clubs, and accordingly the first pamphlet issued by the bureau was the one entitled "Birth Registration: An aid in protecting the lives and rights of children." This publication is the beginning of the bureau's effort to cooperate with other bureaus of the Government and with private individuals in securing for this country such a system of uniform vital statistics as every other civilized nation has long possessed.

*Baby-saving campaigns.*—In many American cities successful efforts are now being put forth to prevent infant mortality. In order to make generally available the experience of these pioneer cities, the bureau proposes to issue annual bulletins showing from year to year the methods and results of all communities doing significant work for baby welfare. The first of this series is entitled "Baby-Saving Campaigns: A preliminary report of what American cities are doing to reduce infant mortality." As a preliminary to the publication of this bulletin, letters were sent to the 109 cities of this country having more than 50,000 inhabitants, requesting information as to the methods they had employed in the work of baby saving, what methods they proposed to use during the coming summer, and what expedients they had found most useful. The replies were full of practical suggestions, and the bulletin based upon them contains statements as to actual achievements of various cities and also an appendix giving sample baby-saving circulars in foreign languages, published by various cities, which are available for reproduction. Thus the bulletin offers to any health officer who may be ready to undertake special work for babies the experience of certain American cities dealing with the same problem.

*Series on care of children: Prenatal care.*—The bureau desires to publish various series of pamphlets on subjects which the correspondence shows to be of keen interest to the public. It has naturally begun its first series of pamphlets, as it has begun its first field inquiry, with the questions affecting the youngest lives of the Nation. Thus it is issuing a series of pamphlets dealing with the home care of young children, beginning with one on prenatal care.

In studying the subject of infant mortality, our attention was drawn to the fact, well known to physicians, that of the deaths occurring in the early days of life, a large proportion are the result of conditions existing before birth. The latest reports of the Bureau of the Census on mortality statistics show that slightly more than 42 per cent of the infants dying under 1 year of age in the registration area in 1911 did not live to complete the first month of life, and that of this 42 per cent almost seven-tenths died as a result of prenatal conditions or of injury and accident at birth. Of those that lived less than one week about 83 per cent died of such causes, and of the number that lived less than one day 94 per cent died of these causes. The existence of these facts justified the publication of a pamphlet on prenatal care as the first of the series on the care of children. This pamphlet will be followed by others covering the periods of infancy and childhood.

*Handbook of Federal statistics of children.*—It has been in the past difficult to get in convenient form accurate statistics regarding American children. Many branches of the Government have dealt with questions affecting children, notably the Bureau of the Census. From the decennial census we can learn the number of children in the United States at the date of each census, how they are distributed throughout the various cities and States, whether they can read and write and speak English, whether they are gainfully employed, and so on. It has seemed to us that a handbook would prove serviceable which should take out of the census publications the figures affecting children and should present them under popular heads in a brief and condensed form so as to be readily available for

the practical use of those interested in problems of child welfare. The first installment of this handbook covers the number of children in the United States with their sex, age, race, nativity, parentage, and geographic distribution, as shown by the 1910 census. The second installment will deal with the growth of the child population of the country, including a discussion of the substitutes for the birth rate and of the figures regarding infant mortality; the third with school attendance and illiteracy; the fourth with child labor; and the last with the deficient, dependent, and delinquent children.

#### COOPERATION WITH CLUBS AND SIMILAR ORGANIZATIONS.

It was early recognized that much advantage might be gained through cooperation with the women's clubs in the different States. The first development along this line takes the form of a test of the completeness of birth registration throughout the country. Dr. Cressy L. Wilbur, chief statistician for vital statistics of the Bureau of the Census, has urged an intensive investigation of this character for its value in stimulating public interest in birth registration in States where laws already exist. The adequate recording of births is fundamentally necessary to the studies of child welfare which this bureau is directed by law to undertake, and it is therefore important to take every practicable step which promises to bring improved returns. The plan is to have the actual investigating done by committees of women—in most instances members of the General Federation of Women's Clubs—who will take small areas in which they have an acquaintance and, selecting the names of a certain number of babies born in the year 1913, will learn by inquiry of the local authorities whether the births have been recorded, sending the reports to this bureau. An investigation dealing with about 5 per cent of the reported number of births will probably constitute a sufficient test. The women's clubs are responding well and the work is progressing satisfactorily.

#### PREPARATION OF EXHIBITS.

The method of publication by exhibits is recognized as a comparatively new and growing method of popularization, and the bureau cooperated in organizing the child-welfare exhibit at the National Conservation Exposition at Knoxville, Tenn. (September and October, 1913), in the belief that such exhibits are of prime importance educationally and that their methods are worthy of thorough study and offer good promise of development.

#### CORRESPONDENCE.

A widely distributed correspondence of the most varied character began upon the announcement of the creation of the bureau. A large part of this correspondence has been a direct appeal for information on subjects falling within the scope of the bureau—child labor, juvenile courts, child-welfare exhibits, mothers' pensions, children's health contests, diet lists for children of all ages, the care of infants, recreation for young people, institutions for exceptional children, etc. It has not, of course, been possible during this first year to issue publications covering all requests for information, even where it is evidently

the bureau's function to do so, but the aim of the bureau has been in every case to place at the service of the correspondents the best information now available on the subject in which they are interested, or references to the best sources. The demands of the correspondence have necessitated the compiling by the librarian of provisional lists of institutions to meet special requests, of brief lists of authorities on special subjects, and so on. Instances of wrongdoing and cruelty to individual children are not infrequently reported to the bureau with a request for action. The bureau has, of course, no power to act, the direct care of the children being the responsibility of the several States in so far as it can not be discharged by individual parents. In these cases an effort has been made to place the correspondent in communication with the proper official in his own State, upon whom the responsibility must rest.

#### LIBRARY.

From the beginning it was evident that, if the bureau was to become a reservoir of information upon "all matters pertaining to the welfare of children and child life," in the words of the statute, it must create a library of a distinctive type for its own use and for that of the public. Since the applications of science to the general field of child welfare are daily growing and developing, a library on child welfare must necessarily be composed of the most authoritative current literature and must include publications from all parts of the civilized world where significant work is going on. Much of the material of most vital importance is not yet in books, and such a library must be one consisting largely of pamphlets, clippings, and periodicals, with data not yet in print derived through correspondence. This type of library is especially practicable since for the standard literature on the subject the Library of Congress is open to us.

In the collection of material this year the main effort has been to secure a record of what States and cities and voluntary associations in the United States are doing for children. Through the aid of the Consular Service, as well as by direct correspondence, a beginning has been made also in the collection of foreign data which is to be made a special feature of next year's work. In the purchase of material the general plan of development has been to avoid duplication of material available in other libraries of the District of Columbia—except for a small working collection of books most frequently needed—and to utilize our resources for the purchase of printed material so special in its use as not to be found in the more general collections, and especially for the purchase of current literature.

#### NEEDS FOR THE FUTURE.

The work of the first year has been described in the foregoing pages. It has been painstakingly performed. Necessarily it has been exploratory in character. When judged by the pressing needs for such a bureau as described by those who urged the passage of the law, when compared with the varied demands of our widely scattered correspondence, or when measured by the preliminary surveys now under way, it is apparent that what has been done this year scarcely affords a basis for the work which is imminent; still

less does it afford the basis for an adequate conception of the more distant constructive studies of the bureau. Nevertheless the year's work justifies the presentation of certain immediate needs and the request for a considerable enlargement of appropriation.

#### EXTENSION OF INFANT-MORTALITY INQUIRY.

It seems plain that the infant mortality inquiry should be carried forward as rapidly as possible. Actual data as to the practical ways in which infant mortality may be prevented are needed now. The value of the inquiry will be greatly lessened if we are compelled to extend it over a long term of years. Local interest and activity will be much more effectively stimulated by an inquiry made in various centers simultaneously.

If the work can be enlarged so as to permit a complete plan in advance, we shall be able to cover typical districts throughout the United States, whether or not they now fall within the registration area, since there has been evinced a widespread desire to have the Government make such inquiries, and the endeavor is being made, in certain localities where State laws for vital statistics do not exist or are inadequate, to secure such local registration as will meet the conditions of the proposed bureau investigation. Thus incidentally the inquiry steadily emphasizes the need of birth registration.

It is, of course, obvious that a study of one small city can offer only the beginning of an adequate study of the conditions under which children thrive or perish in this country. It is believed that the promise of results is important enough to justify us in extending this inquiry so as to include 100,000 cases, covering approximately 50 communities selected for their typical character throughout the United States. Under the heading "Summary of proposed new organization" a statement of a proposed staff for 1915, the field investigators and office force needed in the judgment of the chief of the bureau for this inquiry are enumerated.

#### EXTENSION OF CHILD-LABOR INVESTIGATIONS.

On the subject of child labor, in the public mind perhaps the most conspicuous of all the topics which the Children's Bureau was created to study, elaborate inquiries could not be undertaken immediately, because of insufficient funds. In any case it was believed that, before another Government inquiry along these lines was undertaken, the results of the exhaustive investigation of the condition of woman and child wage earners, which has recently been completed by the Bureau of Labor Statistics at a cost of ten times the entire appropriation of the Children's Bureau, should be studied, digested, and popularized.

It is generally recognized, however, that one of the most important subjects with which the Children's Bureau has to deal is that of the relation of the child to industry. Among the topics which the law directs the bureau to "especially investigate" are "employment" and "dangerous occupations." The importance of studying thoroughly the subject of child labor is generally recognized, but the duties outlined for the Children's Bureau in this direction are much broader than would be implied by the expression "child labor,"

for the bureau is confronted by the entire problem of the transition of the child from economic dependence to economic independence. It is not merely a question of the age at which children do or should make this transition, or of the number of hours which they work or should be allowed to work after having made it, but it is a question involving the entire relation of the child to his industrial equipment for adult life. Perhaps no problems of child life are more important than those furnished by this transition from childhood to a useful occupation. Hence the bureau can not in this connection evade the problems of industrial and vocational training.

#### INFORMATION REGARDING EXCEPTIONAL CHILDREN.

The bureau can as yet offer no information as to the total numbers of exceptional children in the Nation nor can it measure the diversity in methods of caring for the various classes of dependent, delinquent, and deficient children by public and private organizations. Still less can it show that which individuals and societies have a right to demand from it in time—descriptions of the best care for such children, embodying the applications of acknowledged scientific principles, so that there shall be at the service of the public a statement of what are recognized as the best methods thus far ascertained for dealing with these questions as they now exist. There is an urgent public demand for this information.

The care of all children for whom parental guardianship is lacking or inadequate, especially those classed as neglected children, is, in the last analysis, a public function, either through actual care in public institutions or by that supervision and guardianship which has been recognized since the beginning of our country as the peculiar responsibility of the State. All the aspects of such care and supervision are important; certain of them are urgent. The letters on file and continually being received emphasize the recognized fact that no State in America is at the present time making adequate provision for exceptional and needy children. Classified directories of all available agencies dealing with children are needed. These should include, especially, institutions for feeble-minded, crippled, blind, and deaf children, institutions caring for juvenile delinquents, and an annually revised directory of juvenile courts and their officers. There is also urgent public need for widely distributed information as to the actual cost of caring for the feeble-minded in institutions, with descriptions of various types of modern institutions on the so-called colony or cottage plan, including details of successful experiments in remunerative industries for the feeble-minded.

#### INFORMATION REGARDING MOTHERS' PENSIONS.

Laws enabling needy mothers to retain the care of their own children by the method popularly known as mothers' pensions have been passed in 16 States during the past winter (1912-13). This subject has been brought to the attention of the bureau through correspondence asking information and requesting criticism and suggestions on various bills. Reports of commissions and conferences upon this subject, copies of bills submitted in various States, copies of laws passed, have all been carefully gathered together. This material

reveals a popular conviction that it is a sound principle that no child should be separated from the care of a good mother because of poverty alone. It also reveals great uncertainty and inequality as to the methods proposed to avoid such separation of mother and child. The matter of turning this popular conviction into a useful public function is one demanding searching inquiry. The laws which have been passed show very great variety and there is much honest difference of opinion as to the value of all methods thus far proposed. A careful presentation of methods in operation is urgently needed. If promptly done, this should aid in avoiding waste and the misapplication of a sound principle. The bureau therefore desires to undertake an inquiry consisting of both fieldwork and correspondence into methods in use in the various American States for providing for needy children in their own homes.

#### JUVENILE-COURT INQUIRY.

The inequality of operation of the juvenile-court laws in this country has been thus far ignored in the discussion of juvenile courts. A small group of the most conspicuous courts and those best equipped have been studied and their methods admired or criticized, but there has been little attempt to show the lack of provision for carrying out the laws which have been enacted and the undue confidence which has been placed in the bare existence of the laws, regardless of the fact that their true working inevitably presupposed costly nonpenal equipment; that is, judges and probation officers who are specially qualified, money at command for certain cases, and institutions for temporary or permanent care and teaching.

For example, a State has a juvenile-court law applicable throughout the whole State. The juvenile court in the largest city of that State may be well equipped, with a judge giving his whole time to its administration, salaried probation officers, a comfortable detention home with necessary teachers, physicians for physical examinations, permanent State institutions for the care of exceptional children, and other costly equipment for ascertaining and serving the real needs of the children brought before it; while in remote counties of the same State every expedient for helping the child may be lacking, and though he is not regarded under the law as a criminal, he may be held pending trial in a jail little better than those described by John Howard, and at his hearing either turned adrift or dealt with as an adult criminal. The theory of probation, that is, protection and guidance of the child at home by means of probation officers, is an essential feature of juvenile-court law, yet it may not be in actual operation outside of one large city in a State of a hundred counties.

Again, even where the probation theory of the law is carefully worked out and faithfully administered, the proper State institutions for the training and care of certain children may be lacking, and so the purpose of the law is defeated. For instance, into juvenile courts are brought many feeble-minded children who are plainly unable to protect themselves, who are a social menace at large; yet unless the State provides permanent institutional care for them they must be punished as responsible moral agents or placed in educational and reformatory institutions with normal children, to the demoralization of both classes, or allowed to go at large only to repeat in varying measure the history of the Jukes and the Kallikaks.

## STUDY OF THE FEEBLE-MINDED.

The material now available in the juvenile-court records of the country and the entire experience of those courts emphasize the profound importance of a better understanding of the problem of the feeble-minded. This emphasizes the need, already mentioned under "Exceptional children," for public knowledge of the degree of social waste which is plainly chargeable to those helpless children who in later life furnish a large proportion of the problems of criminality and prostitution. The bureau has had urgent appeals to study this subject, and it is believed that there are few subjects within the field of the bureau of more pressing importance at this time.

## STUDY OF LEGISLATION AFFECTING CHILDREN.

Still another branch of work which needs development is the compilation of the laws of the various States and Territories affecting children. The law creating the bureau directs it to "especially investigate," among other subjects, "legislation affecting children in the several States and Territories." The bureau has already made a beginning of the study of one branch of these laws—those affecting children in industry—but the many other branches of law which affect children, such as those providing for education, governing property rights and dependency, dealing with delinquency and with other matters, are at present scarcely touched. Their study, digesting, and publication would require a large staff working for a considerable time and would entail the preparation of many volumes. This is a service which the bureau is at present ill-equipped to render, but which would be an invaluable contribution to the readily available information on child welfare if kept constantly up to date.

## STRENGTHENING THE LIBRARY.

No more useful service can be rendered by the bureau than that of acting as a clearing house of information on problems relating to children. The vastness of the country and the growing complexity of social and economic conditions which immediately concern the well-being of the children of the Nation has made essential some such central office through which the experience and knowledge of different communities and organizations may be made available to the fullest extent in the treatment of problems of childhood. In this work the library, with its stores of current information, must necessarily have a part. It should be able to examine day by day the current periodicals and literature which come into the bureau in large quantities, in order to select the information bearing directly on work then being done by the bureau's experts or of immediate general interest. This information would thus be available not only for use in the current work of the bureau, but also for replying to inquiries received daily regarding every conceivable aspect of child welfare. Such service can be adequately performed only as there is available more assistance for collecting, summarizing, analyzing, and indexing the information coming to the library.

## POWER TO PURCHASE MANUSCRIPTS AND TO EMPLOY EXPERTS.

Some of the most authoritative investigators and experts on the subjects enumerated in the Children's Bureau law could be secured at a moderate cost to prepare special bulletins or monographs, although it would be entirely impracticable to secure their permanent services as members of the staff. There is abundant precedent in the Government service for the request that the Children's Bureau be permitted to purchase reports and material for its publications and to employ temporary assistants. This power would greatly increase the efficiency of the bureau at a minimum cost.

## SUMMARY OF PROPOSED NEW ORGANIZATION.

I recommend for the year 1915 the following organization with six principal divisions, viz, administrative offices, division of child health, industrial division, social-service division, statistical division, and the library.

		Salary.
<i>Organization of the administrative offices.</i>		
I. Office of the chief:		
<i>Carl</i>	Chief of bureau.....	\$5,000
<i>Fisk</i>	Private secretary to chief of bureau.....	1,500
Division of correspondence and publicity:		
<i>Strang</i>	Expert on cooperation with outside organizations.....	1,800
<i>Strang</i>	Expert on exhibits.....	1,600
<i>Sliver</i>	Correspondence clerk.....	1,400
<i>Talbot</i>	Draftsman to prepare exhibit material, charts, and maps for reports.....	1,200
<i>Johnson</i>	Stenographer.....	1,200
<i>Johnson</i>	Messenger to the chief.....	840
II. Office of the assistant chief:		
<i>Morgan</i>	Assistant chief of bureau.....	2,400
<i>Lewis</i>	Administrative clerk in charge of leave, records, properties, and accounts.....	1,600
<i>Johnson</i>	Stenographer.....	1,200
<i>Division of child health.</i>		
<i>Morgan</i>	Expert on sanitation, in charge.....	\$2,800
<i>West</i>	Writer of popular pamphlets on the care of children.....	1,800
<i>McNulty</i>	Stenographer.....	1,200
<i>Industrial division.</i>		
<i>Sumner</i>	Industrial expert, in charge.....	\$2,000
<i>Hacke</i>	Research assistant.....	1,600
	Do.....	1,400
	Stenographer.....	1,200
<i>Social-service division.</i>		
<i>EOL</i>	Social-service expert, in charge.....	\$2,000
<i>KFL</i>	Research assistant.....	1,400
	(Would share stenographer with other divisions.)	
<i>Statistical division.</i>		
<i>Statist</i>	Statistical expert, in charge.....	\$2,000
Field force, including:		
	1 field agent, at \$1,800.....	1,800
	4 field agents, at \$1,600.....	6,400
	10 field agents, at \$1,400.....	14,000
	12 field agents, at \$1,200.....	14,400
Tabulating force:		
	1 assistant in charge.....	1,600
	2 examiners of field agents' returns, at \$1,400.....	2,800
	10 tabulating clerks, at \$1,200.....	12,000
	8 tabulating clerks, at \$1,000.....	8,000
	2 stenographers, at \$1,000 who would also act as tabulating clerks.....	2,000
	1 copyist, at \$900.....	900
	Stenographer.....	1,200

*The library.*

Librarian expert.....	\$2,000
Cataloguer.....	1,200
Stenographer.....	1,200

I would therefore recommend the following staff for the bureau:

*Summary.*

Chief of bureau.....	<i>Kathleen</i>	\$5,000
Assistant chief of bureau.....	<i>Mexican</i>	2,400
Expert on sanitation.....	<i>Mexican</i>	2,800
Industrial expert.....	<i>Sumner</i>	2,000
Social-service expert.....	<i>Sumner</i>	2,000
Statistical expert.....	<i>Sumner</i>	2,000
Library expert.....	<i>Sumner</i>	2,000
Private secretary to the chief of bureau.....	<i>Sumner</i>	2,000
2 clerks of class 4 (\$1,800).....	<i>Fark</i>	1,500
4 clerks of class 3 (\$1,600).....		3,600
5 clerks of class 2 (\$1,400).....		6,400
18 clerks of class 1 (\$1,200).....		7,000
10 clerks at \$1,000.....		21,600
1 special agent, at \$1,800.....		10,000
4 special agents, at \$1,600.....		1,800
10 special agents, at \$1,400.....		6,400
12 special agents, at \$1,200.....		14,000
1 copyist.....	<i>Wife</i>	900
1 messenger.....	<i>Wife</i>	840
Total salaries.....		106,640
Miscellaneous expenses, as estimated below.....		58,000
Grand total.....		164,640

To provide for the traveling expenses and subsistence of members of this staff whose work may take them away from the District of Columbia, to permit the hiring of interpreters and special expert assistance, the purchase of reports and other material for our publications, and the development of an adequate working library, I would recommend the appropriation of \$58,000 as a fund for the miscellaneous expenses of the Children's Bureau.

I would suggest the following wording for the section of the act making this appropriation, as the provisions made therein for the payment of a per diem in lieu of subsistence to field employees would result in a saving in the cost of field work and would at the same time meet with the general approval of the force:

For the subsistence and traveling expenses of officers, special agents, and other employees of the Children's Bureau while traveling on official business, away from their homes and outside of the District of Columbia, with the provision that in the discretion of the Secretary of Labor a per diem in lieu of subsistence may be paid special agents and other employees when so traveling at a rate not to exceed four dollars a day, the exact rate to be fixed in each case in accordance with the reasonable cost of such subsistence by the Chief of the Children's Bureau, with the approval of the Secretary of Labor; for the employment of experts and temporary assistants to be paid at a rate not exceeding eight dollars a day, and of interpreters to be paid at a rate not exceeding four dollars a day when actually employed; and for the purchase of reports and material for the publications of the Children's Bureau, books of reference, newspapers and periodicals (including the advance payment of subscriptions for the same); for newspaper clippings to enable the Children's Bureau to secure data regarding the progress of legislation affecting children and the activities of public and private organizations dealing with children; and for reprints from State, city, and private publications for distribution when said reprints can be procured more cheaply than they can be printed by the Government.

## CONCLUSION.

Unquestionably the bureau should proceed as rapidly as possible to carry out the explicit directions of the law requiring the following investigations: Infant mortality, birth rate, orphanage, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, and legislation affecting children.

The bureau's publications already issued and in preparation deal with a few of the simpler aspects of these great problems and they have been so chosen as to strengthen each other. Thus the study of infant mortality throws light on the birth rate; the work for birth registration is essential to future knowledge of infant mortality and of the birth rate; the pamphlet on baby-saving campaigns shows the practical work already under way in certain cities; and the pamphlet on prenatal care brings to the individual mother knowledge which will lessen infant mortality. Under "Needs for the future" has been stated the line of development which obviously follows the work of the first year and leads up to the more difficult aspects of the subjects enumerated in the law. The increase of staff and appropriation necessary for beginning these further studies have been carefully considered in detail. A plan submitted is believed to be practicable, conservative, and economical. In accordance with this plan, an increase of the staff for 1915 to 76 persons is requested and an appropriation for salaries and expenses of \$164,640.

Respectfully submitted.

JULIA C. LATHROP, *Chief.*

The SECRETARY OF LABOR.

