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

FISCAL YEAR ENDED JUNE 30 1924

WASHINGTON
GOVERNMENT PRINTING OFFICE
1924
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Provided by the Maternal and Child Health Library, Georgetown University
TWELFTH ANNUAL REPORT
OF THE
CHIEF, CHILDREN'S BUREAU

UNITED STATES DEPARTMENT OF LABOR,
CHILDLREN'S BUREAU,
Washington, September 15, 1924.

SIR: I have the honor to transmit herewith the twelfth annual report of the Children's Bureau, for the fiscal year July 1, 1923, to June 30, 1924.

MATERNITY AND INFANCY
ADMINISTRATION OF THE MATERNITY AND INFANCY ACT

Forty States have continued their acceptance of the maternity and infancy act and are working in cooperation with the Children's Bureau under its provisions. On June 30, 1924, all the 40 States cooperating had matched in full or in part the Federal funds made available under the act for the fiscal year 1924—25 in full and 17 in part. The following table gives the total amounts accepted by the States from the appropriations for the fiscal years 1922 and 1923 and the amounts accepted up to June 30, 1924, from the appropriation for the fiscal year 1924:

Amounts available a to the States from the Federal maternity and infancy funds and amounts accepted b

<table>
<thead>
<tr>
<th>States</th>
<th>Maximum amounts available from 1922 appropriation a</th>
<th>Amounts accepted by States from 1922 appropriation</th>
<th>Maximum amount available from 1923 and 1924 appropriations c</th>
<th>Amounts accepted by States from 1923 and 1924 appropriations d</th>
</tr>
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<tbody>
<tr>
<td>Alabama</td>
<td>$10,297.56</td>
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<td>Arizona</td>
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<td>6,817.31</td>
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<td>(o)</td>
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a Under the terms of the act each State accepting receives $5,000 outright; an additional $5,000 is available to each State if matched, and the balance of the appropriation is distributed among the States on the basis of population.

b Amounts shown are the amounts actually accepted by the States less refunds of unexpended balances returned to the Federal Treasury as of June 30, 1924.

c Owing to the fact that only a few months of the 1922 fiscal year remained at the time the appropriation for that year was passed, a full appropriation was not made.

d These funds are available until June 30, 1925. Actual acceptances up to June 30, 1924, are here given.

* California and Illinois accepted the full amount available and Vermont accepted $5,000. However, these funds were not spent, but were returned to the Federal Treasury.

* On July 9, 1924, Louisiana voted to accept, so that 41 States and Hawaii will cooperate during the fiscal year ending June 30, 1925.

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### Amounts available to the States from the Federal maternity and infancy funds and amounts accepted—Continued

<table>
<thead>
<tr>
<th>States</th>
<th>Maximum amounts available from 1922 appropriation</th>
<th>Amounts accepted by States from 1922 appropriation</th>
<th>Maximum amounts available from 1923 and 1924 appropriation</th>
<th>Amounts accepted by States from—</th>
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<td>Wyoming</td>
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<td><strong>Total</strong></td>
<td>477,250.00</td>
<td>317,674.54</td>
<td>722,732.79</td>
<td>687,974.67</td>
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</tbody>
</table>

* California and Illinois accepted the full amount available and Vermont accepted $5,000. However, these funds were not spent, but were returned to the Federal Treasury.

The benefits of the act were extended to Hawaii by the Sixty-eighth Congress and proposals that the same action be taken with reference to Porto Rico and Alaska were pending when Congress adjourned. The governor of Hawaii has accepted the act pending the next session of the legislature, and the budget submitted has been approved by the Federal Board of Maternal and Infant Hygiene. Unfortunately, however, the second deficiency bill, which carried the appropriation authorized by Congress for Hawaii, did not come to a vote before adjournment.

During the last year real progress has been made by the States both in developing programs especially adapted to local needs and in extending the educational work to a larger number of mothers and fathers.

The immediate responsibility for the Federal administration of the act devolves upon the staff of the maternity and infant-hygiene division of the Children’s Bureau. This staff has consisted, during most of the year, of eight persons: Two physicians, serving as director and associate director, and two other physicians who conduct

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The director or associate director has visited every State at least once and several States more than once for conferences with State directors concerning plans of work and activities, for field investigations, and in connection with meetings of State medical associations, State health officers, and public-health nurses.

The consulting nurse has visited 25 States. At the request of the State health departments she has attended nine institutes for public-health nurses.

The division accountant has visited all of the 40 States accepting Federal funds and has checked the books of all the cooperating State agencies. With a few changes the same forms for financial statements have been used as last year, and improvement has been made by the States in methods of recording expenditures.

In the bureau’s report of the first 15 months’ work under the maternity and infancy act the problems outlined as follows: (1) Continued education to develop public appreciation of the value of prenatal, confinement, and infant care; (2) stimulation of complete and early registration of births; (3) development and extension of facilities for reaching areas where no maternity and infancy work is now done; (4) establishment of permanent health conferences for prenatal, postnatal, infant, and preschool consultations; (5) establishment and maintenance of community public-health nursing service and of follow-up work after health consultations. Among the activities along these lines that were noted in last year’s annual report as having been begun in the States under the provisions of the act were: (1) Increase in number of public-health nurses in either State or county positions, or both; (2) establishment of maternal and infant health centers; (3) stimulation of better birth registration; (4) improvement in milk supplies; (5) surveys of maternity homes and infant homes; (6) studies of the midwife problem and methods of supervision of midwives’ work; (7) general educational activities through literature, exhibits, lectures, demonstrations, mothers’ classes, and correspondence courses. Advance has been made in the effectiveness of the work along all these lines during the last year. The work with midwives in those States in which the percentage of births attended by midwives is high has been greatly extended. A colored doctor has been added to the bureau staff, and she is at present assisting the Tennessee Health Department in an investigation and educational campaign among colored midwives of the State. The States have been particularly successful during the last year in developing the public-health nursing service.

Other activities now under way in the various States are: (1) Permanent prenatal clinics, (2) nutrition classes and conferences, (3) mothers’ classes and conferences, and (4) consultation with doctors in remote districts by leading pediatricians and obstetricians of the States.

A conference of State directors of maternity and infant hygiene was held at the bureau September 19, 20, and 21, 1923. Officials from 40 States, including two that had not accepted Federal funds, spent three days in discussing methods of work that had succeeded
or failed and cooperation with professional and lay groups that had
proved helpful.

Under the terms of the act it is the duty of the Children’s Bureau
to undertake such studies and investigations as will lead to more
efficient administration. With the ultimate aim of reducing the
number of stillbirths a series of post-mortem examinations are being
made in order to determine causes of neonatal deaths. The investigation of
maternity homes in Pennsylvania and Minnesota has been
completed.

A motion picture entitled “Well born,” which emphasizes the
importance of prenatal care, has been produced. The bureau has
loaned copies of this film in 28 States, and 25 States and a number
of private organizations have purchased one or more copies for their
own use.¹

INFANT AND MATERNAL MORTALITY

The general level around which the infant mortality rate has
fluctuated in the United States dropped about 15 points in 1919 and
about 10 points in 1921. In spite of this decline in our rate eight other
countries still have lower rates than the United States, as shown by
the most recent available statistics for the nations of the world. It is
hoped that a new and lower level for the United States will soon
be established.

An analysis of the statistics of maternal mortality in the United
States and in certain foreign countries has been made in the statisti-
cal division of the bureau and will shortly be published. On the
face of the figures the maternal mortality from all causes has been
increasing in the United States, and the rate in this country is higher
than in most foreign countries for which statistics are available. In
order to determine whether the statistics can be accepted at their
face value and whether these conclusions are valid the margin of
error in the figures has been studied. This study shows that in the
United States the reported deaths from puerperal causes fall short
of the true number by as much as 10 per cent, but because the births
with which the maternal deaths are compared in order to obtain the
maternal mortality rate are likewise incompletely registered—in 1919
the deficiency was estimated as 8.7 per cent—the rate as calculated
is not far from correct. The study of the trend of maternal mor-
tality in the United States indicates that the certification of causes
has improved during the last 20 years. If allowance is made for the
probable effect of this improvement in certification, the mortality
from puerperal septicemia has fallen throughout the period instead
of increasing up to 1911 and falling since that time, as the figures, if
taken at their face value, would indicate, and the mortality from
other puerperal causes has been approximately stationary.

Comparison of the figures for the United States and for foreign countries
indicates no reason to suppose that the difference in the rates is
accounted for by any differences in definition or in methods of ob-
taining statistics. After allowances are made for the margin of
error in the statistics of these countries it seems probable that the
rate in the United States is actually considerably higher than in most
of these foreign countries.

¹The health department of Great Britain has also purchased a copy of this film.
A recent careful inquiry into maternal mortality in England and Wales made for the British Ministry of Health is of interest in the United States. The maternal mortality rate in England and Wales is lower than that in the United States, but their situation, nevertheless, parallels our own. Although there has been a remarkable decline in infant and child mortality in England and Wales during the last 20 years, the death rate among women in childbirth has remained practically stationary. In an introduction to the report, Sir George Newman, the chief medical officer, points out that "the one pressing and all-important requirement" without which "no sound progress can be made in the reduction of maternal mortality" is antenatal care, or, as it is usually called in the United States, prenatal care. It was in order to educate women as to the need of good prenatal and obstetrical care and local communities as to the need of making this care available for all women that the maternity and infancy act was passed and has been accepted by the States. With a maternal death rate in the United States registration area nearly twice as high as the rate in England and Wales, our need is proportionately more urgent. Moreover, because of our scattered population the unit cost of reaching the prospective mother in the United States is greater, and at the same time the numbers to be reached are much larger. However, our resources are greater than England's, the best obstetrical care available in the United States is equal to the best available in the world, and the intelligent cooperation of American women in a program of prevention of deaths in childbirth is assured.

At present the United States Government is spending less on local subsidies for maternal and infant hygiene than is the British. The various State programs are getting well under way and will supply a fact basis indicating where further expenditures should be made and how great these expenditures should be.

CHILD HYGIENE

COMMUNITY CONTROL OF RICKETS

The importance of preventing rickets arises from the great prevalence of the disease, the resulting danger to the lives of infants, decrease in the mechanical efficiency of individuals deformed by rickets, and the consequent economic loss to the community.

The United States Children's Bureau, in conjunction with the pediatric department of the Yale University School of Medicine and the New Haven Department of Health, has undertaken to demonstrate that rickets can be eradicated from a district including three wards in New Haven, Conn. The population of the district is approximately 13,000, one-third being colored and the other two-thirds of many nationalities.

The demonstration is divided into two parts—First, the prevention of rickets in all babies born within the district for a period of two years; and, second, the study of the older children in the district to determine how much rickets is already present. The method used is as follows: The birth certificate of every baby born in the district during the demonstration is sent by the board of health

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REPORT OF THE CHIEF, CHILDREN’S BUREAU

to the staff in charge of the demonstration and is delivered to the mother by a Children’s Bureau nurse. As soon as the baby is two or three weeks of age the mother is invited to bring him to the bureau office, which is near the center of the district, for examination and for X-ray of the bones of the arm. The value of cod-liver oil and sunlight in preventing rickets is explained to the mother and her cooperation in the preventive program is gained. Visits to the home are made by one of the nurses to show the mother how to give the cod-liver oil and sunlight treatment. General hygienic instructions on the care of the baby are given at the same time. A reexamination of the baby is made every month, and from time to time more X-ray pictures are taken to show the presence or absence of the early signs of rickets. During the last year the mothers of 195 babies born since the 1st of September, 1923, have brought their babies for examination, and with few exceptions these mothers are cooperating in the demonstration.

Examination of the older children in families where there is a new-born baby and of all other children in the district under 5 years of age is being made in order to give the facts as to the incidence of rickets in the district among children who have not had preventive treatment. During the year 384 “control” children have been examined.

An effort is being made to keep this demonstration within limits which will make it useful to other communities desiring to do preventive work. The X-ray examinations essential for this demonstration in order to check up the impressions received from physical examinations will be unnecessary in future application of the work.

RELATION OF POSTURE TO PHYSICAL FITNESS

An investigation as to how posture training can be used to promote general physical fitness and as to the general effect of posture on weight, height, vital capacity, power of concentration, and scholastic attainment has been made for the Children’s Bureau during the last year in cooperation with the public schools of Chelsea, Mass., and the Boston Community Health Service. In a Chelsea school one room in each grade from the first to the eighth has been selected for special postural exercises. Approximately 1,000 children have had orthopedic examinations, have been photographed, and have taken the prescribed exercises regularly. Results of this first year’s work are now being tabulated with a view to comparing them with those of a second year’s work with the same children.

It is hoped that exercises can be worked out which can be so directed by teachers that good posture training will be easily available for all children without employment of orthopedic experts except for corrective work and general supervision.

BIBLIOGRAPHY ON GROWTH AND DEVELOPMENT OF THE NORMAL CHILD

A bibliography which will contain approximately 3,000 annotated references on the growth and development of the normal child has been practically completed. It will include the following subjects: (1) General growth (principally height and weight changes); (2) development of special parts of the body; (3) metabolism; (4) adolescence and puberty; (5) methods and standards of
judging normal development. Cross references and short introductions to the sections add to the usefulness of the bibliography.

THE CHILD-WELLNESS SPECIAL

During most of last year the Child-Welfare Special, the bureau's infant-hygience truck, has been used for educational work in rural Missouri. The staff has been supplied by the child-hygience division of the Missouri State Board of Health, which has also met other costs of operation.

RECREATION

The Children's Bureau has given assistance and advice on recreational problems to several communities during the last year. At the request of a group of social workers in New Orleans several talks and demonstrations on play were given to the teachers and social workers of that city by the bureau's specialist in recreation. At Tuskegee Institute, in Alabama, where the summer school is attended by 750 colored teachers, mostly from rural districts, 17 lectures on the theory and practice of play and recreation were given to the various classes. Conferences on play and recreation were held with many other groups.

The bureau took part in the President's "Outdoor Recreation Conference," its representative attending the committee meetings preceding the conference as well as the general sessions.

The bureau's specialist in recreation has written a chapter on recreation for a handbook on institutions for dependent children, which is in preparation, and has continued work on a study of play and recreation for blind children. A report on this study is practically ready for publication.

CHILD LABOR

THE CHILD-LABOR AMENDMENT

In accordance with the recommendations of President Harding and President Coolidge, Congress has voted by more than the requisite two-thirds majority to submit to the States for ratification the following proposal for a constitutional amendment:

Section 1. The Congress shall have power to limit, regulate, and prohibiti the labor of persons under 18 years of age.

Section 2. The power of the several States is unimpaired by this article except that the operation of State laws shall be suspended to the extent necessary to give effect to legislation enacted by the Congress.

It will be noted that the amendment contains no regulation nor prohibition but proposes to give to Congress and the several States concurrent power to legislate with reference to the labor of children and young persons. Because it is an amendment to the Constitution it has been kept general in terms.

The hearings and debate indicated that a minimum national standard which States desiring to give additional protection to their children might raise is what the proponents of the measure desire.

The upper limit of the authority of Congress under the amendment is fixed at 18 years of age. The last census showed 221,298 girls 16 and 17 years of age employed in manufacturing and mechanical establishments—24,467 as laborers and 186,924 as semiskilled...
operatives. The number of working boys of these ages was somewhat larger—366,215 in manufacturing and mechanical establishments, of whom 130,627 were laborers and 133,175 semiskilled operatives. The census also showed 60,989 boys and 27,396 girls 16 and 17 years of age employed in transportation, and 24,388 boys and 88,148 girls of these ages in domestic and personal service.

A number of States have undertaken to throw some safeguards around these young people. Examples of occupations in which their employment has been regulated are: Work in which poisonous acids are used or injurious gases or dusts produced, work in blast furnaces, and the operation of dangerous power-driven machines. Girls under 18 and even under 21 are prohibited by some States not only from night work but from employment as messengers, in street trades, and in a few other occupations in which experience has indicated that there are special moral hazards. Congress may be urged, therefore, to make general some of these regulations.

Whether, in the event that the child-labor amendment is ratified, Congress will undertake to exercise its right to protect boys and girls 16 and 17 years of age can not be foretold. Experience shows that such legislation is usually long delayed even when its need and reasonableness are generally accepted. We shall have to depend still upon certain States to take the leadership. Such regulations as are adopted by Congress will undoubtedly be confined to occupations whose especially hazardous character has been clearly demonstrated.

From the experience gained during the years the first and second Federal child-labor laws were in effect the value of Federal legislation in reducing the evils of child labor is known. Federal legislation did not discourage State initiative, nor interfere with the enforcement of State laws, nor discourage State effort in behalf of the children of the State. On the contrary, it stimulated the States which had standards lower than those set up by the Federal laws to make the protection provided by the State laws equal to that provided by the Federal laws, and for States which had as high or higher standards it made further progress easier by eliminating the unfair competition of low-standard States.

The first Federal child labor law was administered by the Children's Bureau; the second by the Internal Revenue Division of the Treasury Department. The cost of administration by each was less than $150,000 a year. The reports on the operation of both give evidence of resulting benefits. State labor inspectors testify to the value of both laws in increasing the respect for the State child-labor laws.

Arkansas has taken advantage of a special session of the legislature to become the first State to ratify the amendment. Georgia, North Carolina, and Louisiana have voted against ratification. Massachusetts, in accordance with a statute passed after the adoption of the eighteenth and nineteenth amendments, has submitted the question to the voters for an expression of opinion before legislative action is taken.

**WORK ACCIDENTS**

A study of records of industrial accidents to minors in Wisconsin, Massachusetts, and New Jersey is nearing completion. Facts concerning minors to whom compensation had been paid were obtained.
from the files of the State industrial commissions and accident boards. This meant that in Wisconsin records of accidents which had caused disability of more than seven days' duration were included and in Massachusetts and New Jersey records of those which had caused disability of more than 10 days' duration. Within 12 months in these three States there were 7,478 such accidents to minors under 21 years of age, 496 to children under 16 years, 2,039 to children of 16 or 17, and 4,943 to minors of 18, 19, or 20. Thirty-eight minors died from their injuries and 920 were partly disabled for life.

An analysis of the causes of the accidents in the only State (Wisconsin) where comparative figures could be obtained showed that nearly twice as many of the injuries to minors as to adults were due to machinery. Each of the States studied had attempted to protect its child workers by prohibiting the employment of children under 16 years of age in certain occupations, chiefly in the operation of the more dangerous machines. Wisconsin and Massachusetts also prohibited some employments for children under 18 years, but operation of many of the dangerous machines was permitted to children of 16 and 17. The effect of the special protection accorded children 14 to 16 years and the need for its extension to children up to 18 are seen in the proportions of accidents due to machinery among the children of the different age groups.

In each of the three States a larger percentage of the accidents to children 16 and 17 years of age was due to power-working machinery than of the accidents either to children 14 and 15 (the protected group) or to those 18, 19, and 20, in spite of the fact that a greater proportion of the minors 18 and over are employed in the more dangerous occupations.

Because they are too young to appreciate the risks involved either to themselves or to others, boys and girls will not observe the precautions necessary for self-protection in industries in which there is danger of industrial poisoning or accidents due to power-working machinery.

The following table gives the number of accidents to workers of these different age groups and the number and per cent of these accidents due to power-working machinery:

<table>
<thead>
<tr>
<th>Age Group</th>
<th>14 and 15 years</th>
<th>16 and 17 years</th>
<th>18, 19, and 20 years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total accidents</td>
<td>4,943</td>
<td>1,654</td>
<td>2,039</td>
</tr>
<tr>
<td>Number</td>
<td>119</td>
<td>337</td>
<td>361</td>
</tr>
<tr>
<td>Per cent</td>
<td>22.8</td>
<td>34.6</td>
<td>29.2</td>
</tr>
</tbody>
</table>

*This number includes 5 children under 14 years of age.

* In Wisconsin and New Jersey the period covered was the year July 1, 1919, to June 30, 1920; in Massachusetts it was the year July 1, 1921, to June 30, 1922.
LAWS AFFECTING THE EMPLOYMENT OF CHILDREN, AND THEIR ADMINISTRATION

The analyses of State legislation affecting the employment of minors previously published by the bureau have been brought up to date and a revision of the texts of the laws published by the bureau in 1915 has been partly completed. A number of new charts analyzing additional details of child-labor and related legislation have been prepared.

During the last year the bureau has conducted a study with the object of ascertaining to what extent school authorities with power to exempt children from school attendance for work in their own homes require such children to meet certain standards before leaving school and what are the methods of enforcement in States where such children are required to get special permits. This study has consisted of an analysis of legal provisions relating to children leaving school for work at home, a compilation of the answers received to a questionnaire on methods of administration of these provisions, which was sent to local administrative officials in selected communities, and a field study of the work histories of individual children holding permits to leave school for work at home in seven cities of two States.

THE TREND OF CHILD LABOR

Current statistics of children between 14 and 16 years of age receiving permits to go to work have been received during the year from a number of cities. Of 34 cities furnishing the bureau with statistics, 20 reported an increase in the number of 14 and 15 year old children receiving first regular employment certificates during the calendar year 1923 as compared with 1922. The number of first certificates issued in the 34 cities was 89,813—an increase of 18.6 per cent over the number issued in 1922.

Material for the first six months of 1924 has not been received from a sufficient number of cities to make comparisons possible. The reports that have been received indicate a smaller number certified during the first six months of 1924 than during the corresponding period in 1923, particularly in some of the larger industrial centers where work has been slack. In the majority of the cities reporting, however, the numbers are larger than for the corresponding months in 1922.

RURAL CHILD LABOR

A series of studies of the welfare of child workers in rural communities, begun in the summer of 1920, is being completed by the industrial division of the bureau. Detailed information on their work and schooling and on other factors affecting their development and welfare has been obtained for approximately 12,000 children under 16 years of age in 14 States in different sections of the country.

Field investigations as to the work of children on farms in Washington and Oregon were completed during the last year, and similar investigations will be completed in Illinois in September.
CHILDREN'S WORK ON TRUCK FARMS OF THE NORTHERN PACIFIC COAST

In the fruit and hop growing areas of Washington and Oregon, as in many of the truck-farming sections of the Atlantic seaboard, migratory as well as local labor is used, and the majority of the children who work on the farms are children in families coming into the fruit and hop growing districts for a few weeks at harvest time. When the harvest season is at its height the tent colonies of the migratory workers dot the countryside, to disappear as if by magic after a few weeks. Many of the workers “follow the fruit,” pitching their tents wherever there are berries or prunes or apples to be picked.

The Children's Bureau study included two areas in which orchard fruits and hops are raised—one in the Willamette Valley, Oreg., and the other in the Yakima Valley, Wash.—and an area in the Puyallup Valley, Wash., where raspberries are the principal fruit crop. Of the 1,803 children under 16 years of age who worked on the farms in the sections surveyed 1,006 were children in migratory families. All the migratory children were hired laborers. With the exception of a few Indians the migratory child workers were white. Three-tenths of the resident child workers worked only for their parents, but the other seven-tenths, or 564, were hired laborers working all or part of the time on other farms than those of their parents.

Although most of the work was easy, these western children worked long hours, especially the hop pickers and the children who worked in the orchards of the Yakima Valley. During the harvest season, of 967 children in the Yakima and Willamette Valleys who reported their hours, 67 per cent worked more than 8 hours a day and 43 per cent worked 10 hours or more a day. The working day for children in the berry fields of the Puyallup Valley more nearly resembles that of child workers on the truck farms of the East studied by the Children's Bureau—10 per cent of the child workers in the Puyallup Valley worked for a 10-hour day or longer, as compared with 14 per cent in the New Jersey section and 19 per cent in the Maryland section.

The children who migrated with their families to pick berries in the Puyallup Valley were not absent during the school year from the districts where they lived. Neither they nor the local child workers lost any considerable amount of schooling on account of their farm work, because the work was done in the summer. Local child workers in the Yakima and Willamette Valleys were not absent from school for farm work to any extent, because the school terms were adjusted to the harvest seasons. In sections where prunes ripened late and in most of the hop-growing districts the schools opened late and made up the lost time in the spring, and in apple-growing districts some schools opened in August and gave a brief vacation in the fall. But the migratory children who worked in the Yakima and Willamette Valleys, like migratory child workers in other sections of the country, suffered a serious loss of schooling as a result of their migrations. Fifty-one per cent of the migratory workers in the Willamette and Yakima Valley districts, as compared with 27 per cent of the local workers in the same districts for whom school records were obtained, had missed at least four weeks of school during the year of the Children's Bureau study. In some of the places where the study was made school officials interpreted the com-
pulsory school attendance law to apply to children residing temporarily in the district and felt responsible for such children’s school attendance.

CHILD LABOR IN THE CANNERIES OF WASHINGTON

At the request of a number of State organizations interested in child welfare, an inquiry was made during the summer of 1923 into the employment of children in Washington canneries. During the latter half of August and the first part of September agents of the bureau made inspections in 29 canneries in the State to ascertain the number of minors employed and the conditions under which they worked. Sixteen were fruit and vegetable canneries and 13 were fish canneries, berries and salmon being the chief products canned in the State. No attempt was made to select particular canneries, other than to visit at least one in each town where canneries were in operation at the time of the inspection. Canners were visited in 21 towns in 11 counties.

The State laws governing the employment of children require work permits for boys under 14 years of age and girls under 16 and school-exemption certificates for all children under 15 who are employed while schools are in session. A law had been passed in 1907 fixing a minimum age of 14 in factories, stores, etc., and exempting children of 12 or over on account of poverty provided they worked in occupations not dangerous or injurious to health or morals (acts of 1907, ch. 128), but this law had been held by an opinion of the assistant attorney general to be repealed by chapter 210 of the act of 1909, so that at the time of the study there was no law in effect in Washington fixing a minimum age for work in factories or canneries.6

The Washington Industrial-Welfare Committee has ordered that minors under 18 years (with exceptions under certain conditions for telephone or telegraph messengers and for persons over 16) shall not be employed “in or in connection with any mercantile, manufacturing, printing, laundering, or dyeworks establishments, sign painting, machine or repair shop, or parcel-delivery service, or any other industry other than public housekeeping” for more than eight hours a day, nor before 6 a.m. or after 7 p.m., no more than six days in any week.7

In all except three of the canneries visited children under 16 years of age were found working. Two of the establishments in which no children were found were fish canneries in which only oriental laborers were employed. In the 26 canneries in which children worked there were 244 children under 16—133 in fruit and vegetable canneries and 111 in fish canneries—representing approximately one-twentieth (5.5 per cent) of the total number (4,354) of workers in these establishments.

In the fruit and vegetable canneries children sorted, peeled, split, or cut and cored fruit, snipped beans, packed fruit into cans—in fact, did all kinds of work in connection with the preparation and packing of the product. Children also worked at trucking, at packing the filled cans into cases or boxes, and at a variety of odd jobs,

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6 Since this writing the office of the State attorney general has rendered an opinion dated Oct. 7, 1924, that this section is in effect.
7 Industrial-Welfare Committee Order No. 31, dated at Olympia, Wash., Aug. 28, 1922.
such as "traying" cans of fruit and putting salt into cans in fish canneries where this is not a machine process. Girls engaged in splitting, cutting, or coring fruit were standing on wet floors in several canneries, in one of which the water stood 2 inches deep in the section where the girls were working. The majority of the establishments were overcrowded, several so much so that it was not possible to pass between the rows of workers.

The children's work in the fish canneries is on the whole more difficult and heavy than in the fruit canneries. Among the occupations in which children, including some under 14 years of age, were employed and which are both heavy and hazardous work were "wheeling cans," or trucking, feeding the iron chink (the machine which butchers the fish), pitching fish on to belt conveyors or into bins, tending the circular gang knives that cut the fish into suitable lengths for the cans, and "slimming," or washing the fish in running water.

The hours of work were irregular in both the fruit and the fish canneries, but especially in the latter, as the catch can not be regulated and it is considered impossible to "hold over" fish from day to day. Many cannery superintendents stated that the working time varied from a few hours on intermittent days at the beginning of the season to extremely long hours seven days a week during the peak. In all except two factories, both under the same management, there was but one shift, and children and adults worked the same number of hours. As has been said, the Washington Industrial-Welfare Committee has ordered an eight-hour day and a six-day week and has prohibited work between 2 p.m. and 6 a.m. for minors under 16, thus setting up standards identical with those of the former Federal child-labor laws. Of the canneries visited only the two previously referred to maintained these standards. An examination of the payroll and the office records of these two establishments revealed careful adherence to the requirements as to the actual hours of work and the keeping of records of the hours worked. In the other canneries statements were freely made that all persons worked the same number of hours, and when necessary worked at night and seven days a week.

The provisions of the State child labor law in regard to employment permits were violated in each of the 26 canneries in which minors were employed. In all there were 14 violations—21, or more than half the boys under 14, and 126, or 85 per cent of the girls under 16, were employed without work permits. Only 51 permits or certificates were found on file in the 26 canneries visited and on 10 of these the child's age was misstated.

The procedure to be followed in the issuance of work permits is not specified in the law. It was found that judges, who under the law are charged with the responsibility for issuance, frequently delegated the power to subordinates in their offices, to local officials such as attendance officers or city clerks, or even to employers, and merely supplied signed blanks to the issuing agents. In view of this custom and of the fact that the procedure is not prescribed, it is not surprising that there was no uniformity in the methods of issuance, in the form of permit used, or in the way in which records were kept.
VOCATIONAL OPPORTUNITIES FOR MINORS

With the raising of child-labor standards in the more progressive industrial States and with the development of part-time schools and of vocational training, vocational guidance, and junior placement, increasing need is felt for definite information as to the occupations entered by boys and girls leaving school at different ages and with different mental equipment and training, and for definite information also on the requirements of different occupations and industries and the rewards which they offer the young worker.

In previous years the Children's Bureau has made studies of the former type in regard to the employment of 14 and 15 year old children who have been granted work certificates, and within the next year or two it is planned to conduct somewhat similar inquiries, which will include also boys and girls who have remained in school until their seventeenth or eighteenth year, with the object of determining to what extent the nature of the occupation chosen, the success and stability of the worker in that occupation, etc., depend upon such factors as the age of going to work and the amount of education that the worker has received.

During the last year the bureau issued the first of a series of bulletins on work opportunities for minors in specific industries or occupations. This dealt with automobile and metal-manufacturing industries in certain Michigan cities.

A study relating to opportunities offered in the various branches of the printing trades in New York City, with special reference to apprenticeship, was begun in the spring of 1924.

WORK HISTORIES OF MINORS OF SUBNORMAL MENTALITY

A study of the work histories of minors who have been pupils in special classes for mental defectives, made in 1923 in Newark, N. J., has been extended to six additional cities in various parts of the country—Rochester, N. Y.; Cincinnati, Ohio; Detroit, Mich.; and Oakland, San Francisco, and Los Angeles, Calif. It is planned to obtain the work histories of approximately 1,000 minors who left the special classes during a selected three-year period. Information on special facilities offered for vocational or prevocational training, on placement, and on supervision in industry of boys and girls of subnormal mentality is also being obtained.

DEPENDENT, NEGLECTED, AND DELINQUENT CHILDREN

AID TO DEPENDENT CHILDREN IN THEIR OWN HOMES

When the plan for "mothers' pensions" to be administered by a public agency was first suggested it provoked much discussion and much opposition. It received powerful support from juvenile-court judges, who objected to children being taken from their mothers solely because of poverty and explained the costliness to society of this method of relief and also of allowing the standard of family

Provided by the Maternal and Child Health Library, Georgetown University
life to drop below the margin of social decency because of the death of incapacities of the husband and father. But some social workers thought it was a dangerous and far-reaching violation of an accepted and fundamental principle as to the division of work between public and private agencies. The line of division most frequently urged by this group was that the public should provide institutional care, but that relief in the home must remain a private function. Some saw in the plan the acceptance by the State of an unsound policy of relief in place of what they regarded as a sound policy of social insurance, which seemed to them to be a possible alternative. Others saw insuperable practical difficulties to successful administration of such laws. As so often happens, words in themselves for a while proved a barrier to a meeting of minds, but when some one discovered that public aid for dependent children in their own homes and not family relief was the issue there were those who changed from opponents to advocates. The public's decision in the controversy has been overwhelmingly in favor of public action.

Thirteen years ago the first law was passed, and the first aid or pension of this sort was granted. Information obtained through published reports and a questionnaire sent out by the Children's Bureau indicates that approximately 130,000 children are now receiving aid, and about 43,000 families are being kept together, at an annual cost of millions of dollars. The maximum numbers have not yet been reached. Although laws have been passed in 42 States in some of these, because of inadequate appropriations, the law is little more than a declaration of principle, from which few children have benefited. In other States the attempt has never been made to grant aid to all those who came within the terms of the law. Expenditures have increased as the age limit of children who may be beneficiaries has been raised to correspond with advancing educational standards and with appreciation of the value of more nearly adequate relief. In five States—Massachusetts, Michigan, New Jersey, New York, and Pennsylvania—during the six-year period 1917 to 1922 expenditures increased nearly 240 per cent, and the number of families receiving aid increased almost 120 per cent. The numbers and amounts are already so large that they present, as only mass statistics can, the importance of preventing widowhood as far as possible by reducing the death rate from disease and from industrial and other accidents, and of increasing wages so that when death does occur, dependence on either public or private assistance will be unnecessary. In the United States we are committed to the doctrine that except in unusual cases the working man should be able to leave sufficient means to provide for the care and education of his own children. This theory is still to be realized in many occupations, and for the present we must provide for more than these unusual cases. The administration of these laws is, therefore, of far-reaching importance and, for that reason, study of the subject has been continued by the Children's Bureau.

The earlier study of the standards of mothers' pension laws in 10 communities has been followed by a further study undertaken at

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83 See A Tabular Summary of State Laws Relating to Public Aid to Children in Their Own Homes in Effect June 1, 1924 (U. S. Children's Bureau Chart No. 3, 1924 (in press)).

Provided by the Maternal and Child Health Library, Georgetown University
the request of a committee representing the family division of the National Conference of Social Work. This study has included counties in Massachusetts, New York, Pennsylvania, Ohio, Illinois, Michigan, Washington, California, and the Province of Manitoba, Canada. The inquiry was directed especially toward an analysis of the standards that prevailed with respect to housing, health, education, and recreation. A revision of the chart showing State legislation is now in press.

CHILD DEPENDENCY IN THE DISTRICT OF COLUMBIA

At the request of the Board of Children's Guardians of the District of Columbia a study of public provision for dependent children was undertaken, which, at the request of the Washington Council of Social Agencies, was extended to include a survey of the care available through private agencies.

An advance print of a section of this report was issued that it might be used in connection with the work of the District of Columbia Commission on Public Welfare Legislation.

The investigation showed that during the period from 1904 to 1922 there were from 22 to 25 dependent children in the District of Columbia per 1,000 of the population under 21 years of age. In 1922 about two-thirds of these were under care of the Board of Children's Guardians and one-third in private institutions. The dependency ratio was very much higher for colored children than for white children—34 per 1,000 for colored children, as compared with 15 per 1,000 for white children. To prevent child dependency and give adequate care to the children who are already dependent, many changes are necessary. The best practice requires resources which will make possible a careful social investigation and a scientific study of each child before any decision is made. Public aid available for dependent children in their own homes to obviate the necessity of making them wards of the board, legal authority to deal with cases in which commitment is not necessary, a larger probation staff so that the juvenile court may give supervision in dependency cases, public supervision of private agencies and institutions, and coordination of all the child-welfare work of the District are greatly needed.

CHILD-WELFARE ACTIVITIES OF STATE DEPARTMENTS OF PUBLIC WELFARE OR STATE BOARDS OF CHARITIES

The growing appreciation of the value of good social technique in caring for dependent, neglected, and delinquent children, of the importance of reaching rural as well as urban districts with a preventive program, and the movement to reorganize and consolidate State departments has resulted in a very great improvement in the administrative machinery of State departments or boards of public welfare or charities in a number of the States in recent years. The efforts to make this machinery function with reference to rural communities are of special interest in view of the large number of children in our rural population and the previous neglect of their problems.

Although a good administrative plan does not insure good work, it makes it more easily possible, and well-planned experiments now
in progress are being watched with great interest. In 24 of the 48 States child-welfare work has been given special attention in the organization of boards of charities, boards of control, or departments of public welfare. Fifteen of these States have in one of their State departments child-welfare divisions or bureaus dealing with dependent, neglected, and delinquent children. The organization and methods of work of these divisions or bureaus differ greatly, nor is the work for children always better done in States with such divisions or bureaus than in States without them. This part of the State's social program has been scientifically developed in some of the States that have no separate organization dealing with child welfare.

A few States have created independent child-welfare bureaus which are not attached to any board or department. Such bureaus in Alabama, Oregon, and Arizona have a comprehensive field of work. In the District of Columbia, New Jersey, and West Virginia, boards of children's guardians care for dependent children chiefly through placement in family homes. In Colorado, Montana, Texas, Washington, and Wyoming, bureaus of child and animal protection, originally private organizations, operate under State auspices with public funds.

The work done by these bureaus and boards is so varied and so uneven as to make general classification impossible. The work of a few includes exclusively, or almost exclusively, the care of dependent children by the State, either through placing-out activities or in the supervision of agencies and institutions. The lines of work in a number of the States which have given special recognition to child welfare may be briefly summarized as follows: (1) Administrative duties required by statute, including child placing, management of institutions, etc., (2) supervision of child-caring institutions and of agencies placing out dependent children, (3) assistance in promoting juvenile-court and probation work throughout the State, (4) cooperation with the counties in the administration of aid to children and families in their own homes, and (5) development of a State-wide program of child care by encouragement and help in the organization of county-wide work to prevent dependency and delinquency as well as to provide modern treatment for those who become dependent and delinquent.

It is generally agreed that assistance in county work, although much neglected in the past, is becoming one of the most important functions of a State bureau or department. The organization of one State can not be recommended as especially adapted to the needs of another State, because the geography, the character of the population, and the industrial life of the State create special problems. However, in all States, with the possible exception of a few small ones, a State program for child care and protection can be translated into effective action only if local work in accord with the best modern experience is developed. At the present time the development of such local work in many counties of practically all the States awaits the encouragement or assistance of experts that the State should undertake to supply.

A system of county organization for child care and protection has been developed in a number of States as a result of the efforts of the State department of public welfare or board of charities. The
types of service now being developed in Minnesota, North Carolina, Missouri, and Virginia are of special interest. In these States the county boards of public welfare or child welfare, in addition to dealing with local problems, also act as local representatives of the State board.

During the last year a careful analysis of what is needed and of what is being done to develop county-wide child-welfare activities has been undertaken by the bureau in several States, and it is planned during the coming year to undertake a study of administrative methods being worked out by the State boards or departments.

THE LOCAL COMMUNITY AND THE CHILD IN NEED OF SPECIAL CARE

Neglected and delinquent children in Georgia.

At the request of the Georgia State Department of Public Welfare and the Georgia Children's Code Commission a study was made early in 1924 of the care available to dependent, neglected, and delinquent children in 30 counties in Georgia. A preliminary report in manuscript form has been submitted to members of the department and the commission for their use in making recommendations to the legislature during its 1924 session.

A law enacted in Georgia in 1916 requires that there be a juvenile court with a paid probation officer in every county of the State, that an existing court of record be designated for that purpose by the superior-court judge of the circuit, and that the judge of the juvenile court so created serve without additional compensation. The law further provides that in counties with a population between 35,000 and 60,000 there may be created a separate juvenile court, with a salaried judge, upon the recommendation of two successive grand juries. In counties with a population of 60,000 or over the law provides for a special juvenile court. Two of the 4 counties with a population of 60,000 and 4 of the 11 counties with a population of 35,000 to 60,000 were among the 30 counties included in the study.

In only a few of the 30 counties was there special equipment for dealing with children's cases in accordance with juvenile-court procedure. Juvenile courts had been designated and were functioning in 15 counties; probation service, usually inadequate, was available in 14 counties.

Almost 1,300 children were brought before the courts of the 30 counties in a single year, and the evidence indicated a considerable amount of delinquency and neglect among children which did not come to the attention of the court. While community possibilities of preventing dependency, neglect, and delinquency were utilized in very few of the counties, there were encouraging illustrations of constructive work being done through those juvenile courts that were functioning as the law intended.

The present law in Georgia contemplates the abolition of jail detention of children, but at the time of the study administrative provision for carrying out the law had not been made in many counties. During 1923, in the 30 counties studied, 157 children brought before the courts because of delinquency were detained in
The jurisdiction of the courts in children’s cases is not clearly defined in the law, nor has adequate power been given to safeguard the child when cases arise involving such problems as the custody of minor children, adoptions, adults committing offenses against children or contributing to their dependency or delinquency, nonsupport or desertion of minor children, determination of paternity and the support of children born out of wedlock, and authorization of marriages of children. The State has no law providing public aid to dependent children in their own homes.

Practically none of the courts handling adoption cases in the 30 counties had given special consideration to the need of safeguarding the children by determining in advance what was the character of the homes in which they were to be placed or whether removal from the parental home was necessary. Marriages of boys and girls under 18 years of age, without observance of the legal safeguards, were frequently reported in the counties visited.

The problem of dependency and delinquency in representative counties of Pennsylvania.

A field study of work now being done for dependent, neglected, and delinquent children by local communities in Pennsylvania was begun June 20, 1923, at the request of the Pennsylvania Children’s Commission and with its cooperation. Facts as to the following are now being obtained in counties representative of different conditions: (1) What the problems of dependency, neglect, and mental defect, physical handicap, and delinquency are; (2) present methods of dealing with these problems, with particular reference to problems inadequately dealt with or hitherto untouched and duplication of organizations or activities; (3) the possibility of furthering coordination of activities so that the children may receive adequate care. Special attention will be given to the functions of public agencies, and the possible usefulness of a county child-welfare board (or public-welfare board), working with a county superintendent of public welfare in developing and coordinating child-welfare activities. Emphasis will be placed on the need and the possibility of applying the principles of social case work to all forms of public work affecting children.

In order to ascertain the methods of organization and the results obtained in pioneer States in the development of county work, brief studies in selected counties of three States—New York, Minnesota, and North Carolina—are also being made.

DEPENDENT WARDS OF THE STATE OF WISCONSIN

At the request of the Wisconsin State Board of Control the Federal Children’s Bureau undertook in 1923 a study of children placed in Wisconsin homes under a system of indenture. In the course of this investigation the histories of 452 of the children who were placed on indenture during the five-year period 1913–1917 were assembled. To get these histories agents of the bureau visited the homes into which these children had at any time been indentured, obtained information in regard to conditions in the parental homes.
at the time of the children's commitment to the care of the State and the subsequent histories of these families, interviewed the children who had been released from the jurisdiction of the State, and followed up other sources of information discovered in the course of the investigation.

The history of the Wisconsin State Public School, which was planned as a temporary receiving home for children awaiting indenture, reflects, in a measure, the general development of ideals regarding the care of children and of the use of public resources for this purpose. In 1885 the legislature provided for the establishment of the Wisconsin school. Eleven years earlier Michigan had established a similar system, which had been much praised in the United States and in Europe. At that time the State was trying to remove dependent children from county poorhouses, (2) to avoid the system of State subsidies to private agencies which resulted in divided responsibility for the care of the children and sometimes in objectionable political activity on the part of the private agencies, (3) to gain for the children the advantage of rural family home life through indenture on farms. The State school was to provide temporary care and act as a placement agency for the children. Since this school was established general education standards have been raised; the family and community problems which result in dependency are much better understood; the necessity has been demonstrated of physical and mental examination of children before placement, of careful selection of homes in which children are to be placed, and of supervision of these homes after children have been placed in them; and, finally, it has been found less satisfactory for the State to place its children on indenture than to retain guardianship of them when adoption is found impossible or inadvisable.

During the 38 years the school has been in operation it has had under care about 6,000 dependent and neglected children. From the beginning the school has had to retain the care of some children who were found unsuitable for indenture, and apparently the tendency to send to the State school only those children whom the local communities had difficulty in caring for has increased the proportion of such children. Some of the children thus retained were crippled, and in 1901 the commitment of such children to the school was authorized by law. In 1918, because of its experience with indentured children whose defects had not been known at the time of placement, the school adopted a policy of not placing mentally defective children or children whose family history indicated probable mental defect. This policy was made mandatory by the enactment in 1921 of a law forbidding the placement for indenture or adoption of mentally defective or physically handicapped children. What was to be a temporary home for normal children awaiting indenture has thus become the permanent home of a considerable number of children physically or mentally abnormal. Whether it is the best agency to provide the clinical treatment and training that may be necessary is a question.

The study made by the Children's Bureau indicated that the number of children whose care is assumed by the State could be reduced by more careful investigation before the children are received. A considerable number of the children were properly removed from the custody of parents or guardians because of serious neglect and dan-
egerous family conditions. Some of these parents or guardians could and should have contributed in whole or in part to the support of their children. Other children were surrendered permanently during temporary financial stress and still others because the parents found it more convenient to surrender them than to keep them. It was not until 1923 that temporary commitments were made possible or that county support of children committed could be required.

The system of indenture used by the Wisconsin State Public School differs from the indenture or "binding-out" contracts of earlier times. Under the contract used in Wisconsin the State can withdraw a child from the home into which he has been indentured, without recourse to legal action, and a family is free to return the child to the State if conditions are not satisfactory.

The central idea of indenture, however, is, as it always was, the service that the child is expected to render to the family to which he is indentured. Applications for children are evidently made with a view to the work the children can do. This is not in accord with the present spirit which underlies provision for children who, because of misfortune, become wards of the State.

Since the school has been handicapped by the tradition that the child should serve the family in which he is placed and since it has had an inadequate staff for investigation and supervision, it was found, as was to be expected, that many of the homes in which children were placed were unsatisfactory, that the schooling provided was inadequate, and that sometimes the children were overworked and they were not given proper vocational guidance or, after they became independent wage earners, proper supervision. It is clear that, like many other States, Wisconsin needs to revise the whole program of State care for dependent children. Expansion of the child-welfare work into a major division of the State board is in line with recent successful experiments in organization under a unified plan of State work for children. A State can not afford not to give the scientific treatment and intensive training that problem children require; it should not assume the care of children without thorough investigation to make sure that there is need for the State's action; it should develop its placing-out work and home-finding service so as to utilize fully the resources in the State for free-home and adoptive care; and, finally, the State should be prepared to pay for boarding-home care when such care is for the child's best interest. The State's interest in the child should continue through the difficult period when the first adjustments to industrial life are being made.

WHAT CHILDREN SHOULD BECOME WAVERDS OF CHILD-CARING AGENCIES

Agencies and institutions, both public and private, should keep constantly in mind the ideal of leaving the home circle intact and should take a child away from the parent or parents only if the conditions of the home make the removal clearly necessary. In recognition of the importance of eliminating the conditions which made the removal of the child from the parental home seem necessary before such removal is finally decided upon the bureau has been requested by agencies dealing with dependent children to make a study of the whole intake problem. Certain facts obtainable from the records have already been collected from public and private
child-caring agencies for approximately 15,000 children. An intensive study in one or more communities is planned for the coming year.

CARE OF CHILDREN BORN OUT OF WEDLOCK

In 1916 Maryland passed a law providing that no child under 6 months of age may be separated from its mother for placement in a foster home or institution except with the approval of certain public authorities. In order to determine the efficacy of this law in reducing the death rate among the children whom it was designated to protect the bureau tabulated the births and deaths in 1921 of children of illegitimate birth under 1 year of age. This tabulation showed that the ratio of the deaths of these babies to the deaths of those of legitimate birth was approximately 1.5 to 1 in 1921 as compared with 3 to 1 in the year before the law was passed. Information concerning the policies adopted by Baltimore agencies caring for these children since the passage of the law has also been assembled. This material will be combined with information obtained from some 300 case histories, supplied by child-caring agencies or maternity homes in 12 cities, in which the custody of the child has been retained by the mother for 10 years or more, and contact with the child has been maintained by the mother.

CENSUS OF CHILD-CARING AGENCIES AND INSTITUTIONS

The Children's Bureau is cooperating with the United States Bureau of the Census in the preparation of a volume which will include statistics of child-placing agencies, child-protective agencies, children's institutions, homes for adults and children, and institutions for juvenile offenders under the age of 18 years. The chapter on juvenile offenders will be written by a member of the staff of the Children's Bureau.

ADOPTION LAWS IN THE UNITED STATES

A report has been prepared dealing briefly with the history of adoption legislation in the United States. The principal features of the laws have been summarized and texts are given of recent laws which contain new provisions safeguarding the child's welfare and the rights of all the parties in interest.

Frequently adoption is all too lightly undertaken, without regard for the welfare of the child or the rights and obligations of both the natural and the adopting parents. To safeguard the interests of all the parties concerned, the adoption law should provide for investigation of the fitness of the natural parents to care for the child, of his physical and mental condition and his heredity (as it bears on whether he is a proper subject for adoption), of the moral fitness and financial ability of the adopting parents, and in general of the suitability of the proposed home. It should also provide for trial placement in the home either before the petition for adoption is filed or before a final decree is granted, and for supervision during this trial period.

Experience has shown it to be important to the child that if the petitioner is married, the husband and wife shall join in the petition.
and that the records be safeguarded against publicity. The provisions
of the statute with reference to the consent of the parents and the con-
ditions under which their consent is waived need to be carefully
drawn. Surrender of rights by parents otherwise than through
court proceeding or upon action of a responsible public agency ought
not to be permitted. The law should provide for the consent of the
child if he has reached an age at which his judgment is of value.

The most important development in recent adoption legislation is
the provision for investigation into all the pertinent facts before
adoption is authorized—either by the court or through some person,
agency, or board designated by the court. Of special interest from
an administrative standpoint is the plan of referring such questions
to the State board of public welfare or to some similar State body
specializing in the care of dependent and neglected children for
investigation. Arizona, Minnesota, New York, North Dakota, Ohio,
Oregon, and Virginia are among the States which have recently
passed laws requiring investigation in adoption cases. A few of the
erlier laws, notably that of Michigan, also included provisions mak-
ing investigation mandatory at the discretion of the court in all cases
or in certain types of cases.

The recent laws of Georgia, Minnesota, New York, North Dakota,
Ohio, and Virginia show another significant development in the re-
quirement that the child shall have lived for a certain length of
time in the proposed home before the decree of adoption shall be
entered.

THE DEVELOPMENT OF DOMESTIC-RELATIONS OR FAMILY COURTS

In the legislation of the last decade there is evidence of a tendency
to extend the jurisdiction of the children's court or to combine in
one tribunal, termed a "juvenile court," a "domestic-relations court,"
or a "family court," jurisdiction over divorce, nonsupport, and de-
sertion, and over child dependency, neglect, and delinquency.

The Children's Bureau has in progress a study of the jurisdiction
of courts other than juvenile courts and the methods used by them in
dealing with cases affecting the status and welfare of children. This
inquiry will include (1) an analysis of the laws of the 48 States
with reference to jurisdiction, procedure, and provision for proba-
tion service; (2) a statistical study of about 12,000 families in
Cincinnati and Philadelphia, showing the extent to which the same
family is dealt with in different types of cases and the interrelation-
ships of courts and social agencies in such cases; and (3) studies of
the organization and case-work methods of courts in those cities
which have attempted special court organization for dealing with
family problems.

The study includes the following types of cases: Delinquency and
dependency of children, contributing to the delinquency or depend-
cency of children, offenses against children, desertion and nonsupport,
annulment of marriage, divorce, establishment of paternity, adoption,
guardianship of person, and commitment of feeble-minded children.
In some communities where investigations were made for the third
part of the study jurisdiction over nearly all these problems is cen-
tered in one court; in other communities jurisdiction is divided among
several courts. For all the courts dealing with these types of cases, information has been obtained concerning jurisdiction, staff, organization of probation work, methods used in the reception of complaints, the informal adjustment of cases, investigation and supervision of cases, provision for physical and mental examinations, records and statistics, and the cooperation of the several courts with one another and with the social agencies of the community.

The urgent need for increased facilities for social service in such cases as nonsupport and desertion, adoptions, and family difficulties of various kinds has become more and more evident in the course of the study. On account of limitations of staff the task in nonsupport cases has been conceived too often as solely the collection of money. The work that is being done in some communities is showing that court problems of the types under consideration require not only the authority of the court but the expert diagnosis and intensive supervision which the best case-working agencies have developed for family case work. The experience of clinics that combine psychiatric study with social case-work methods is emphasizing the fundamental importance of including in the treatment of individual difficulties a plan for proper adjustment to family and community life.

The group of specialists which the Children's Bureau appointed to consider and recommend juvenile-court standards came to the conclusion that the juvenile court should be given exclusive jurisdiction over most of these questions. Their recommendations are in line with the legislative tendency. However, there are those who think that at least in large centers of population where numbers make specialization possible, the juvenile-court jurisdiction should be curtailed rather than increased so that the judge and the whole staff of the court may give exclusive attention to the more serious conduct problems of children. But all are agreed as to the necessity of correlating the work of the different courts that handle cases involving children. It is hoped that the present investigation will furnish a fact basis which will be useful in future decisions as to how this may best be accomplished.

SEX DELINQUENCY AMONG CHILDREN

The Children's Bureau has received many requests during the last year to undertake research with reference to prevention of sex delinquency among children and methods of care for those who have become delinquent. Local communities desire not only facts as to successful handling of these conduct problems in this and other countries but help through consultation by qualified experts. The bureau has ample authority to undertake this work under the provisions of the act of Congress creating the bureau, but it can not supply the information or the help desired unless it is enabled to create a division which will be devoted to this work.

At present the Children's Bureau has a maternity and infant-hygiene division, a child-hygiene division, an industrial division, a statistical division, and a social-service division in addition to the administrative and editorial divisions. The social-service division has conducted research with reference to dependent, neglected, defective, and delinquent children, but with so large a field to cover it can not give that specialized attention to sex delinquency which this
problem demands. A continuing appropriation of $75,000 a year, though not sufficient to make service on a national scale immediately available, would be sufficient for a beginning, and the work would gradually become national in scope and in effect. There is no field of child study more important or more neglected than this.

**CURRENT STATISTICS AS TO CHILDREN**

The need of national statistics in regard to the number of dependent, neglected, and delinquent children is becoming increasingly apparent. In addition to the decennial census, current statistics for the various States compiled in such a way as to make comparisons possible are needed. The Children's Bureau has been assembling information on the trend of child labor as revealed by the number of work permits issued. About 30 cities have been reporting to the Children's Bureau data obtained from these permits. Eighteen States have now agreed to report to the bureau the number issued for the whole State and it is hoped that information on a national scale will soon be available.

Present methods of classifying dependent, neglected, and delinquent children vary so much from city to city and State to State that it is impossible to make comparisons. Delinquency rates compiled from the published reports of the juvenile courts show such great differences—for example 4.9 delinquents per 1,000 children of delinquency age in New York, and 3.6 in Chicago, as compared with 17.8 for Seattle, 38.8 for Richmond, Va., 16.2 for New Orleans, and 31.3 for Philadelphia—that the conclusion is inevitable that the definitions of terms vary so as to make the figures valueless for comparative purposes.

A number of the courts have expressed great interest in a plan for a uniform method of recording the facts with reference to the children who pass through the court each year, and it is hoped that during the coming year an experiment may be made, in cooperation with a few courts, in a plan for the uniform reporting of juvenile-court statistics.

Reporting by local agencies to the State department of public welfare or the State board of charities the facts with reference to dependency is becoming more general. With some preliminary agreement as to the salient facts to be recorded the State reports would furnish the basis for information in this field. Collection of such current information, even with the full cooperation of State and local agencies and courts, requires some outlay. The bureau hopes during the coming year to make such an exploration of the field as will enable it to estimate the cost and feasibility of assembling current national statistics of (1) children legally employed, (2) delinquent children, and (3) dependent children.

**STATE CHILD-WELFARE COMMISSIONS**

The Children's Bureau has continued its active cooperation with the State child-welfare commissions which, with the recent addition of Iowa, now number 29. Such commissions, appointed to study

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"These figures for the year 1922 are for "cases," not children, and these dealt with informally as official cases are included. The "children of delinquency age" used for this calculation are children over 5 years and within the juvenile-delinquency age as defined by law; that is, under 10, 17, or 18 years of age, according to the State law."
child-welfare conditions and to coordinate and revise child-welfare legislation, have been active during the last year in the District of Columbia, Florida, Georgia, Iowa, Kentucky, Maryland, New York, Pennsylvania, South Dakota, Tennessee, and Utah. The Georgia, Kentucky, Maryland, and New York commissions reported to 1924 legislative sessions, and the Iowa commission reviewed child-welfare bills presented at a special session of the legislature by commissioners appointed to codify the laws of the State. The Iowa commission, appointed in November, 1923, and the Utah commission, reorganized in March, 1924, are now studying the needs of their respective States with a view to recommending to the next session of the legislature changes in the laws affecting children. The Florida commission, created in 1923 and organized in 1924, has planned a comprehensive program in cooperation with the Florida State Conference of Social Work. A commission to study the social needs of Tennessee was appointed by the governor late in 1923 and has been active throughout 1924. The Children's Bureau has been kept in touch with the commissions through correspondence, visits from the commissions' representatives, and, in some States, special studies made at the request of the commissions.

The District of Columbia commission has held public hearings on various subjects and has drafted bills. The principal measures which the commission has considered have been the organization of a board of public welfare, public aid to dependent children in their own homes (no such aid is provided in the District), a juvenile-court law which would broaden the jurisdiction of the court and substitute chancery for the present quasi-criminal procedure, and the regulation of child-caring and other social agencies. The Children's Bureau has cooperated with this commission in various ways. A report on child dependency in the District of Columbia was made available to the commission in manuscript form, and an advance print of a summary section of this report was issued.

The Children's Bureau has cooperated with the Georgia State Department of Public Welfare and the Georgia Children's Code Commission by making field studies of child dependency, neglect, and delinquency in 30 counties of the State. A preliminary report of this study was submitted to the department and the commission in manuscript form for use in making recommendations to the 1924 session of the legislature.

The Georgia commission drafted a bill which would codify, revise, and improve the laws of Georgia affecting delinquent, dependent, neglected, and defective children and would revise the juvenile-court law and all laws relating to matters coming within the jurisdiction of the court, greatly extending the jurisdiction of the juvenile court. Although this bill was withdrawn at the 1924 session of the legislature, it will serve as the basis for an educational campaign during the coming year.

The Kentucky Child-Welfare Commission—a continuing commission established by the legislature of 1922—requested the assistance of the Children's Bureau in the preparation of a legislative program for 1924. In October a representative of the bureau spent a week in Kentucky conferring with members of the commission and others in the State interested in child-welfare legislation and assisting in drafting proposals to serve as a basis for legislation to be
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recommended. An outline for the study of Kentucky's child-welfare needs was prepared by the Children's Bureau for the use of county study groups to be organized for the purpose of cooperating with the child-welfare commission.

Three bills sponsored directly by the Kentucky commission were passed at the 1924 session of the legislature—one authorizing city and county boards of education and trustees of independent graded-school districts, with approval of the State superintendent of public instruction, to provide special classes and special textbooks for children with defective eyesight; another providing for the treatment and care of crippled children and creating a commission and appropriating $10,000 a year for two years for the purpose of the act (counties may pay in whole or in part for the care of children committed to the commission for care and treatment); and a third authorizing cities and counties to provide playgrounds and recreation centers.

The Maryland Commission on Laws of Minors submitted a report to the general assembly of 1924, making a number of recommendations with reference to State supervision of child placing and institutional care of children, adoption, juvenile courts, children born out of wedlock, child labor, and related subjects. The commission also recommended a continuing interim commission to study laws relating to minors. Three of the commission bills became law—one relating to jurisdiction in adoption proceedings, one to jurisdiction in rape proceedings, and one making the father of a child born out of wedlock liable for his support until he reaches 14 years of age (instead of 12, as at present).

The New York State Commission to Examine Laws Relating to Child Welfare, which has made reports to two previous legislatures, in 1924 sponsored 19 bills affecting children, of which 8 passed. Of the new laws recommended by the commission, those which passed included (1) an act making the children's court of New York City an independent tribunal, with powers in harmony with the county children's court act (the adult jurisdiction of the New York City Children's Court differs, however, from that of State courts outside the city in that it is confined to cases in which the issues involve a dependent or a delinquent child); (2) four acts clarifying the county children's court act and providing certain administrative features, codifying certain sections of the penal laws relating to children, and restoring to children's courts in certain counties exclusive jurisdiction over violations of the education law; (3) amendments to the adoption law requiring investigation and six months' probationary residence of the child with foster parents (which may be waived by the judge on certification of the necessity for adoption), eliminating the power of hospital superintendents to consent to adoption of illegitimate infants, and making certain other changes; (4) an act giving discretionary authority to boards of child welfare to grant allowances to mothers with children who have been deserted for a period of at least five years; and (5) an act which extends to boys between 16 and 18 years of age working in mercantile establishments and in the distribution or transmission of merchandise or articles the provisions as to maximum working hours that already applied to boys of the same age working in factories (9-hour day, 6-day week, and 54-hour week, with certain exemptions). The former prohibition of

Provided by the Maternal and Child Health Library, Georgetown University
work between 12 midnight and 4 a.m. for boys of these ages at work in factories, with certain exemptions, has been changed to cover the hours between midnight and 6 a.m., and the same provision is extended to mercantile establishments and to the delivery or transmission of merchandise or articles. Delivery of newspapers is exempted from both the hours-of-labor and night-work provisions.

The Pennsylvania Children's Commission, organized late in 1923, is compiling and digesting statutes relating to children. It has held public hearings in various parts of the State at which suggestions were solicited and received. The following subjects have been selected for immediate investigation: Adoption, State supervision of the care of dependent children, indenture and apprenticeship laws, operation of the juvenile-court and house-of-detention laws, certain aspects of the illegitimacy laws, and common-law marriage.

At the request of the commission, the Children's Bureau is making a study of dependency and delinquency in selected counties in Pennsylvania, the findings of which will be made available to the commission for its use in preparing recommendations to the 1925 session of the legislature.

The South Dakota State Welfare Commission has organized county welfare boards in nearly all the counties of the State, in accordance with a law passed in 1921. These boards were asked to fill out questionnaires on delinquent, dependent, and neglected children, the feeble-minded, and the administration of the mothers' pension law. The information thus obtained and other data gathered by the commission will be used as a basis for recommendations to the 1925 session of the legislature.

STATE CHILD-WELFARE LEGISLATION

The Children's Bureau has continued to obtain from State officials, for the use of its staff and for publication in the Child-Welfare News Summary, information concerning State child-welfare legislation proposed and enacted. The legislatures of 11 States met in regular session in 1924—those of Georgia, Kentucky, Louisiana, Maryland, Massachusetts, Mississippi, New Jersey, New York, Rhode Island, South Carolina, and Virginia. Special sessions have been held in Arkansas, Iowa, Montana, North Carolina, and Oklahoma.

Arkansas ratified the child-labor amendment. In Iowa a compiled code, prepared by commissioners appointed for the purpose but not containing the recommendations of the recently appointed child-welfare commission, was acted upon. The North Carolina legislature rejected the Federal child-labor amendment; it amended the State child labor law by eliminating the provision allowing the State child-welfare commission to make exemptions to the minimum age of 14 as far as it relates to employment of children in factories, mills, workshops, canneries, and manufacturing establishments. In other specified occupations (including work in stores, restaurants, laundries, and so forth) the commission still has this power of exemption. Under the new law public works and street trades are added to this list of occupations. It is made mandatory upon

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12 Under this power the commission has ruled that boys 13 to 14 may be employed outside school hours and during vacation upon obtaining employment certificates granted under certain specified conditions.
employers to secure employment certificates for children under 16
subject to the provisions of the act. (Formerly this certificate was
not specifically required, but if secured it was prima facie evidence
that the child was of legal age for employment.) It is also pro-
vided that no child under 16 shall be employed, except in cases and
under regulations prescribed by the commission, (1) when such
child has symptoms of disease contributory to retardation or dis-
ability, (2) when it is determined by physical examination that
employment of such child is injurious to his health, (3) when
surrounding conditions are injurious to his morals, or (4) when
dangerous employment hazards are present. The maximum sum
made available for the expenses of the commission is $20,000 per
year, and all necessary printing is to be paid for out of the general
fund of the State not otherwise appropriated. Oklahoma passed an
act relating to juvenile courts in cities of specified size. The special
session of the Montana legislature passed only appropriation acts.
The measures proposed and adopted in the States in which child-
welfare commissions have reported to the legislatures have been re-
viewed in part under the heading "Child-welfare commissions."
The Kentucky legislature, besides enacting three bills, sponsored
by the commission, relating to crippled children, children with
defective eyesight, and recreation, passed a measure permitting an
important public institution for children in Louisville to place chil-
dren in their own homes or in boarding homes and to pay for their
maintenance. (Kentucky has no mothers’ pension law.) Kentucky
has returned to the old system which it abandoned in 1918 of granting
public aid to the amount of $75 a year to persons having the
care or custody of “pauper idiots.”
Several bills affecting children, in addition to the three recom-
manded by the commission with regard to jurisdiction in adoption
and rape proceedings and the father’s liability for the support to the
age of 14 of a child born out of wedlock, were passed in Maryland.
One of these amends the law relating to midwives and requires the
examination and licensing of midwives and regulation of the prac-
tice of midwifery. A commission of 21 persons to consider legisla-
tion concerning the welfare of colored people residing in Maryland
was authorized and is required to report to the governor and general
assembly in 1927. This commission is to consist of representatives
of both the white and colored races. A permanent judicial council
has been created for continuous study of the organization, operation,
rules, and methods of procedure of the judicial system of Maryland,
the work accomplished, and the results produced. Parole for in-
definite periods from the Maryland institution for the feeble-minded
was authorized. A bill to establish a State institution for colored
feeble-minded persons passed both houses but was vetoed by the
governor.
In New York, in addition to the laws relating to children’s courts,
adoptions, allowances to deserted mothers, and hours of employ-
ment of boys 16 to 18 years of age, sponsored by the child-welfare
commission, an amendment deferring for three years the complete
enforcement of the part-time education law was adopted, a State
commission to study the needs of crippled children was created, and
several other measures affecting children were passed, including an
act empowering poor-law officials to provide medical and surgical care for dependent children, and an act including in the definition of a "wayward minor," under the terms of the act passed in 1923, a female who is willfully disobedient to the reasonable and lawful demands of parent, guardian, or other custodian and is in danger of becoming morally depraved. The penal law has been amended so as to permit sentence to house of refuge or State industrial school of boys 16 and 18 years of age convicted of crime not punishable by death or life imprisonment. Formerly this provision was limited to boys convicted of misdemeanors or of juvenile delinquency. A fund of $12,500,000, representing part of the bond issue for State institutions, has been made available for the erection of new fire-proof buildings. The law regarding the establishment of school hygiene districts has been amended so as to provide for State aid to the extent of half the salary and expenses of the district director of school hygiene, and a law has been passed providing for the refund to school districts of half the salary, within certain limitations, of a medical inspector, school nurse, or health teacher, or other expert. The office of State specialist for eyes and ears, in the bureau of medical inspection of the State department of education, has been created. The education law has been amended so as to provide for refunding half the amount paid by local school boards, within certain limits, to approved teachers of special classes for the instruction of blind, crippled, or otherwise physically handicapped children.

The Louisiana Legislature accepted the provisions of the maternity and infancy act but rejected the child-labor amendment. It failed to pass a bill to carry into effect a provision of the State constitution relating to mothers' pensions. A bill embodying the provisions of the uniform illegitimacy act was introduced. The senate passed a joint resolution proposing an amendment to the State constitution authorizing the legislature to place in juvenile courts in parishes containing municipalities of 25,000 or more inhabitants jurisdiction in actions for divorce, separation, and annulment of marriage. The house passed a bill requiring medical examinations of male applicants for marriage licenses and a bill to amend the vital statistics law. Bills relating to adoption, desertion and non-support, recreation, and child labor were introduced.

In Massachusetts a study of the midwife situation by a recess committee was ordered. A maternal and child-welfare commission was authorized in Fall River to establish and maintain maternal and infant welfare stations and prenatal clinics, provide nursing care at confinement, and teach the need of prenatal maternal care and the value of medical and nursing supervision. A resolution was passed directing the department of public health to investigate the conditions existing throughout the Commonwealth with respect to the maintenance of adequate and competent health service in sparsely settled districts. The establishment by cities and towns of health camps for underweight and undernourished children was authorized, to be managed by local unpaid commissions and to be subject to the approval and inspection of the State Department of Health. Other

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13 Information not yet received as to action taken on these bills.
14 Information not yet received as to action of house.
15 Information not yet received as to action of senate except as to the child-labor bill, which was defeated.
The health laws include two relating to the grading and sale of milk and one relating to health regulations by boards of health. A judicial council similar to the Maryland council, for the continuous study of the judicial system of the State, was established. Additional compensation to prisoners' families to the extent of 25 cents a day for each day's hard labor for each dependent minor child of an inmate of a reformatory or penal institution was authorized. An investigation of the training and employment of the blind was ordered, and the term of service of the special commission on necessaries of life was extended. The appointment of a permanent officer in Suffolk County to investigate the facts in certain probate proceedings (including adoption) was authorized. The law relating to commitment of feeble-minded persons was amended; commitment is authorized to the department of mental diseases, which may transfer to State schools persons committed; apply for commitment to a department for defective delinquents, or temporarily release or discharge them.

An act was passed authorizing local officials to regulate coasting on public ways and the use of vehicles during hours designated for coasting.

The Massachusetts Legislature in February memorialized Congress in behalf of the passage of the child-labor amendment to the Constitution. Just before adjournment an act was passed providing for a referendum at the biennial State election of the current year, for the purpose of getting an expression of opinion as to ratification by the electorate. The policy of deferring legislative action upon a Federal constitutional amendment until the opinion of the electorate has been obtained was expressed in the preamble to an act passed by the legislature in 1920.

The Mississippi child labor law is amended so as to make the minimum age for work in factories and manufacturing establishments 14 for boys as well as for girls. (It was formerly 12 for boys.) It also fixes the maximum hours for children under 16 in these establishments at 8 per day and 44 per week and prohibits work between 7 p.m. and 6 a.m. Formerly the hours were 8 per day and 48 per week with the same night-work prohibition, but boys between 14 and 16 employed in cotton or knitting mills were exempted. All these provisions apply also to canneries other than fruit or vegetable canneries.

In New Jersey counties of the first class have been authorized to establish county maternity hospitals. A law was passed governing the percentage of milk and fat in condensed, evaporated, or concentrated milk and requiring under certain conditions the use of the label "unfit for infants." Double compensation under the workmen's compensation act to minors injured while illegally employed has been provided. A law was passed making a child born of a ceremonial marriage legitimate even though the marriage be later annulled or declared void. A measure recommended by a special commission created by the 1923 legislature to study the laws relating to children born out of wedlock and conforming substantially to the provisions of the uniform illegitimacy act passed the house but was not acted upon by the senate. Under the terms of a new law, in cities of the first class having three criminal courts one of the courts is to be designated as the "family court" and is given jurisdiction over bastardy, nonsupport, and desertion, and other types of cases.
affecting children. The State board of education is authorized to permit any municipality in which lands under the control and management of the State board of education are situated to use said lands, when not required for school or State purposes, as playgrounds and recreation centers for children. A bill permitting municipalities to establish dental clinics was vetoed by the governor.

The Rhode Island Legislature has not adjourned at this writing, having been deadlocked for several months. A bill fixing a maximum 9-hour day and 48-hour week, with certain exemptions, instead of a 10-hour day and 54-hour week, as at present, for children under 16 and for all females, to go into effect June 1, 1924, was passed by the legislature and signed by the governor; but the legality of its passage by the senate is disputed, and the question whether it is in fact a law has not yet been decided. Amendments to the child-labor and compulsory-education laws became effective September 1, 1924, in accordance with acts passed in 1923. The minimum age for work during school hours in factories and in manufacturing and business establishments is to be 15 years, and a child must reach the age of 13 before he may be excused from school attendance for employment. The minimum age for employment in the specified establishments outside school hours remains 14.

South Carolina passed a comprehensive bill, sponsored by the State board of public welfare, which regulates the “importation” and placement of destitute, delinquent, neglected, and dependent children. It authorizes the child-placing bureau of the State board to place out such children committed to their care in free family homes for adoption, and to place those who are defective or otherwise handicapped in State institutions. Thorough investigation and supervision are required. Persons, agencies, or institutions bringing children into the State for the purpose of placement or adoption must first procure from the bureau a certificate stating that the home is suitable and the child is not incorrigible, or unsound of mind or body. The child-placing bureau is to act as a bureau of investigation and may be used by State institutions for investigations of applications for admission and dismissal of children. Removal of infants under 6 months of age from their mothers must be reported to the child-placing bureau, unless the child was born in wedlock and was removed for some other cause than immoral surroundings. Another South Carolina law changes from $300 to not less than $300 nor more than $1,200 the amount of bond required of fathers of children born out of wedlock and provides for annual payments of one-twelfth of the bond instead of $25. Parole of inmates of the State training school for the feeble-minded is authorized. A committee of six, three appointed by the president of the senate and three by the speaker of the house, has been created to make a comprehensive investigation and study of law enforcement and of sentence and punishment for crime.

In Virginia an increased appropriation was obtained for the State board of public welfare. The State school for the blind has been separated from the school for the deaf, and funds for buildings and equipment for the former have been provided. The age of consent has been raised from 15 to 16 years. An act providing for the support of children born out of wedlock passed the house but failed.
to pass the senate. Virginia has no such law. Counties, cities, and
funds are authorized to establish and conduct systems of public
recreation and playgrounds.

The 1924 session of the Porto Rico Legislature created the school
of tropical medicine of the University of Porto Rico under the
auspices of Columbia University. The medical practice act was
amended to provide that after 1925 applicants for licenses to prac-
tice midwifery must file licenses to practice as trained nurses and
midwifery diplomas obtained after three years' study in a recognized
hospital or clinic, and attendance, under medical direction, upon
not less than 50 cases of childbirth. They will also be required to
pass an examination. Nurses will be required to present diplomas
from a school of nursing with a 3-year course.

Although the Alabama Legislature was not in session, a new code
went into effect on August 17 of this year. This code raises the edu-
cational requirements with which a child must comply in order to
obtain an employment certificate from completion of the fourth
grade to completion of the fifth grade, effective September 1, 1924,
and completion of the sixth grade effective September 1, 1926. It
also requires that the examination of a child to ascertain his physical
fitness for employment (also a requirement for a certificate) shall be
made by a county health officer or public-school physician, or where
there is no such officer or physician, by a duly licensed physician
authorized in writing by the chairman of the county board of health.
Formerly a child might bring a certificate of physical fitness from
either a public-school physician or any licensed physician in good
standing. In addition, the new law provides that this examination
shall be based upon standards prescribed by the State board of
health.

Formerly the law permitted boys 12 or over to be employed dur-
ing the summer vacation in mercantile establishments (except in soft-
drink and ice-cream establishments, restaurants, and cafés) and in
business offices; it now permits such employment in business offices
and mercantile establishments, in or about dairies, and as caddies
on golf links.

**PUBLICATIONS**

During the fiscal year 1924 the bureau issued 37 new and revised
publications and charts. Sixteen others are now in press and 22
in preparation.

Reports issued during the fiscal year ended June 30, 1924.
Infant Mortality—Results of a Field Study in Baltimore, Md., based on
births in one year, by Anna Rochester. No. 118.
Maternity and Infant Care in a Mountain County of Georgia, by Glenn
Steele. No. 120.
Children of Preschool Age in Gary, Indiana—Part I, General Conditions
Affecting Child Welfare, by Elizabeth Hughes; Part II, Diet of the
Children, by Lydia Roberts. No. 122.
Habit Clinics for the Child of Preschool Age: their organization and
practical value, by D. A. Thom, M. D. No. 125.
Child Labor and the Work of Mothers on Norfolk Truck Farms. No. 130.
Child Labor on Maryland Truck Farms, by Alice Channing. No. 123.
Child Labor in North Dakota. No. 129.

Provided by the Maternal and Child Health Library, Georgetown University
Reports issued during the fiscal year ended June 30, 1924—Continued.

Child Labor—Outlines for Study. Separate No. 4 from Child Care and
Child Welfare, prepared in cooperation with the Federal Board for Voca-
cional Education. (Includes addenda covering recent laws.) Third
Child Labor in the United States—Ten Questions Answered. Revised
Minors in Automobile and Metal-Manufacturing Industries in Michigan.
No. 126.
Work of Children on Truck and Small-Fruit Farms in Southern New
Jersey. No. 152.
Unemployment and Child Welfare; a study made in a middle-western and
an eastern city during the industrial depression of 1921 and 1922, by
Emma Octavia Lundberg. No. 125.
List of References on Juvenile Courts and Probation in the United States.
and a Selected List of Foreign References. No. 124.
State Commissions for the Study and Revision of Child Welfare Laws, by
Emma O. Lundberg. No. 151.
Juvenile-Court Standards; report of the committee appointed by the Chil-
dren's Bureau, August, 1921, to formulate juvenile-court standards.
adopted by a conference held under the auspices of the Children's Bureau
No. 121.
Child Welfare in the Insular Possessions of the United States—Part I
Porto Rico, by Helen V. Barry. No. 127.
Play and Recreation—Outlines for Study. Separate No. 3 from Child Care
and Child Welfare, prepared in cooperation with the Federal Board for

Leaflets and charts issued during the fiscal year ended June 30, 1924.

Decline in Infant Mortality from Selected Causes, 1915-1921.
Economic Factors in Infant Mortality, by Robert Morse Woodbury. (Re-
printed from the Quarterly Publication of the American Statistical
Association, June, 1924.)
Deaths Under 1 Year of Age, by Cause of Death.
Increase in Summer Deaths, 1915-1920; deaths under 2 years of age from
diarrhea and enteritis.
Deaths Under 1 Year of Age, by Monthly Age Groups.
Summer Peak of Infant Deaths; deaths under 2 years of age from diar-
chee and enteritis.
Relative Mortality Among Artificially and Breast Fed Infants; deaths
among artificially fed infants compared with number expected at mor-
tality rate prevailing among breast-fed infants.
Maternal-Mortality Thermometer; deaths from puerperal causes per 1,000
live births.
Infant-Mortality Thermometer; deaths under 1 year of age per 1,000 live
births.
Ten Years' Work for Children, by Grace Abbott. (Reprinted from the
North American Review. August, 1923.)
Laws Relating to Mothers' Pensions in the United States passed during the
years 1920 to 1923, inclusive.
Backyard Playgrounds. Folder No. 2.
Books and Pamphlets on Child Care (revised). Dodger No. 1.
Is Your Child's Birth Recorded? (Revised.) Dodger No. 3.
Breast Feeding (revised). Dodger No. 4.
The Care of the Baby (revised). Dodger No. 9.
What Child Dependency Means in the District of Columbia and How It
Can Be Prevented, by Emma O. Lundberg and Mary E. Milburn. (Sepa-
rate from Child Dependency in the District of Columbia, which is in
press.)

Provided by the Maternal and Child Health Library, Georgetown University
REPORT OF THE CHIEF, CHILDREN'S BUREAU

Reports in press at close of fiscal year ended June 30, 1924.

The Promotion of the Welfare and Hygiene of Maternity and Infancy—The Administration of the Act of Congress of November 21, 1921, for the period March 20, 1922, to June 30, 1923. No. 137."

Causal Factors in Infant Mortality.

Nutrition Work for Preschool Children.


Child Dependency in the District of Columbia.

Foster-Home Care for Dependent Children. No. 136.*

Illegitimacy as a Child-Welfare Problem—Part 3, Methods of Care in Selected Urban and Rural Communities. No. 128.*

Juvenile Courts at Work.

Laws Relating to Interstate Placement of Dependent Children.

Physical Standards for Working Children; preliminary report of the committee appointed by the Children's Bureau of the U. S. Department of Labor to formulate standards of normal development and sound health for the use of physicians in examining children entering employment and children at work. (Appendix revised to include 1924 legislation.) No. 79.


Why Drink Milk? Milk Is the Indispensable Food for Children. Folder No. 3.

The Care of the Mother (revised). Dodger No. 2.

Is Your Child's Birth Recorded? (Revised.) Dodger No. 3.

Minimum Standards of Prenatal Care (revised). Folder No. 1.

Reports in preparation at close of fiscal year ended June 30, 1924.

Adoption Laws in the United States.

Bibliography on Growth and Development of the Normal Child.

Bottle Feeding (revised). Dodger No. 5.

Dependent and Delinquent Children in North Dakota and South Dakota; a study of the prevalence, treatment, and prevention of child dependency and delinquency in two rural States.

Child Labor in Illinois Farms.

Child Labor in Fruit and Hop Growing Districts of the North Pacific Coast.

Child Labor in Representative Tobacco-Growing Areas.

Children in Street Trades.

Dependent, Neglected, and Delinquent Children in Georgia; a study of conditions in thirty counties.

Dependent Wards of the State of Wisconsin.

Effect upon Minors of Minimum-Wage Rulings.

Handbook of Institutions for Dependent Children (and bibliography).

Industrial Accidents to Minors in Wisconsin, Massachusetts, and New Jersey.

Laws Relating to Sex Offenses Against Children.

Manual of Games for Blind Children.

Maternal Mortality.

Milk Bulletin (revised).

Mortality among Babies of Illegitimate Birth in Baltimore, 1921.

Opportunities for Minors in the Printing Trades in New York City.

A Study of Maternity Homes in Pennsylvania and Minnesota.

A Tabular Summary of State Laws Relating to Public Aid to Children in Their Own Homes in Effect July 1, 1924, and the text of the laws of certain States. Legal Chart No. 3 (revised).

Vocational Guidance and Junior Placement in the United States. (In cooperation with the junior division of the United States Employment Service.)

*Issued July or August, 1924.

Provided by the Maternal and Child Health Library, Georgetown University
DISTRIBUTION OF PUBLICATIONS

During the year 1,345,862 bureau publications were distributed. The number of bulletins on the care of children distributed were as follows: Prenatal Care, 190,000; Infant Care, 400,000; and Child Care, 157,297—a considerable increase over the figures for the preceding year. Even so, it was necessary to refuse the entire number or to supply only a small fraction of the copies requested by such organizations as the Red Cross, child-health centers, maternity centers, and hospitals, and home-demonstration agents. The sales of these three bulletins by the Superintendent of Documents during the fiscal year 1923 amounted to 63,087 copies of Prenatal Care, 95,084 copies of Infant Care, and 51,516 copies of Child Care, as compared with 3,436 copies of Prenatal Care, 10,996 copies of Infant Care, and 5,726 copies of Child Care sold during 1922. During 1924 the Superintendent of Documents ordered for sale 125,000 copies of Prenatal Care, 150,000 copies of Infant Care, and 75,000 copies of Child Care.

The report on Habit Clinics for the Child of Preschool Age received very general notice in the press, and an edition of 10,000 copies was promptly exhausted.

Owing to the discussion of the child-labor amendment all the reports on child labor have been in demand—especially Child Labor: Outlines for Study, and a brief summary of the census findings and of the present status of State legislation entitled "Child Labor in the United States—Ten Questions Answered."

Nearly 14,000 copies of the report on juvenile-court standards prepared by a committee appointed by the Children's Bureau and adopted by a conference held in 1923 have been distributed to judges, probation officers, and others interested in juvenile courts. A committee appointed by the National Probation Association has prepared a draft of a standard juvenile court law based on these standards.

The same manual prepared for use in Porto Rico in connection with the Children's Year survey, was published in February, 1923. This proved to be unexpectedly useful in the States also. Requests for quantities of this manual have come from the Red Cross, community service organizations, girl scouts, farm bureaus, county agents, State boards of health, high schools, normal schools, and colleges; and individual requests have indicated its use in the home, in connection with Sunday-school activities, and in the recreational work of industrial and commercial organizations.

In addition to information supplied through publications, the bureau replies to many requests on individual problems received through letters. The correspondence of the Children's Bureau increases each year. Last year 110,396 letters were received as compared with 98,553 in 1923.

Respectfully submitted.

Hon. James J. Davis,
Secretary of Labor.

Grace Abbott, Chief.