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## CONTENTS

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<td>General development of the work of the bureau</td>
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Provided by the Maternal and Child Health Library, Georgetown University
THIRTEENTH ANNUAL REPORT
OF THE
CHIEF OF THE CHILDREN'S BUREAU
FOR THE FISCAL YEAR ENDED JUNE 30, 1925

UNITED STATES DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, September 15, 1925.

Hon. James J. Davis,
Secretary of Labor.

Sir: I have the honor to transmit herewith the thirteenth annual report of the Children's Bureau, for the fiscal year July 1, 1924, to June 30, 1925.

ADMINISTRATION OF THE MATERNITY AND INFANCY ACT

Forty-three States and Hawaii are working in cooperation with the Children's Bureau under the provisions of the maternity and infancy act. The legislatures of three States—Louisiana, Rhode Island, and Vermont—and the Territory of Hawaii accepted its provisions during the year just closed. The following table gives the amounts available, the total amounts accepted by the States from the appropriations for the fiscal years 1922, 1923, and 1924, and the amounts accepted up to June 30, 1925, from the appropriation for the fiscal year 1925:

Amounts available \(^1\) to States from Federal maternity and infancy funds and amounts accepted \(^2\)

[Statement as of June 30, 1925]

<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 appropriations</th>
<th>Amounts accepted by States from 1923 and 1924 appropriations</th>
<th>Maximum amounts available from 1924 appropriation</th>
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1 Under the terms of the act each State accepting receives $5,000 outright; additional funds are granted if matched—$5,000 to each State and the balance of the appropriation distributed among the States on the basis of population.

2 Amounts shown are the amounts actually accepted by the States less refunds of unspent balances returned to the Federal Treasury, as of June 30, 1925.

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

4 These funds are available until July 1, 1925. Actual acceptances up to June 30, 1925, are here given.

5 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.

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Amounts available to States from 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 appropriations</th>
<th>Amounts accepted by States from 1923 appropriations</th>
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*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.

Reports from the States show continued progress as old activities have spread over a greater territory and new activities have been initiated. These have for their object (1) better infant care through the teaching of mothers, (2) better care for mothers through education as to the need and value of skilled supervision during pregnancy, childbirth, and the lying-in period, and (3) more widespread medical and nursing facilities so that adequate maternity and infancy supervision will be available to all who need it.

Reports of the work during the fiscal year 1925 show 10,802 child-health conferences held by 43 States administering the Federal funds, with 278,016 infants and children of preschool age examined and 629 children's health centers established through the efforts of the States; 3,551 prenatal conferences with 35,997 women in attendance and 57 permanent prenatal centers established. The reports also show that midwife classes were held in 19 States, with an attendance of 15,011 and that 8,047 women completed the course of instruction.
Representatives of the staff of the maternity and infant-hygiene division of the Children's Bureau have visited the States for the purpose of conferences with directors and observation of field work, and for conferences with physicians, public-health nurses, and groups of lay people. The accountant has visited all the cooperating States for the purpose of auditing their accounts.

Special pieces of work have been undertaken in Tennessee, Georgia, Idaho, Nevada, Utah, and New Mexico at the request of the State departments by the maternity and infant-hygiene division's medical and nursing staff. In Tennessee a statistical study in six counties was made at the request of the State department of health to show infant and maternal mortality rates as affected by the type of attendant at birth. In this study "loss rates" as well as neonatal death rates were secured, since the stillbirth rate as well as the neonatal and the maternal mortality rate may be influenced by the care a mother receives prior to and at the birth of her baby. These loss rates were computed on all reported stillbirths and deaths under 1 month of age. For the six counties combined the loss rate per 1,000 births was 77.2. For cases attended by physicians the rate was 72.8; by midwives, 82.2; by white midwives, 51.5; and by colored midwives, 106.5.

Probably more significant, however, than the total losses per 1,000 births is the mortality rate for babies dying under 1 month of age, as the more incomplete registration of stillbirths and miscarriages would necessarily influence the rate for all losses. For the birth-registration area in 1922 the neonatal death rate was 39.7 per 1,000 live births. For the six counties in Tennessee which were surveyed the rate was 38.5. For babies attended at birth by physicians the rate was 34; by midwives, 48.7; by white midwives, 35; and by colored midwives, 60.1.

A series of conferences with negro midwives have been held in both Tennessee and Georgia by the negro physician on the bureau staff. In New Mexico, at the request of the State health officer, a brief study of conditions affecting the health of mothers and infants was made in two counties. These counties were chosen because they represent widely different conditions; the one has a Mexican population, and the other is entirely English-speaking.

In Idaho a study of birth registration and the causes of infant deaths has been made. In Utah and Nevada assistance has been given in the organization of the nursing program.

Some progress has been made in the study to determine causes of stillbirths and deaths of newborn infants, begun in 1923. Post-mortem examinations already made show that practically the same factors which cause death before birth are responsible for deaths occurring within the first few days of life.

A conference of the State directors of maternity and infant hygiene was held in the bureau October 8, 9, and 10, 1924, to which the directors in all the States were invited. Representatives of 36 States cooperating under the maternity and infancy act and of 1 not cooperating attended. The entire time was devoted to informal discussions of ways and means of extending and improving the work. One of the suggestions made by the conference was that the Children's Bureau should undertake to formulate standards of child care and prenatal care which could be used by the State agencies in their work.
In response to this suggestion the bureau assembled a group of prominent obstetricians to formulate the prenatal standards. These cover routine obstetrical examinations and the care and advice which should be given to every pregnant woman. An outline for recording obstetrical histories will be included in the report. A set of standards to be used by physicians conducting infant and preschool conferences has also been drawn up by the bureau's advisory committee appointed by the American Pediatric Society, the pediatric section of the American Medical Association, and the American Child Health Association. This set of standards includes directions to physicians and nurses for the general conduct of the conference, an outline for the child's personal and family history, and a schedule for six complete physical examinations.

The United States Government is expending at the present time less than $1,000,000 a year in subsidies to the States for the promotion of a health program for mothers and babies. Great Britain is expending nearly five times that amount in "grants in aid" to local communities for maternity and child health, enabling the "health visitors" to reach an estimated 89 per cent of the children born in a year in England and Wales and 13 per cent of the expectant mothers.

With our larger population, greater distances, and higher costs for both service and material we are obviously able to do much less for mothers and babies than Great Britain. The provisional figures for 1924 of the vital-statistics division of the Bureau of the Census indicate a substantial drop in the infant death rate for both urban and rural communities in the United States birth-registration area; but even with this improvement the infant death rate in the United States is higher than in Australia, the Netherlands, Norway, Sweden, and the Irish Free State, and no State in the United States birth-registration area has so low a rate as New Zealand. It is quite evident, therefore, that the United States can not afford to slacken its interest or reduce in any way the intelligent expenditure of funds to lower the death rate among babies.

A report on maternal mortality, which will be published soon by the bureau, shows that a very high percentage of the losses are due to preventable causes. It is, therefore, especially important that the program for prevention of the unnecessary deaths in childbirth should be pushed. Here, too, the United States lags behind many countries. Demonstrations of successful methods of conducting prenatal clinics have been made in many places under the maternity and infancy act. A beginning has been made in getting a State program of work understood and actually under way in some communities. On the basis of this experience an expansion of the work can economically be undertaken.

Last year the benefits of the maternity and infancy act were extended to Hawaii. The high death rates in Porto Rico and Alaska also make assistance from the United States of special importance.

CHILD HYGIENE

Control of rickets.

The study of a practical method of community control of rickets has been continued during the last year in New Haven, Conn., by the Children's Bureau in cooperation with the pediatric department
of the Yale University School of Medicine. A preliminary report of the first 18 months' work was given before the annual meeting of the American Medical Association, reprints of which will probably be available in the near future. That approximately 90 per cent of the infants examined developed rickets in its mildest form during the early months of life has been definitely demonstrated in the course of the study by X-ray photographs of the infants' bones taken at monthly intervals. If this mild form of rickets did not progress to a more severe degree there was no apparent effect on the infants' general health.

An investigation of the normal growth and development of infants from birth to 2 years is being made on this same group of children. The study will include not only a correlation of physical growth with general health but also a study of the actual growth of bone as shown by the X-ray photographs.

Posture.

A two-year investigation into the effect of posture training on the physical fitness of preschool and school children has just been completed, and a report on the results of the study is in preparation. Standards of excellent, good, and poor posture for different types of children have been established. Posters showing these standards for boys and girls are in preparation for use in schools and preschool welfare conferences and clinics. A motion-picture film on posture is being prepared. The first reel is intended to interest school children in posture, the second reel to demonstrate the details of posture exercises. The report will include methods of teaching posture to children as well as the detailed discussion of the findings. Little scientific work has been done in this field, and it is believed that this work will prove of immediate practical value.

Child management.

There is much interest in habit training during the preschool period because of the effect on health, behavior, and mental development in later life. In 1924 the bureau published a bulletin entitled "Habit Clinics for the Child of Preschool Age; their organization and practical value." This bulletin described the work of such clinics when conducted as an integral part of a general health service for preschool children and has proved very useful. During the last year a bulletin for mothers on the subject of child management was issued. As it makes available in simple form the latest scientific information as to the treatment of feeding problems, jealousy, fear, and anger and as to habit formation in general, it has been much in demand. More than 30,000 copies were requested from its issuance in March to the end of the fiscal year. A commendatory editorial in one leading metropolitan daily brought 1,000 individual requests from parents and educators for this bulletin. The material in the bulletin has been prepared for use by newspapers as a syndicate series, and more than 450 requests for it in this form have been received. Additional sections on disobedience, lying, and stealing are to be incorporated in the next edition.

Crippled children.

Popular interest in adequate provision for crippled children has been greatly stimulated during the last year by the work of certain
fraternal orders for such children, and many inquiries have been received as to the work being done by the various States. The bureau, therefore, has undertaken a survey of provisions in behalf of crippled children in eight States representing different sections of the country and both rural and densely populated regions. The study includes an examination in each of these States of laws for the benefit of crippled children and of methods of administration. Public provisions for clinic, hospital, and convalescent care, and for education and employment service will be studied, together with outstanding private institutions and agencies for crippled children. Methods of locating cripples and preventive measures will receive special attention.

RECREATION

A bulletin on play and recreation for blind children was completed during the year. It contains directions for games and plays adapted to little children as well as to older children; suggestions for scouting, gardening, pets, music, dramatics, dancing, handicrafts, special days, and parties; also suggestions with reference to the equipment of playground, playroom, and gymnasium.

The dance-hall ordinances of towns and cities of 15,000 population or over are being assembled and summarized, and a field study of the methods of ordinance enforcement and administration, and of the provision made by the community for the recreational needs of the adolescent boy and girl is being made in 15 cities and towns. The report will deal chiefly with the kind of supervision or control of public amusements which has been found effective, the type of community recreation which has appealed to and held young people, and the various experiments, successful and unsuccessful, which communities have tried in the development of work along these two lines.

Material for recommendations as to the amount of outdoor recreation needed by children has been assembled at the request of the National Conference on Outdoor Recreation.

CHILD WELFARE IN NEW JERSEY

At the request of the New Jersey State Board of Control and the commissioner of the State department of institutions and agencies, a comprehensive survey of the work being done by the department and its affiliated boards, as it relates to children, has been undertaken. Statistical information has been secured for the five-year period ending April 1, 1925, with reference to 2,694 children committed to the State board of children's guardians, institutions for delinquents, and institutions for the feeble-minded from four counties typical of different geographical, social, and industrial conditions. This material will form the basis of an intensive study of the local work and local needs in the selected counties.

An administrative analysis of the work being done by the board of children's guardians for dependent children in their own homes, including both widows' pensions and the children boarded in their own homes, and of the placing out of children in foster homes is being made by leading specialists in these types of work. An analysis of the administrative methods used in the care of delinquents will also be made.
At the same time, with the cooperation of the State departments of labor and education and officials of the local public schools, an inquiry into the employment of children in New Jersey is nearing completion. This includes a study of the State child labor laws and their administration and a study of the employment of children under 16 both in full-time work and in work done before and after school and during vacations in two important industrial cities, Newark and Paterson. The pupils in the continuation schools in both these cities have filled in questionnaires under the supervision of agents of the bureau, giving their work histories and supplementary items, and all school children reporting any paid work before or after school were interviewed at school by agents of the bureau.

About 7,500 school children in Newark and about 2,000 in Paterson were found to be employed in street trades, grocery stores, drug stores, restaurants, as delivery boys, and in other jobs outside school hours. A large number of these children and others living in small towns and villages were found to be employed in industrial home work, and the children and their parents were interviewed in their own homes in order that details in regard to the nature of their work, their hours of work, earnings, the economic situation of the families, etc., might be obtained.

The great majority of the 675 continuation-school children (between 14 and 16 years of age) in Paterson were employed in the silk mills. Retail stores, men's shirts and boys' clothing factories, and jute and flax mills were found to be the only other child-employing establishments of any importance in the city. Approximately 1,700 children between 14 and 16 years old were employed in Newark, chiefly in establishments making metal goods, women's clothing, electrical goods, jewelry, paper goods, food, and a variety of other products, and in machine shops and factories, retail stores, and offices.

An inquiry into opportunities offered the young worker in the silk industry in Paterson and in selected industries in Newark and into the extent and methods of organized vocational guidance in a number of cities is a part of the study.

It is believed that this state-wide study of child welfare will be of especial value because New Jersey has been a pioneer in developing State care and protection for children and because the problems of industrial communities, farming areas, and isolated settlements are all present in a relatively small area.

CHILD LABOR

The proposed child-labor amendment.

The child-labor amendment submitted to the States by Congress on June 4, 1924, has been brought before 48 legislatures and according to official reports the following action has been taken: In Arkansas, Arizona, California, and Wisconsin it was ratified by both ratifying conventions.

1The amendment is in the following form:

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

"Sec. 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."
houses of the legislature, and in New Mexico one house voted in favor of ratification. In Montana the house of representatives voted in favor of the amendment, and the senate rejected it. Both houses in 21 States (Connecticut, Delaware, Florida, Georgia, Indiana, Kansas, Maine, Massachusetts, Minnesota, Missouri, New Hampshire, North Carolina, Pennsylvania, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Washington, and West Virginia) and one house in 9 States in addition to Montana (Idaho, Louisiana, Michigan, Nebraska, Nevada, North Dakota, Ohio, Oklahoma, and Oregon) rejected it. In Iowa and Wyoming one branch of the legislature voted to postpone action on the amendment. Unofficial reports state that adverse action has been taken by one house in Colorado.

States refusing to ratify or voting against ratification during the last year may ratify at subsequent sessions of the legislature, so that the amendment is still legally pending. It is not to be expected that the efforts to secure the ratification of the amendment will be abandoned as long as large groups of children suffer from premature employment or too long hours because of the failure of the State legislature or State administrative officers to prevent such exploitation, or as long as evidence of the interstate character of the problem increases. The summary of child-welfare legislation (see p. 26) shows little improvement through State legislation during the last year, and reports of investigations made by the State departments of labor in New York, Pennsylvania, and New Jersey give evidence of the interstate movement of child labor and work for children.

Interest in the amendment resulted in a greatly increased demand from both supporters and opponents of the amendment for the publications of the bureau on the subject of child labor and in an unusually large number of inquiries regarding the extent, conditions, and legal regulation of child labor in the different States and in foreign countries.

Vocational opportunities for minors.

Studies of the vocational opportunities offered minors in two leading industries in New York City, printing and the women's clothing trades, were completed during the year, making three inquiries into work opportunities for minors which the bureau has made. These studies describe the importance of minors in the various crafts or trades, the education and training necessary for entrance, the training that can be acquired on the job, terms of apprenticeship where an apprenticeship system is in effect, the conditions of work, occupational hazards, wages, opportunities for advancement within the trade, etc. Definite and accurate information on these points for a variety of occupations and industries is much needed and is increasingly in demand by directors of continuation schools, teachers, vocational counselors, and placement officers.

A different approach to the question of vocational opportunities has been made in a study of the work records of employed minors under 18 years of age in Milwaukee, Wis. Information obtained from school records (chiefly those of the Milwaukee continuation school), from the State industrial commission, and from other sources will be analyzed to show the occupations engaged in by boys.
and girls of different ages, education, and training and the extent to which sex, age, amount of education, and special training affect the young worker's ability to enter and progress in an occupation, his wages, stability of employment, etc. Records of physical examinations of the workers will also be obtained and will be used as a basis for determining the relations between physical maturity and physical condition and occupational opportunity, conditions of work, etc.

The problem of the physically handicapped child in industry deserves special consideration, and studies of the work records and employment opportunities of various groups of handicapped children—similar to the study of the industrial histories of minors of subnormal mentality completed by the bureau last year—and of the methods that are being developed in various places to meet the special problems of the transition of the handicapped child from school to work and his vocational adjustment, should also be made.

Child labor in canneries.

Sixty-five oyster and shrimp canneries in Alabama, Florida, Louisiana, Mississippi, North Carolina, and South Carolina were visited by agents of the bureau in February and March of 1925. Twenty-eight of these were not in operation, owing to a poor season. In Mississippi, Louisiana, and Florida, where the Children's Bureau made inspections of oyster and shrimp canneries in 1918, the conditions were found to be practically unchanged in spite of improvements in the child labor laws of one of the States (Mississippi).

The difficulties frequently met in the inspection of canneries for the employment of children were encountered. The open construction of the shucking shed and the presence of steam make it easy for children to slip out unobserved. One superintendent accompanying the agent to the shucking shed was heard to ask the shucking foreman if all the children were out. Children were seen leaving many establishments, and cups for which no owners could be located were attached to the sides of shucking cars. In one cannery all the electric lights went out and remained out during the agent's entire stay in the cannery, and torches at the cars, though they gave sufficient light for the shuckers, did not illuminate the shed sufficiently for inspection.

In two of the States the visit by the bureau's agent had been preceded by that of the State factory inspector, who had inspected some of the canneries only the day before. One of these State factory inspectors stated that in some of the establishments he had found several times as many children under 14 at work as were present on the date of the visit of the bureau agent. The State inspector in one of the States in which no canneries were operating at the time of the bureau agent's visit reported that in December, when he had last made the rounds of the canneries, he had found very young children at work, some so small that it was necessary for them to stand on boxes in order to reach the shrimp on the table.

In the 37 canneries that were found in operation the agents of the Children's Bureau found at work 220 children under 16 years of age, of whom 31 per cent were under 14. In none of the States where the canneries were located does the law permit the employment of children under 14 in oyster and shrimp canneries.
Violations of the State child labor laws in other respects than the employment of children under 14 were found by the bureau agent in all the canneries inspected. In only one of the 37 canneries inspected was an employment certificate or even a parent's affidavit of age on file for all the children between 14 and 16 who were employed, as required by the child labor laws of these States, and for only 15 of the 163 children between 14 and 16 found at work were the required papers filed. As always where employment-certificate issuance is found defective, the standards of the child labor laws were disregarded. More than one-half the working children either reported that they worked or were observed at work at an earlier hour in the morning than the law permitted. Seventy-one per cent of the children were found to work an illegal number of hours a day. In one State, where no violations of the State law with reference to the legal hours of work for children were found, an 11-hour day is permitted by law, and in another State there is no limitation upon the number of hours a day that children may work in canneries. The great majority of the children under 16 at work in the inspected canneries were reported to work at least 9 hours a day and more than one-half of them 10 hours or more a day.

An inquiry into the extent and conditions of child labor in fruit and vegetable canneries in a number of States was planned for the summer of 1925.

Rural child labor.

The reports of three studies of child labor on farms—Child Labor in Fruit and Hop Growing Districts of the Northern Pacific Coast, Child Labor in Representative Tobacco-Growing Areas, and Work of Children on Illinois Farms—were prepared during the year, completing a series of studies of the welfare of child workers in rural communities begun by the bureau in the summer of 1920. It is hoped during the coming year to make a comparative analysis of the findings in the nine studies comprising the series, which include approximately 13,500 children under 16 years of age working on farms in parts of 14 States and on 6 important crops—cotton, corn, wheat, tobacco, sugar beets, and truck. In much of the work of boys and girls on the home farm the problem is largely the enactment and enforcement of adequate school attendance laws.

Street trades and industrial home work.

With the completion of the studies of rural child labor and, during the coming year, of studies of work before and after school, a series of statistical field studies in which the bureau has been engaged for several years, relating to the extent and conditions of child labor in occupations which employ large numbers of young children and offer special problems of regulation, will be brought to a close. This series includes studies of both street trades and industrial home work. Street trades and industrial home work require both a different form of regulation and different machinery for enforcement from those which have proved successful in the regulation of work in factories and stores. So far as home work is concerned, no successful method of regulation short of prohibition has yet been found; and the evidence of the increased use of the home as a factory points to the prohibition of industrial home work as the only method
of preventing the evasion of sanitary regulations for workshops and of child labor laws.

The numerous street occupations in which children are engaged, though more generally covered by child labor laws administered in a number of places through a system of permits or badges in some ways similar to the certificate systems through which laws regulating the employment of minors in manufacturing establishments and the like are enforced, present special problems both of regulation and of administration. Information with reference to administration of laws regulating these trades is being assembled and will be published in connection with a statistical study of children engaged in street trading in certain cities.

Industrial accidents to minors.

In order to supplement a statistical study of industrial accidents to minors in Massachusetts, New Jersey, and Wisconsin, made by the bureau in 1923, a follow-up study of individual cases was made during the last year to ascertain the social and economic effects of the accidents. This, together with analyses of the statistical material, will be published early in the next year.

Laws affecting the employment of children, and their administration.

The fifth bulletin in the bureau series on the administration of child labor laws, Standards Applicable to the Administration of Employment-Certificate Systems, was issued during the last year.

Full texts of laws affecting the employment of children were last published by the bureau in 1915. The large amount of new legislation since 1915 and the publication of many of the laws in new codes make a revision of this publication almost indispensable. It is hoped that it will be possible to complete a revision of the texts of these laws during the coming year.

Analyses of the laws and of methods of enforcement with reference to a number of aspects of child labor are planned for the coming year. A study of compensation laws is of special interest not only because the injured child in industry constitutes in himself a difficult problem but also because of the public interest in the question of the extent to which compensation laws may be made a deterrent to illegal employment of minors. The preparation of a summary and analysis of child labor legislation in foreign countries is much needed. The bureau receives many requests for information on the regulation of child labor in foreign countries, and though the International Labour Office has translated and printed the texts of such of these laws as have been passed since 1920, the laws in effect in the various countries have not been analyzed and published in convenient form for reference.

STUDIES OF DEPENDENT CHILDREN

What children should become wards of State or of private child-caring agencies?

Attention was called last year to the importance of the admission policies of child-caring agencies and institutions. If the ideal that a child will be removed from a parent or parents only if the condi-
tions of the home make such removal clearly necessary is to be realized, facilities for intensive study of applicants and utilization of community resources for family assistance and family rehabilitation must be available.

During the past two years statistical information has been secured by the Children’s Bureau concerning 4,323 children placed in family homes by four State welfare departments or boards which place dependent children in family homes, namely, Maine, Missouri, Ohio, and Virginia; 6,349 children in five State schools for dependent children in Colorado, Michigan, Minnesota, Rhode Island, and Wisconsin; and 7,639 children cared for by 12 child-placing agencies in nine States—Florida, Massachusetts, Michigan, Missouri, North Dakota, Pennsylvania, South Dakota, Virginia, and Wisconsin.

A difference in the intake policy of these agencies is suggested by the difference in the age of the children at the time they were received. In the case of the private child-caring agencies 19 per cent were under 6 months and 47 per cent under 5 years of age, as compared with 5 per cent under 6 months and 34 per cent under 5 years in the State schools and 5 per cent under 6 months and 27 per cent under 5 years in the case of the State boards doing placement work. The private agencies have, as indicated by these figures, a much larger percentage of children of the age when permanent placement is accomplished most easily.

No difference in the intake policy is revealed on the face of the statistics as to the parental status of the children when they were removed from the family homes and care was assumed by the State or by the private child-placing agencies, as the following summary shows:

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<th>Agency assuming care</th>
<th>Percentages of children removed from homes, with—</th>
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<tr>
<td></td>
<td>Both parents living</td>
</tr>
<tr>
<td>State boards</td>
<td>58</td>
</tr>
<tr>
<td>State schools for dependent children</td>
<td>68</td>
</tr>
<tr>
<td>Private child-placing agencies</td>
<td>67</td>
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</tbody>
</table>

These figures make it quite clear that the problem is only to a very small extent one of orphanage. The difference in the percentages of those whose fathers are dead and mothers living, as compared with those whose mothers are dead and fathers living, expresses the great practical difficulty in finding a suitable substitute for the mother in the home, whereas the so-called “mother’s pension,” though not a substitute for the father, does make it possible for a reasonably competent mother to keep her children with her. The significant fact is that both parents of about two-thirds of these children whose care had been assumed by the State or by a private agency were living. This raises the presumption that at least a certain percentage of the removals from the parental homes may have been unnecessary. The lack of adequate staff in many places for preliminary investigation and work with the family before removal strengthens this presumption. This is not to suggest that children should not be
removed from their parents when conditions are such as to make their removal clearly in the interest of the child. Neglect, incompetence, abuse, or immorality may have been so long continued as to make rehabilitation impossible and any delay dangerous. On the other hand, many permanent removals are made during temporary reverses or difficulties, which some help might have prevented or at least made only temporary.

At the request of agencies dealing with dependent children the bureau has made a beginning in a study of administrative methods of meeting this problem of intake. The first investigation is being made in Cleveland, where an interesting plan has been developed for coordination of service in the investigation of the homes and in the study of the children in whose behalf applications for care are made. A local children's bureau was organized in Cleveland in April, 1921, as a result of the children's survey of 1920 made by the Welfare Federation. This children's bureau serves as a central clearing house for the investigation of all applications for the care of Catholic and Protestant children by institutions for dependent children and two institutions for crippled children. The number of institutions thus served is about 20. In addition to investigating applications the Cleveland children's bureau follows up the family while the child is in the institution in order to improve conditions so that the child may be returned to his home as soon as possible or, if this can not be done, to remove the child permanently by court action. The workers also help with children presenting special conduct problems who remain in their own homes, and in the adjustment of children after they return home from institutions.

From the records of this organization the United States Children's Bureau is obtaining information concerning new applications during two years which will show the home conditions of the children reported at the time application for their care was made, previous contacts of social agencies with these families, relation of the child's own family to the application for care, relationship between family conditions and decision with reference to the removal of the child from his home, action taken in behalf of the children not removed from their homes, and cooperation of agencies and institutions in rendering service to the children and their families.

Institutions for dependent children.

Work has been continued on a Handbook of Institutions for Dependent Children, originally prepared by the Georgia Department of Public Welfare and at the request of that department revised and enlarged with the assistance of an advisory committee composed of representatives of State boards and public and private institutions and of other experts in this field. Several new sections have been written, and lists of references for each chapter and an introductory statement have been prepared. The entire manuscript has been submitted to the members of the advisory committee and to other experts and will go to press in the next fiscal year.

The indenture of dependent and neglected children.

During the last year the bureau has assembled information, which is as yet not complete, as to the practice of "binding out" or "indenturing" dependent and neglected children. In the history of
English poor relief this system goes back nearly 400 years, when the practice of apprenticeship, which was developed by the guilds, was made compulsory in England and Scotland not only to get rid of the support of "pauper" children but as a method of providing vocational training both for the children of the poorer working classes and the children of the well-to-do. At that time not only was there compulsory apprenticeship of children, but "masters" were compelled by the State to undertake the training of their own "servants."

Examples of the abuses which developed in connection with the system in the eighteenth century are known to all readers of Dickens. The colonists brought the tradition of indenture with them to this country. In some colonies a regularly organized trade in indentured children from England and from Holland developed. Since that time the factory system has supplanted the handicrafts, free public schools have been established, compulsory school attendance laws have become general, trade and technical schools have developed, and the whole idea of the relationship of "master" and "servant" has changed. Apprenticeship as a system of training children has almost entirely disappeared, but the practice of indenturing neglected and dependent children has survived in many States.

At the present time there are two general legal systems of placing out dependent and neglected children in the United States. Under the first, guardianship is retained by the State or by the child-placing agency, passing only in case of adoption, and children are placed in free or boarding homes under a "placement agreement," which explains the continuing guardianship of the placing agency and specifies attendance at school and church, provision of suitable clothing, necessary medical attention, and the same social status as the natural children of the foster parents. Under the second method the children are indentured under two general types of laws, both of which provide for the indenture of neglected and dependent children. The older statutes, which in language and spirit betray their origin in the statutes first enacted to meet conditions in the England of Henry VIII and Elizabeth, permit courts or public officials responsible for the care of the poor to bind out orphans and children of dependent or unfit parents under general "apprenticeship" or "master-and-servant" laws. Under these laws the consideration in the contract is the service rendered by the child in return for food, clothes, and lodging. The State has no right to interfere between the child and the master, except by a showing in court of cruelty, neglect to provide necessities, or other violation of the terms of the contract; and the master could be released from his obligations only on proof of gross misbehavior on the part of the child. Laws of this sort still remain on the statute books of many States; for example, Arkansas, Illinois, Kansas, Maryland, Pennsylvania, Rhode Island, Virginia, and West Virginia. While it has generally been assumed that these old laws are dead letters and that the more recently enacted juvenile-court and other laws which provide better safeguards for children placed in foster homes are being used, investigations made by State commissions on child welfare, by private organizations, as well as by the Children's Bureau, have revealed the fact that in several of these States, in communities in
which no organized social service had been developed and occasionally in better-organized communities, children are still not infrequently "bound out" under these old laws.

In studies made during the last year in a county in Pennsylvania children were found whose period of indenture runs to 1938 and 1940 and who were bound out under a law of this sort. In this county the records showed that no provision was made for any payment at the expiration of the period of indenture for the first 25 children indentured. Later the language was "such a reasonable allowance as his (the master's) circumstances will permit and the usefulness of the said child shall appear to make just and proper." Still later a definite sum of money or clothing, or both, was specified. The sum of money was usually $10, $5, or $1. More recent indentures provided for six months' schooling, also.

The second general type of indenture laws was developed during the 20 years following the Civil War in an effort to get children out of the almshouses and bridxeis, to get away from the old system of almshouse apprenticeship, and to prevent the indiscriminate type of placement with no supervision and no fixed responsibilities practiced by certain Eastern agencies which sent dependent children into the Middle West. In these laws the old indenture contracts have been greatly modified. The indenture of the child is usually made for the period of minority, unless it is found in the interest of the child to remove him. The contract provides that the child shall be clothed, fed, and sent to school for at least six months of the year and that at the termination of the period of indenture he shall be given a suit of clothes and a small sum of money. It can be terminated by the State board or school, however, without resort to the courts. It therefore contemplates continued supervision and the enforcement of the rights of the child, although the services rendered by the child remain a consideration in the contract. Examples of such laws are found in the statute books of Indiana, Kansas, Michigan, Nevada, Rhode Island, and Wisconsin. In some, not all, of these the law provides for the State's retention of the guardianship of the child after indenture.

In the last annual report attention was called to the frequent failure to provide suitable homes for children under this system in Wisconsin. Reports by other agencies indicate similar conditions in other States.

When it is remembered that only with a very small percentage of these children is the problem one of poverty only and that a very large percentage of them are handicapped by a bad inheritance or bad environment or both, the inadequacy and injustice of a system which is based upon the child's paying his way are apparent. With adequate appropriations it would be possible in States having the modified indenture system to determine the child's physical and mental health, his personality traits, and the family background; to investigate homes adequately before placement; to keep in touch with the child after placement so as to make sure that proper education and physical and social care are being provided; and to see that help is given during the first years of regular employment. But indenture is the wrong basis for the work. Its underlying idea is service by the child, whereas the modern attitude toward the child who is an orphan or must be removed from his own home is service
for the child. Under the indenture system many of the families who apply for children are unable adequately to support and educate their own children and take the additional child because they are unable to pay for adult help.

The ideal for the children whose care and protection must be assumed by the public is the realization of the principle of equal opportunity. Like other children, they must have good physical care, an education, wholesome recreation, and the nearest possible approximation to normal family life. Work in the amount that is wholesome and educational for all children should be required of dependent children—and no more. They should not begin to be self-supporting before the age at which the law allows more fortunate children to begin work. In general, because of an unfortunate physical and social inheritance, these children require a longer period of preparation for citizenship.

Letters received by State schools frequently ask for a good, strong boy or girl, particularly in the spring of the year. An entirely different point of view is needed. This can be secured when the State makes it quite clear that it is not trying to get rid of the support of the dependent child but is seeking and is prepared to meet the cost of the kind of home which will best meet the needs of that child.

Interstate migration of dependent and neglected children.

The protection of dependent children through State supervision of child-caring agencies and institutions and private boarding homes has been the subject of legislation in a number of States. Children are still being sent from the East for placement in rural homes in western States and across State lines for placement in nearby States. Sometimes the State to which the child goes affords less in the way of educational opportunity and safeguards the interests of children less adequately than the State which has been the child's home. But even more important, it has been found that when children are taken from one State to another for purposes of placement it becomes exceedingly difficult to insure adequate protection through State laws. Moreover, in the absence of specific legislation such of these children as become public charges must be supported by the people of the State into which they have been sent.

From time to time the Children's Bureau is asked to assist in tracing persons who travel from State to State with bands of children, collecting money for their support. One such group, ranging in age from 4 to 15 years, has been reported within the last two years as having been in Alabama, Kentucky, Mississippi, Ohio, Virginia, and West Virginia. Another group which came to the attention of the bureau last year started from the State of Washington, spent the winter in the South and the spring in New Jersey and New York, and when last seen were going to New England. They were received and helped on their way by mayors, by fraternal organizations, and by kindly individuals who have had no means of knowing the care the children were receiving or the effect upon them of this nomad life.

Mainly to protect themselves against the "importation" of certain classes of children likely to be public burdens or undesirable citizens, 28 States have enacted laws regulating the "importation"
of children for placement in family homes. These laws usually require that a bond of a specified amount or other guaranty satisfactory to the enforcing agency be given. In addition, the written consent or formal license from the enforcing agency is required in 13 States. The laws of a few of these States have, however, more altruistic provisions designed to safeguard the welfare of these children, some of them requiring that the homes into which they are to be placed be investigated and certified as suitable by the enforcing agency; that the children remain under supervision for a specified period; and that the persons with whom they are placed be made responsible for their proper care, education, and training.

Four States have made legal provision regulating the sending of children out of the State for placement. Twenty States are still without legislation of this character.

Legislation regulating the placement of dependent children imported from other States affords at best only partial protection and does not touch the roving bands of children who are taken from State to State for purposes other than placement in family homes. It is believed that the subject is one of national concern on which national help may be necessary.

### STUDIES OF DELINQUENT CHILDREN

Girls are not usually brought to the attention of courts or social agencies unless their delinquency has become serious. The development of sound methods of dealing with delinquent girls is therefore of special importance.

In 1924 a committee of the National Probation Association made a report based on a questionnaire study of probation for women and girls for 168 courts in 22 States. Wide divergence in qualifications of staff, salaries, number of cases assigned to a single officer, and procedure was noted. In consultation with members of this committee the bureau planned a study of the work of probation departments and protective and other agencies dealing with delinquent girls in 10 communities. The field work of this study has been practically completed.

An investigation of delinquent children in Boston, based on the records of the Judge Baker Foundation, is now under way. A statistical study of delinquent children of working age in the Milwaukee juvenile court has been made in connection with the study of the occupations of children in the continuation school.

### UNITED STATES CENSUS OF JUVENILE DELINQUENTS

At the request of the United States Bureau of the Census the Children's Bureau planned the tables and prepared the text for a chapter on juvenile delinquents committed to institutions which will be included in a forthcoming census volume dealing mainly with organizations for the care and protection of children. During the first six months of 1923, 945 juveniles under 18 years of age were admitted to prisons and reformatories and 2,445 to jails and workhouses. These figures do not include children detained in jail awaiting the hearing or disposition of their cases. Considerable progress had been made between 1910—the year of the last census of this
nature—and 1923. In the former year 38.8 per cent of all admissions of juvenile delinquents under 18 to institutions were to jails and workhouses, whereas in 1923 the estimated percentage was 20.8. In 1910 nearly 10,000 persons under 18 years of age were admitted to jails and workhouses as compared with 2,445 in the first half of 1923.

Twenty-five States and the District of Columbia have made it illegal, usually through juvenile court laws, to commit children of specified ages to jails, but in 4 of the States this protection is extended only to children under 12 years of age, in 8 to children under the age of 14 years, and in 1 State to children under 15. Seven States forbid imprisonment in jail of children under 16, the District of Columbia, Missouri, New Hampshire, and Texas (applicable to boys only) forbid commitment of children under the age of 17 years, a child under 18 may not be committed to jail in Virginia except for an aggravated offense nor a girl under 18 in Texas, and Utah forbids such commitment of a child 18 or under. The laws of 34 States provide that children of specified ages committed to jail or other place to which adults are sentenced must be kept separate and apart from older prisoners or that they shall not be placed in a penal institution with adult convicts. Prohibitions of commitment of children under stated ages to State penitentiaries are found in the laws of 6 States, exceptions sometimes being permitted if the offense is an aggravated one. Nine States provide that persons under a specified age convicted of an offense punishable by imprisonment in the State penitentiary may be confined in a county jail instead.

Comparison of the age distribution of the juvenile offenders admitted to institutions in 1910 and in 1923 shows that considerable progress has been made in keeping young children out of penal institutions. In 1910, 2,345 children under 16 years of age were admitted to penal institutions; in the first six months of 1923, 283. In 8 of the 12 States prohibiting jail commitment of children under the age of 16, 17, or 18 years, the figures indicate substantial compliance with the law, only 6 children under the age specified in the law in these States having been committed to jail in the first six months of 1923. In the District of Columbia, which has a similar provision extending to children under 17 years, 3 children under this age were committed to jail during this period.

These figures indicate that much yet remains to be accomplished if the ideal of the juvenile-court movement—that delinquent children are to be placed under redeeming and not degrading influences—is to be realized.

DOMESTIC-RELATIONS COURTS

The bureau has completed the assembling of legal and statistical information and descriptive material concerning the jurisdiction, types of cases, and organization of courts dealing with domestic relations and juvenile problems. In the report of this study consideration will be given especially to the extent to which the social-service work of the courts is being developed and the possibilities of coordinating service in various types of cases. The administrative aspects of the problem appear to be of far greater importance than
the jurisdictional. Consolidation of jurisdiction is relatively ineffective unless adequate administrative facilities for the investigation and supervision of cases are supplied.

CHILDREN BORN OUT OF WEDLOCK

The report of a study of the effect of a Maryland law of 1916 prohibiting the separation of babies under 6 months of age from their mothers was published during the year under the title "The Welfare of Infants of Illegitimate Birth in Baltimore." The analysis shows that between 1915 and 1921 there was a decline of 104.8 points, or 56.4 per cent, in the mortality of infants born out of wedlock as compared with a decline of 17.3 points, or 17 per cent, in that for infants of legitimate birth. Twenty-four hospitals, social agencies, and maternity homes which deal especially with unmarried mothers were visited. Of these, about one-third have made changes in policy since the six months law went into effect, and some commercial agencies of poor character have gone out of business on account of the restrictions which the law has placed on their activities.

About 250 case histories of children of illegitimate birth who are at least 8 years of age and who have been reared by relatives have been received from child-caring agencies and maternity homes in 11 cities. These histories will form the basis of a report now being prepared.

COUNTY PROVISION FOR CHILDREN IN NEED OF SPECIAL CARE

Experiments in administrative methods of insuring reasonable standards of service for children in smaller towns and rural communities are beginning to yield concrete data from which conclusions may be drawn. Requests for an evaluation of this experience frequently come to the bureau from children's code commissions and State departments of welfare or of charities and corrections.

Brief studies in selected counties of Minnesota, North Carolina, and New York were therefore undertaken with the object of ascertaining the methods of organization and the results obtained in States doing pioneer work in the development of a county-wide service. The report will include a description of the organization of the State departments concerned with child care and protection and of the county agencies provided under the terms of the State laws, as well as notes on first-hand observations made in several counties of each State.

Early in 1924, at the request of the Georgia State Department of Public Welfare and the Georgia Children's Code Commission, a study was made of the care available to dependent, neglected, and delinquent children in 30 counties in Georgia. Here county work has not been organized and opportunities for service are neglected, with serious loss to the children. During the last year, at the request and with the cooperation of the Pennsylvania Children's Commission, a similar inquiry was undertaken in seven counties of Pennsylvania, where information has been obtained concerning over 12,000 children receiving aid in their own homes, coming before the courts.

*This figure includes some children under the care of more than one agency who were counted more than once.
in institutions, attending clinics for the physically handicapped or mental clinics, or aided by humane societies. Here county work is being encouraged by the State department of public welfare, but is little developed as yet.

**CURRENT STATISTICS AS TO CHILDREN**

**Juvenile-court statistics.**

Progress has been made on a plan for uniform reporting of juvenile-court statistics. Study of published and unpublished court reports has shown that no general agreement exists with reference to terminology, unit of tabulation, or methods of presentation. A set of simple tables with instructions for their preparation and forms for statistical cards have been prepared and will be published and distributed to courts willing to cooperate by annually filling out these tables or the cards from which they can be compiled. The tables will show for each cooperating court the total number of cases of delinquency and of dependency and neglect disposed of during a year, the number of cases in which the children had been previously dealt with by the court, the nature of the complaint, the method of care pending hearing or disposition of case, the manner of dealing with the cases (whether through formal court action or informal adjustment), and the types of disposition made (for example, placement on probation or under supervision, commitment to institutions or agencies). The number of different children dealt with will also be shown, and certain social facts such as sex, race, age, parental condition, employment of mother, and whereabouts of the children. Data concerning the number of probation cases, length of time on probation, and reason for discharge from probation will be included. It is hoped that through this plan a beginning may be made in the collection of statistics of delinquency and dependency as dealt with by courts, which may eventually extend over the entire country.

**Statistics of child labor.**

A special effort has been made during the last year to obtain reports on the issuance of employment certificates or work permits from as many cities as possible, and from entire States wherever State departments of labor or of education having supervision over the issuing of work permits receive such reports from local communities. If accurately kept, these records give the number of children legally employed in each State in occupations for which certificates are required. The records of work permits issued are practically the only source of statistics of employed children in existence between census years, and it is to be regretted that these records are available for comparatively few places. For several years the bureau has been collecting such reports from permit-issuing offices representing each year an increasingly larger proportion of the work permits issued throughout the country. The completeness of current information on the extent of the employment of children between 14 and 16 years of age which the Children's Bureau is able to furnish is conditioned by the number of work permit issuing offices furnishing reports.

Statistics of children between 14 and 16 years of age receiving work permits have been received from 27 city permit-issuing offices.
for the calendar year 1924. In addition to reports from individual cities statistics for the calendar year 1924 for the entire State or for the principal cities and towns of the State were received from 12 State labor or education departments. Comparable figures for 1923 are available for only a few States.

A special attempt has been made also to obtain, in addition to the figures showing the number of children receiving permits, more comprehensive data showing the age and sex of the workers, the school grade completed before going to work, the character of the evidence of age accepted for work permits, and the industries entered by children of work-permit age. In comparatively few places is the value of keeping records which will yield this type of information for the young workers of the community recognized, and most permit-issuing offices have staffs so small as to preclude the possibility of keeping elaborate records. However, through the use in most cases of a uniform report blank prepared by the bureau, 26 of the 27 city offices, and 10 of the 12 State departments furnishing reports on the number of 14 and 15 year old children going to work during the calendar year 1924 have supplied supplementary information on at least some of these points for all or at least one-half of the year. Statistics covering six to nine months of the year were obtained from four additional State departments.

Reports received to date from local certificate-issuing offices and from State departments of labor and education have been analyzed for information on children 14 and 15 years of age going to work for the first time in 1924. The cities and States sending reports to the bureau represent all the principal geographic divisions of the United States, except the Mountain Division, so that the findings may be considered typical of conditions under which boys and girls are leaving school for work throughout the country at the present time.

All the States for which information for either individual cities or the entire State was procured fix a minimum age of at least 14 years for employment in factories and stores and often in many other occupations, and all except three have in addition certain educational prerequisites for employment. The reports show that in 1924, 43 per cent of the 80,000 children for whom records are available went to work when they were 14 years of age. If New York City, where 32,163 children received their first working papers, is not included, the majority (54 per cent) went to work at 14.

In the following cities more than one-half of the children going to work received work permits at 14:

<table>
<thead>
<tr>
<th>City</th>
<th>Per cent</th>
<th>City</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Passaic, N. J.</td>
<td>75.0</td>
<td>Newark, N. J.</td>
<td>58.0</td>
</tr>
<tr>
<td>Baltimore, Md.</td>
<td>70.3</td>
<td>Bridgeport, Conn.</td>
<td>57.0</td>
</tr>
<tr>
<td>St. Louis, Mo.</td>
<td>70.4</td>
<td>Norfolk, Va.</td>
<td>57.3</td>
</tr>
<tr>
<td>New Orleans, La.</td>
<td>68.0</td>
<td>Little Rock, Ark.</td>
<td>56.4</td>
</tr>
<tr>
<td>Washington, D. C.</td>
<td>61.9</td>
<td>New Britain, Conn.</td>
<td>54.3</td>
</tr>
<tr>
<td>New Haven, Conn.</td>
<td>60.7</td>
<td>Chicago, Ill.</td>
<td>54.1</td>
</tr>
<tr>
<td>Jersey City, N. J.</td>
<td>59.0</td>
<td>Waterbury, Conn.</td>
<td>54.1</td>
</tr>
<tr>
<td>Richmond, Va.</td>
<td>59.1</td>
<td>Pittsburgh, Pa.</td>
<td>50.5</td>
</tr>
<tr>
<td>Somerville, Mass.</td>
<td>58.5</td>
<td>Trenton, N. J.</td>
<td>50.4</td>
</tr>
</tbody>
</table>

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4 At least for work during school hours. In Missouri the 14-year minimum does not apply to children working for their parents or guardians; in Oklahoma it does not apply to work in stores; and in the District of Columbia in 1924 a child of 12 or over could obtain a work permit on account of poverty.

8 The only Massachusetts city reporting the age of children receiving work permits.
In 5 of the 11 States for which information in regard to age was obtained more than one-half of the certificates for first regular employment were issued to 14-year-old children—in Alabama 53.1 per cent, in Connecticut 56.5 per cent, in Virginia 57.3 per cent, in New Jersey 61 per cent, and in Maryland 69.2 per cent.

In none of these States or cities where over half the children went to work at 14 did the child labor law require the completion of more than the sixth grade for employment certificates, and several (Louisiana, Missouri, Virginia, and the District of Columbia) had fixed no grade requirement as a condition of employment. Where the State law required completion of the elementary school before a 14-year-old child could go to work only a comparatively small percentage of the workers were as young as 14: For example, in New York City, where 18 per cent of the child population between 14 and 16 go to work, only 26.7 per cent of the children receiving permits were 14 years of age, in Indiana only 17.7 per cent of the child workers, and in Minneapolis only 13.2 per cent. In Detroit no work permits were issued to 14-year-old children; in Maine only one-half of 1 per cent of the children receiving permits were 14 years of age, and in Los Angeles and San Francisco only 6.5 and 10.3 per cent, respectively. In the States in which these cities are located the law sets a high minimum age for entrance to employment. In California no child under 15 may receive a permit to work during school hours unless his earnings are necessary and he has completed the eighth grade; in Maine and in Michigan no child under 15 may obtain such a permit. In Ohio the law permits no children under 16 in regular employment.

The demand for girl workers of 14 and 15 years was almost as great as that for boys, and in some places it was greater. More girls than boys of these ages went to work in Hartford, New Orleans, Detroit, Omaha, Fall River, Newark, Passaic, Rochester, Reading, and Richmond, and in the States of Nebraska and Indiana (exclusive of Indianapolis). In the 14-year group alone eight cities (Hartford and New Haven, Conn.; Newark and Passaic, N. J.; Rochester, N. Y.; Indianapolis, Ind.; Pittsburgh, Pa.; and Fall River, Mass.) reported more girls than boys going to work—in some cases considerably more.

In Little Rock, Ark., 90 per cent of the 14 and 15 year old workers were boys; in Washington, D. C., 88 per cent; in Birmingham, Ala., 84 per cent; and in Norfolk, Va., 81 per cent.

There is wide variation between cities in the percentage of the total number of boys and girls 14 and 15 years of age who received work permits both at 14 and 15 years of age, as the following figures show:

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4 In Maryland, outside Baltimore, the school law requires completion of the seventh grade for children going to work, but only 0.4 per cent of the children reported as receiving certificates in Maryland in 1924 were from outside the city of Baltimore.

5 Under a law passed in 1925, mentally subnormal children between 14 and 16 may be permitted to leave school for work under certain conditions.

6 There is a possibility that in some of these places the female population between 14 and 16 years of age was larger than the male. Statistics of population for this age group are not published for cities with a population of less than 500,000.

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Provided by the Maternal and Child Health Library, Georgetown University
Percentages of total number of children of specified ages receiving work permits 1

<table>
<thead>
<tr>
<th>Cities</th>
<th>Boys 14 years</th>
<th>Boys 15 years</th>
<th>Girls 14 years</th>
<th>Girls 15 years</th>
</tr>
</thead>
<tbody>
<tr>
<td>St. Louis</td>
<td>22.4</td>
<td>14.4</td>
<td>16.9</td>
<td>6.4</td>
</tr>
<tr>
<td>Baltimore</td>
<td>22.4</td>
<td>12.3</td>
<td>17.7</td>
<td>7.0</td>
</tr>
<tr>
<td>New York City</td>
<td>19.2</td>
<td>21.4</td>
<td>9.8</td>
<td>25.5</td>
</tr>
<tr>
<td>Los Angeles</td>
<td>1.0</td>
<td>24.0</td>
<td>7.7</td>
<td>9.9</td>
</tr>
<tr>
<td>Detroit</td>
<td>5.2</td>
<td>3.2</td>
<td>5.2</td>
<td>5.2</td>
</tr>
</tbody>
</table>

1 Percentages are based on the numbers reported in the census of 1920.

Employment-certificate records show that the educational equipment with which these young workers begin their industrial life differs widely for children living in different parts of the country or even in different States within the same section. Although the character of the population and the nature of the local industries have their influence on the age at which the children leave school for work, hence on the school grade that they attain before leaving, the influence of compulsory school attendance requirements and of the educational standard of the child labor laws is clearly seen. Information on school grade was received for 34 cities in 18 States (7 of which supplied statistics for the entire State) and for Washington, D. C., and for 1 other State for which figures for individual cities were not sufficiently large for analysis. In the 4 States reporting on the grade completed by the children who received employment certificates the proportion who had completed the eighth or a higher grade was 14.5 per cent in Alabama, 53.7 per cent in Connecticut, 28.8 per cent in Kentucky, and 44.2 per cent in Maine. In Alabama and in Kentucky, both States in which the child labor law permits children who have completed the fifth grade to go to work, 48.3 per cent and 24.3 per cent, respectively, had completed grades lower than the sixth, whereas in Connecticut and in Maine, where the law requires completion of the sixth grade, 99 per cent in Connecticut and 100 per cent in Maine of the children taking out permits to go to work had completed at least the sixth grade.

The four other States giving information on school grades—Arkansas, Indiana, Nebraska, and Virginia—did not report whether the grade was the one last attended or the one completed. In Arkansas, where the child labor law requires completion of the fourth grade, 45 per cent of the working children had last attended or completed the eighth or a higher grade; in Indiana, where completion of the eighth grade is required, 99.3 per cent; in Nebraska, where literacy in English and attendance at night school or continuation school is accepted as an alternative to completion of the eighth grade, 81.5 per cent. In Virginia, which has no educational requirement for an employment certificate, only 10.9 per cent had completed or were in the eighth grade when they were authorized to begin work.

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9 In Alabama a sixth-grade requirement for employment certificates will go into effect Sept. 1, 1926.
10 In Connecticut, however, local school authorities may increase this requirement, and the State board of education or local school authority may release a child from it.
Only 17 of the 35 cities from which information as to school grade was received, reported that a majority of the children going to work were attending or had completed the eighth grade when they left school and in 22 cities a large proportion (20 to 70 per cent) were attending or had completed only the sixth or a lower grade when they left school to go to work.

Of the 18 cities reporting on the grade actually completed the percentage of 14 and 15 year old children leaving school for work before completing the eighth grade was as follows: Reading, 79.1; Baltimore, 78.8; New Orleans, 69.9; Pittsburgh, 62.8; New Britain, 61.4; Birmingham, 61.1; Harrisburg, 59.4; Louisville, 56.6; Waterbury, 55.2; New Haven, 43.2; Rochester, 41.1; Chicago, 39.3; Yonkers, 39.1; Bridgeport, 37.8; Hartford, 37.5; Los Angeles, 19.1; San Francisco, 14.4. St. Paul reported that no children of these ages left school for work before completing the eighth grade.

Among the cities reporting the number of 14 and 15 year old children receiving their first work permits for regular employment in the calendar year 1924 were 33 that also reported the number receiving permits during the calendar year 1923. Of these 33 cities 32 reported a decrease in the number of children certificated for employment during 1924 as compared with 1923, a decrease for all the cities combined of 27 per cent. Such figures as are now available for the first five months of 1925 indicate a slight increase during the first part of the current year as compared with the corresponding period in 1924 in the number of children leaving school for work. It should be remembered that since children may be and frequently are illegally employed and the occupations for which work permits are required in the different States do not include all those in which children are engaged, the statistics as to the number of work permits issued do not give the total number of children employed. The number of children receiving permits may increase with the extension of the certificate law to more types of employment or with better enforcement of the same law, as well as with an actual increase in the employment of children; and it may decrease with the lowering of administrative standards, as well as with a temporary decrease in the number of employed children during an industrial depression (when, although children are not the first to be dismissed, their numbers are reduced) or with a real decrease resulting from raising age, educational or other standards of the child labor law, or from other causes. All these factors enter into the variations from year to year in the number of children receiving employment certificates.

STATE CHILD-WELFARE COMMISSIONS

State commissions for the study and revision of laws relating to children have been active during the last year in eight States—Delaware, Florida, Georgia, Iowa, New York, Pennsylvania, South Dakota, and Tennessee—and in the District of Columbia. In addition, a new commission was authorized by the Rhode Island Legislature and already has been organized, bringing to 30 the total number of States which have had such commissions. The Utah com-

11 This percentage is based on the number of girls 16 and 17 years of age, in addition to children 14 and 15 years of age, to whom certificates were issued.
mission, which was reorganized in March, 1924, has been discontinued.

The Delaware commission published a manual of State laws relating to children and presented two bills to the legislature. The first bill, to continue the commission for two more years, passed, but the second to appropriate $3,000 for its expenses failed.

The Florida commission presented two bills, both of which failed to pass; one was for an appropriation of $10,000 to continue the work of the commission, the other to establish a board of child welfare and parole. A study of probation and parole was made by the Child Welfare League of America at the request of the commission.

In Georgia eight bills were drafted, the enactment of which was the object of an extensive educational campaign conducted in part by means of the distribution of mimeographed material giving in detail the facts concerning conditions in the State and the measures proposed. The information obtained by the Children's Bureau in its study of 30 counties in Georgia and some exhibit material supplied by the bureau were utilized by the commission. The bills, which relate to juvenile courts, nonsupport and desertion, adoption, children born out of wedlock, child labor, compulsory school attendance, and training schools for boys and girls were presented to the legislature which met June 24.12

The Iowa Child-Welfare Commission recommended 10 bills, of which 6 became law, 2 failed to pass, and 2 were not offered in the legislature. The measures which were enacted relate to the child-welfare functions of the board of control: to licensing and regulating of child-placing agencies, of maternity hospitals, and of children's boarding homes; to illegitimacy; and to marriage.

The New York commission sponsored 15 bills, 7 of which passed. Of these, 5 relate to illegitimacy, the legal procedure for obtaining support for children born out of wedlock being greatly improved. No appropriation was made for the expenses of the commission for the forthcoming year.

The Pennsylvania commission, at whose request the Children's Bureau made a study of the provision for dependent, neglected, and delinquent children in seven counties, published a two-volume report which included a manual of Pennsylvania laws relating to children and the report of a study of adoptions made by the commission. Two bills were presented to the legislature, both of which became law. The first improves the procedure in adoption cases and the second provides for the licensing and regulation of infant boarding houses. The commission was continued for another two years, and $15,000 was appropriated for its expenses.

In South Dakota the commission was continued for a two-year period with an appropriation of $8,000. It sponsored 10 bills, 4 of which passed in amended form, relating to the licensing of maternity homes, the instruction of subnormal children, and the parole of children from the State training school (two bills).

The Tennessee commission to study the social needs of the State cooperated in a public-health survey of the State by the United

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12 The child labor bill was the only one enacted into law. This law, a substantial improvement over present legal standards, takes effect Jan. 1, 1926.
States Public Health Service. This survey and the recommendations of the United States Public Health Service were made the basis of the recommendations of the commission to the governor and were closely followed in the legislative program of the State department of health, which was enacted with very little change. The commission also recommended the establishment of a separate State department of public welfare, but the legislature created a division of social welfare in the department of institutions, with an appropriation of $16,000 for the ensuing biennium.

The District of Columbia commission drafted a bill for a board of public welfare which would take over the work of the Board of Charities and the Board of Children's Guardians and would be given jurisdiction over a number of institutions. This bill, with an amendment providing for mothers' pensions, passed the House but failed to pass the Senate. Final action by the commission on the proposed new juvenile court law and the bill to regulate child-caring agencies has been postponed until fall.

**STATE CHILD-WELFARE LEGISLATION, 1925**

Legislatures of 42 States have met during 1925, 40 of these convening in January, the Florida Legislature on April 7, and the Georgia Legislature on June 24. Alaska, Hawaii, and Porto Rico also have had regular legislative sessions this year, and Congress has legislated for the District of Columbia. In Alabama, Kentucky, Louisiana, Maryland, Mississippi, and Virginia the legislatures do not meet in 1925.

The Children's Bureau has continued to receive for the use of its staff and for publication in the Child-Welfare News Summary information concerning State child-welfare legislation proposed and enacted. A special legislative number of the News Summary was issued June 13, 1925.

Child-welfare measures were considered in practically every State, but in few States were significant measures enacted into law.

**Child labor.**

Measures raising in slight or marked degree the existing child-labor standards have been pending in a number of States; some bills were introduced which proposed to lower present standards. Bills making significant improvements in standards for the employment of children are known to have been passed in Michigan, New Mexico, New York, Tennessee, Texas, Wisconsin, and Wyoming. Ohio simplified and modified certain provisions of the present child labor law. California passed laws relating to the employment of children in public performances and exhibitions and strengthening the enforcement provisions of the child labor law. A Massachusetts law provides that a child between 14 and 16 years of age who has not the educational qualifications for a regular employment certificate—that is, who has not met the requirements for completion of the sixth grade—may be granted an employment certificate good for work outside school hours.

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**Notes:**

13 Action on the child-labor amendment is given on p. 7.

14 A law passed by Georgia August 17, 1925, to take effect January 1, 1926, is a substantial improvement over the present legal standards.
Michigan passed a law raising to 18 the age up to which employment certificates are required. New Mexico amended its child labor law in the following importance respects: By strengthening the employment-permit requirements (previously the only provision was an indefinite one in the school law applying only to children working during school hours); by changing the maximum working hours for children under 16 (previously 8 a day and 48 a week) to 8 a day and 44 a week except under "special circumstances" to be determined by the permit-issuing officers and in no case to exceed 48 a week; by extending the night-work prohibition to cover the hours from 7 p.m. to 7 a.m. (formerly from 9 p.m. to 6 a.m.); by prohibiting the work of children under 16 in dangerous or injurious occupations; by providing for a child-labor inspector; and by increasing the penalties for violation of the law. The new law prohibits the employment of any child under 14 during school hours and requires a child under 16 employed at any time to obtain a permit from the school superintendent, such permit to be issued only upon satisfactory proof of age and upon proof that the child is in good physical health and that the work will not be dangerous or injurious to him. If he is to work during school hours, proof must be furnished that his wages are necessary to his own or his family's support. No minor under 18 may be employed in any mine or quarry underground or at or about any place where explosives are used; messenger service at night is prohibited for boys under 16 and at any time for girls under 21. Children working for their parents or guardians on premises or land owned or occupied by them are exempted from the provisions of the act, except that children under 14 may not be employed during school hours.

New York passed a measure reducing from 48 to 44 the weekly hours of labor of children under 16 in factories and other establishments and occupations in which the employment of children is regulated by the labor law.

An act requiring physical examination as a prerequisite to the granting of employment certificates to children under 16 was passed by the Tennessee Legislature.

A new Texas law provides for children under 15 years of age a maximum 8-hour day (formerly the law fixed a 10-hour day for these children, except that under the women's work law the maximum for girls was 9 hours in certain occupations). Under both the former law and the new law the weekly limit is 48 hours. A night-work provision is added, prohibiting the employment of children under 15 years of age between 10 p.m. and 5 a.m. The provision allowing a child 12 years of age or over to obtain a special permit to engage in certain types of employment is retained, but it must be shown that the child has completed the fifth grade, and he must present a certificate from a licensed physician showing that he is physically able to do the work for which the permit is sought. As under the previous law, domestic service and agricultural and stock-raising pursuits are exempted from the provisions of the act.

Wisconsin passed a law giving the State industrial commission power to regulate the employment of children under 16 in cherry
orchards, market gardening, gardening conducted or controlled by canning companies, and the culture of sugar beets and cranberries. Wyoming passed an act prohibiting employment of children under 16 in a large number of designated hazardous occupations and in any occupation or place of employment declared by the State child-labor commission to be dangerous or prejudicial to the safety, health, welfare, or morals of children under that age, but it failed to pass a bill further strengthening the child labor law.

Although the information received by the bureau as to defeated legislation is admittedly incomplete, because of the difficulty of obtaining records of such measures, it is reported that a number of legislative proposals to raise child-labor standards failed to pass. The Delaware legislature defeated a bill to raise the minimum age for work in fruit and vegetable canneries from 12 to 14. In Illinois a bill to raise the educational requirements for employment certificates failed of passage. In Massachusetts a bill which proposed to raise from 14 to 16 the minimum age for employment of minors in specified occupations, and from 16 to 18 the age under which employment certificates are required, failed to pass. The New Hampshire Legislature rejected a bill providing for a maximum working week of 48 hours for women and children, and the North Carolina and Rhode Island Legislatures failed to pass bills limiting the hours of work of children under 16 in certain occupations to 8 a day. An attempt to extend to children employed in mercantile establishments the present maximum 60-hour week and 11-hour day for women and minors in factories also failed in North Carolina. The Rhode Island Legislature failed to pass a bill extending the age and hour standards of the child labor and other labor laws to work done for factories in homes. In New York a bill to extend the list of articles now barred under the labor law from being manufactured in tenement homes failed to pass, but a law relating to the tagging of articles unlawfully manufactured in tenements was enacted.

School attendance.

Laws making changes in compulsory school attendance requirements are known to have passed in two States—Ohio and Pennsylvania—and in the District of Columbia. Ohio extended the power of the school authorities to grant exemptions from the operation of the law, and Pennsylvania raised from 12 to 14 the age at which the period of compulsory attendance may be reduced in certain districts. Congress passed a new compulsory education law for the District of Columbia under which school attendance is compulsory between the ages of 7 and 16, except that children of 14 who have completed the eighth grade may obtain a work permit to be actually and legally employed. Formerly attendance was compulsory only between the ages of 8 and 14; a child might go to work at 14 no matter what grade he had reached in school, and under a poverty permit, might leave school at 12. The new law makes provision for a school census and establishes a department of school attendance and work permits under the superintendent of schools. Jurisdiction over cases arising under the act is vested in the juvenile court.

A bill which would have improved the compulsory school attendance law of South Carolina was reported as defeated. Massachu-
setts failed to pass a bill raising the maximum compulsory school attendance age from 16 to 18; raising the minimum age at which a child may leave school for work from 14 to 16; and requiring minors between 16 and 18 years of age who have left school for work to attend continuation school.

Child hygiene.¹⁵

Measures relating to public health and child hygiene have been considered in a number of States. Michigan, Minnesota, and Vermont passed laws relating to State or local health officers, and Pennsylvania authorized the promotion of county health associations and appropriations from the county treasuries to be expended in cooperation with the State department of health for the promotion of health and safety. Kansas, Michigan, and Missouri extended the authority of local communities to employ public-health nurses. New Jersey authorized boards of education to maintain dental clinics for indigent children. Measures relating to medical inspection in public schools or to school physicians and nurses were enacted in Connecticut, New York, and Rhode Island. Oregon passed a law requiring physical examination of all public-school children during the first month of the school year, provided no objection has been made by the parents.

Bills relating to birth and death registration passed in Michigan, Minnesota, New Hampshire, New Mexico, Tennessee, and Vermont. South Dakota passed a law requiring physicians and others to employ certain methods for the prevention of blindness and infections of the eyes of newborn infants. West Virginia passed a law requiring midwives to renew licenses annually. Iowa and South Dakota passed new regulations for the control and inspection of maternity hospitals and maternity homes, respectively.

Bills were introduced and passed in several States stipulating requirements for the handling of milk, relating to sanitation, maintenance of appliances, utensils, and surroundings, to pasteurization, and to compliance with various tests as provided by State departments of agriculture and health.

Physically handicapped children.

Measures relating to crippled children were enacted by Arkansas, Illinois, Ohio, Pennsylvania, and West Virginia. The Arkansas act authorizes quorum courts to make appropriations for the benefit of institutions which furnish care and treatment for sick or crippled children. Illinois established a crippled children's commission to study existing work for the care, cure, and education of crippled children and to recommend to the next general assembly means for more effective coordination and improvement of work. The law carries a $5,000 appropriation. Another Illinois act amends the law relating to the establishment and maintenance of public-school classes for crippled children. In Ohio the law relating to the enumeration of crippled children has been amended by providing for the examination of such children by the health commissioner of each health district, and requiring a report on such examination and application for proper treatment to be made to the juvenile judge of the county.

¹⁵ Acceptance of the maternity and infancy act has been noted on p. 1.
South Dakota appropriated $4,000 a year for a two-year period, to be used by the board of health for the benefit of crippled children. West Virginia has created a State crippled-children council to coordinate work under existing statutes, put into effect desirable policies, study and report on the number and conditions of such children and existing provision made for them, and recommend new measures more adequate to meet their needs.

New Jersey, New Hampshire, and Pennsylvania provided for increased care for tubercular children.

The education of physically handicapped children and children with impaired vision has been the subject of legislation enacted in Connecticut, Ohio, New York, and Pennsylvania. The Ohio law provides home teaching for children not able to attend special classes, and the New York law brings physically handicapped children within the jurisdiction of the children's court and provides for a school census of all such children, including infants and preschool children, under the age of 18 years. Pennsylvania has provided for the enumeration of physically and mentally handicapped children between the ages of 6 and 16 (formerly 8 and 16), for authorized home teaching as an alternative to school instruction, and for payment of tuition in special schools and institutions for the blind and deaf under the supervision of the department of public instruction—25 per cent by the school district and 75 per cent by the Commonwealth.

Tennessee has authorized the State department of institutions to provide care, treatment, and education of crippled children whose parents or guardians fail or are financially unable to provide such care. Application is to be made to the judge or chairman of the county court of the county where the child resides.

Mentally defective children.

Laws relating to the examination, care, and training of the mentally defective have been passed by Indiana, Iowa, Michigan, Minnesota, New Mexico, Oregon, Pennsylvania, and South Dakota. Measures providing for sterilization of mental defectives were passed in Idaho, Maine, Michigan, Minnesota, and Oregon but failed to become law in Illinois, New Jersey, Ohio, Rhode Island, and Wisconsin.

Juvenile and domestic-relations courts.

A few bills which would destroy or weaken juvenile courts were introduced, but, so far as present information indicates, none has passed. In several States measures broadening the jurisdiction of the juvenile court to include certain types of adult cases or creating special family courts have been considered. An Ohio law amends the act which gives the juvenile court jurisdiction over persons charged with the care and support of minors under the age of 18 who fail to fulfill such duties, by providing for weekly payments of amounts named by the court. In Oklahoma a family court has been authorized in counties of 90,000 population or over, with civil, adoption, and juvenile jurisdiction concurrent with that of the district court in some cases and of the county court in others.

The Michigan act providing for a uniform probation system throughout the State was amended. Laws increasing the salaries of probation officers in cities of several classes have been passed in
California, and Maine has passed a similar act applicable to Cumberland County. An Indiana law provides for the appointment, by the court having juvenile jurisdiction, of a practicing attorney to serve as juvenile referee in counties having a population of 100,000 or more.

A South Dakota law provides for cooperation by county child-welfare boards and probation officers with the State parole officer. Ohio has provided for county probation departments. Girls placed on parole are to be under the supervision of a reputable woman appointed by the county court, such supervision to be under the direction of the State parole officer.

The New York wayward minors law passed in 1922, which has been applicable to girls only, has been amended so as to include boys. Under its provisions persons between the ages of 16 and 21 years may be summoned before any magistrate and if they be adjudged wayward may be committed to an institution for an indeterminate period or placed on probation.

Dependent children.

Measures dealing with dependent children were introduced in several States. Iowa passed a law requiring the annual licensing of child-placing agencies; Pennsylvania passed a law providing for the licensing and regulation by the State department of welfare of boarding houses for children under 3 years of age. Minnesota has authorized treatment and care by the State of dependent children unsuitable for adoption and not fit subjects for commitment to the State school for the feeble-minded. Such children are to receive examination and special treatment in hospitals or institutions and may be placed in suitable family homes under supervision of the board of control. Half the expense is to be met by the county and half by the State.

Bills relating to mothers' pensions were introduced in a number of States. South Dakota passed a law making the mothers' pension laws applicable to unorganized counties. North Carolina cut its mothers' pension appropriation from $50,000 to $30,000. North Dakota reduced the maximum age of children for whom aid is granted from 16 to 15 years and also made a change in the method of administration of the mothers' pension law. Pennsylvania passed a law providing for the establishment and maintenance of poor districts within the State. It authorizes the employment of trained workers in the district and deprives justices of the peace of authority to grant relief, placing responsibility upon poor boards. Certain restrictions on outdoor relief are also removed. The new law provides for placing dependent children in homes or institutions and prohibits keeping those from 2 to 16 years of age in almshouses. Wisconsin extended the provisions of its mothers' pension act to provide aid to the mother of a child from 6 months before to 6 months after the birth of the child.

Adoption.

Laws relating to adoption of children were passed in Kansas, New Mexico, New York, Pennsylvania, Rhode Island, and West Virginia. The New Mexico law provides that upon the filing of a petition for the adoption of a minor the court shall submit such petition to the
State board of public welfare, which must verify the allegations contained therein, investigate all conditions, and report its findings to the court. The child must live for six months in the proposed foster home before the petition is granted, but the court is given power to shorten this period upon notice to the board and after hearing at which the board is represented. Pennsylvania repealed the law legalizing adoption by deed and clarified and strengthened the provisions regarding adoption procedure. In New York a law was passed amending the requirement with reference to the consent of a parent residing outside the county. Another New York law permits an adult husband or adult wife to adopt the natural child of the other. Rhode Island amended the adoption law with respect to notice by publication.

Children born out of wedlock.

Laws relating to children of illegitimate parentage were passed in Idaho, Iowa, Michigan, Minnesota, New Hampshire, New York, and Oregon. Idaho for the first time has provided for the establishment of paternity and payment of support by the father. Iowa enacted a law based on the provisions of the uniform illegitimacy act. Michigan failed to pass a bill embodying the provisions of the uniform illegitimacy act but amended its law relating to the maintenance of illegitimate children, providing for the examination of the complainant at the preliminary hearing. Another Michigan act provides for payment of costs, on order of the court, by a defendant who is found to be the father or admits the truth of the accusation. Minnesota provided that in trials to establish paternity the judge of the district court may in his discretion, and must at the request of either party thereto, exclude the general public.

New Hampshire passed a law which provides that a decree of divorce shall not affect the legitimacy of a child born in lawful matrimony unless the decree expressly so states, and also declares that children born of a marriage entered into in good faith are to be considered legitimate regardless of a decree of annulment of marriage.

The five New York bills relating to illegitimacy recommended by the New York State Commission to Examine Laws Relating to Child Welfare, which were enacted into law, greatly improve the legal procedure for the establishment of paternity. The subject is no longer part of the poor law but has been made part of the domestic relations law; the mother is granted recourse to court action without the necessity of having the case handled by poor-law officials; court approval of all settlements or compromises is required; and the right of appeal is given to plaintiffs as well as defendants. The word "illegitimate" is to be eliminated from school books and statutes of the State and the expression "children born out of wedlock" substituted therefor.

The Oregon law provides that in case a man and woman, not otherwise married, shall have cohabited in the State of Oregon as husband and wife for over one year and children shall be living as a result of such relation, said cohabitation shall constitute a valid marriage and children born during such period shall be the legitimate offspring thereof.
Recreation.

Bills providing for regulation and licensing of public dance halls were passed by Idaho, Illinois, New Hampshire, North Dakota, Ohio, and Oregon, but failed in Kansas, Maine, and Pennsylvania. Illinois, Indiana, Maine, New Jersey, Vermont, and West Virginia have passed laws authorizing the establishment or extension of systems of public recreation.

CHILD WELFARE IN OTHER COUNTRIES

Measures providing for improved care for children have occupied the attention of statesmen and parliaments in many countries during the past year. Americans have been especially interested in the proposed widows' pension and child adoption laws and modification of juvenile-court procedure in Great Britain, the demand for which has resulted largely from a study of American undertakings.

Approached in the scientific spirit, the experience of each country should be a part of the common experience which we should all take into consideration in our decisions as to what is in the interest of children. For this reason international organizations now being developed—whose principal functions will be to assemble and make available to experts in child welfare the facts about the present conditions of children and what has been found possible and practical under given conditions in different countries and to provide occasions for a discussion of results—should prove useful.

Pan American conferences.

During the year the bureau cooperated in two significant South American Congresses—the Fourth Pan American Child Congress held in Santiago, Chile, during the week of October 12, 1924, and the First International Congress of Social Economy, which convened in Buenos Aires, Argentina, October 26, 1924.

The child congress was composed of delegates of 15 countries and of persons engaged in child-welfare work or representing child-welfare agencies throughout Pan America.

The congress was divided into four sections—medicine, hygiene, sociology, and legislation. Except for three plenary sessions, all the work was done in the section meetings, which were sufficiently small to permit general discussion of technical subjects. A subcommittee for each section prepared conclusions which were submitted to a general committee on conclusions. The report of the general committee was adopted by the congress in plenary session and covered a wide range of subjects.

In the hygiene section the subjects discussed included vital statistics, eugenics, prenatal and maternity care, wet nurses, prevention of tuberculosis, milk supply, housing, school hygiene, and care of sick children. The sociology section considered the protection of abandoned and neglected children, the creation of State organizations for the study of child-welfare problems, the creation of special State funds for child protection, the protection of children of preschool age and of older children, causes and results of family disorganization, the struggle against poverty, the prevention of vagrancy and mendicancy, and the protection of defective and physically handicapped
children. The legislation section discussed child labor, adoption, establishment of paternity and inheritance of illegitimate children, juvenile courts, juvenile delinquency, reform schools, the legal powers of the mother, guardianship of minors, and the promotion of thrift among children.

The congress in plenary session approved a project for an international American bureau of child protection, with headquarters in Montevideo, which is to be a center for study, documentation, consultation, and propaganda with reference to children. It is to have four primary sections: (1) Organizations and institutions, (2) laws and regulations, (3) statistics and results, (4) publication. The Fifth Pan American Child Congress is to be held in Habana, Cuba.

In connection with the congress a child-welfare exhibit was organized in which duplicates of the three models constructed for the Children's Bureau—the maternity and infancy center, the playground, and the cottage institution for dependent children—were included. Through the generosity of one of the delegates these models were purchased and presented to the newly established permanent museum of child care.

The First International Congress of Social Economy was held in Buenos Aires from October 21 to November 4, 1924, under the auspices of the Argentine Government. It was organized by the Argentine Social Museum, a private organization founded in 1911 to collect and document material bearing on social questions, organize special studies and conferences, support social legislation, and carry on other similar activities. The membership of the congress included representatives of 17 American and 15 European nations; representatives of Argentine Provinces, private institutions and organizations, and Government offices; and persons especially invited to participate.

Problems of child welfare were included in the subject matter of four of the six sections—statistics and social questions in general, education, labor, and social hygiene (or public health). The other two sections dealt with social museums and with agrarian questions.

The rights of children, training for social work, child-welfare statistics, child-labor legislation, care of dependent children, and child health, were among the subjects of discussion and resolution. The congress affirmed the desirability of forming social museums in countries where they do not exist and of international cooperation through a secretariat established in connection with one of the existing museums. The next congress is to be held in Montevideo.

While the child congress was in session, and in part as a result of the interest in social welfare which it created, the Chilean Government established a Ministry of Hygiene, Social Assistance, Labor, and Social Welfare, of which a children's bureau is to be a part. At the last session of the Congress of Social Economy the Minister of the Interior of the Argentine Government, in the name of the President of the nation, announced that the executive authority of the Republic would undertake to translate into laws the declarations of the congress so far as they are compatible with the organization and conditions of the country.

As is generally true of international gatherings, the greatest value of these two congresses was the opportunity they gave for establishing permanent contacts with persons in various countries who are
working for the welfare of children. The child-welfare field is one
of the avenues by which the United States may enter into closer cul-
tural relationships with the peoples of Latin America. It is to be
hoped that American child-welfare agencies may be adequately rep-
resented in future gatherings of this character.

The League of Nations advisory commission for the protection and wel-
fare of children and young people.

The child-welfare committee.—The fourth session of the ad-
visory committee on the traffic in women and protection of chil-
dren of the League of Nations met in Geneva May 20 to 27, 1925.
In 1924 the assembly and council of the league decided to assume
the official activities of the International Association for the Pro-
tection of Children, organized under Belgian leadership in 1921.
At the same time a new set of assessors to deal with the sub-
ject of child welfare was assigned to the advisory committee on
the traffic in women and children, and that committee was asked
to propose a child-welfare program.

There were present at the meeting of this session of the com-
mittee representatives of the following Governments: Spain, France,
Belgium, British Empire, Denmark, Italy, Poland, Japan, Rumania,
and Uruguay. The Chief of the Children’s Bureau served the com-
mittee in a consultative capacity. Assessors representing the follow-
ing international organizations were also in attendance: Interna-
tional Union of “Save the Children” Fund, International Organiza-
tion of Boy Scouts and Girl Guides, League of Red Cross Societies,
Women’s International Organizations, and the International Asso-
ciation for the Protection of Children.

Representatives of the health committee of the League of Na-
tions and the International Labour Office participated in the
discussions and assured the committee of the active cooperation
of these organizations, and the chief investigator for the League’s
expert commission on the traffic in women also served as an assessor.

In a memorandum prepared at the request of the secretary of
the committee, the Chief of the Children’s Bureau recommended
(1) as to the scope of the child-welfare work, that the interest and
activities should include the whole field of child welfare, and (2)
as to committee organization, that the present committee should
recommend to the council the formation of two separate committees,
one to concern itself with child welfare and the other with the traffic
in women, since the combination of child welfare with the traffic in
women and children has no scientific basis and had already led to
serious misunderstanding.

As to the first of these recommendations the committee report
was as follows:

The advisory committee thinks it right to take the normal child as the
basis of its study and to emphasize the constructive side of child welfare as
much as the more limited though vital question of protecting the child from
adverse influences or willful exploitation. There is also the difficult problem
of the abnormal child whose free development is hampered by physical, mental,
or moral defectiveness and whose lot calls for special care and sympathy.

The advisory committee has considered very carefully whether it should
attempt to offer some specific definition of the subjects which the League of
Nations should regard as falling within the term “child welfare,” but it has
come to the conclusion that such an attempt would be ill advised. Any com-
plete definition might be so wide as inevitably to excite suspicion that the league was proposing for itself a task far beyond its powers. On the other hand, to adopt a narrow definition might exclude some questions which a brief experience might show were well worthy of consideration. The committee, however, fully realizes that if the work of the league in this field is to be effective, it must be built up gradually from a strictly limited program and developed as opportunity offers. There is, too, an obvious limit fixed by consideration of staff and the amount of money which can reasonably be allocated for this purpose.

As to the committee organization, the report was as follows:

In order to promote the effective performance of its future work, the committee discussed the question of organization. It was the strong feeling of all the members that the existing title gives a misleading impression of the scope of its work, and it decided unanimously to ask the council to change it to the Advisory Commission for the Protection and Welfare of Children and Young People. It was also decided to recommend the following organization:

The commission to consist of two committees. The delegates of the Governments named by the council will sit upon both committees.

The first committee to be called the "traffic in women and children committee" and to deal with subjects hitherto referred to the advisory committee on traffic in women and children. To this committee will be attached the assessors nominated in connection with the traffic in women and children. The second committee to be called the "child-welfare committee" and to deal with that subject; to this committee will be attached the assessors nominated in connection with child welfare.

This recommendation was adopted at the June meeting of the council of the league, and the two committees will meet separately in the future with two different sets of assessors.

The work of the child-welfare committee will be in the field of documentation, research, and discussion. A large number of subjects were proposed by the official members of the committee and by the assessors for the first year. It was finally decided that the first pieces of work should be the following:

1. A study of the law relating to the protection of life and health in early infancy. This task "of documentation will be undertaken by the social section in close collaboration with the health organization of the league.

2. A compilation of the laws relating to the age of consent and to the age of marriage.

3. The question of preparing an international convention for the repatriation of abandoned delinquent or neglected children. This was urged by the Belgian delegate, on the ground that it has an immediate international bearing, and several countries are desirous that there should be an international understanding as to the conditions under which foreign children who are neglected or have become delinquent should be repatriated to their country of origin or maintained in their country of adoption. The International Association for the Protection of Children has made some study of this question and offered to place the information at the disposal of the league. The committee decided to place this subject on its agenda for its next session, and in the meantime the secretariat of the league will collect the information already available and supplement it as far as possible.

4. Child labor: This subject was proposed by the representative of the International Union of "Save the Children" Fund. The International Labour Office was invited to furnish the committee with any information which it has in its possession or can obtain as to
the effect of child labor on the physical and moral well-being of children and of the measures taken for the restriction and regulation of such labor.

In this connection the committee also asked for information as to the countries which have not ratified the child-labor conventions, the conditions of child labor in those countries, and reasons offered for their failure to ratify these conventions.

(5) Family allowances: The International Labour Office has been asked to furnish any information which it has in its possession or which it can obtain as to the effect on the physical and moral well-being of children and on the birth rate and the child mortality rate, of family allowances supplementary to the wages or salaries of workers, whether paid for by equalization funds, or by individual employers, or out of public funds, and further as to how far it is possible or desirable to make provision for family allowances through an extension of the system of social insurance.

(6) The effect of moving pictures on the mental and moral well-being of children. At the request of the British delegate the committee decided to place this subject on its agenda for discussion next session and has asked the secretariat of the league to collect such information as is available, including the steps taken in different countries to exercise supervision over the character of the pictures shown to children.

Among other subjects which were recommended for documentation were the adoption of children, the position of the deserted child, the age at which elementary education normally ceases, recreation, the hygiene of adolescence, juvenile courts, and the relation of alcoholism to child welfare; but it was thought that the subjects already mentioned should receive prior consideration, and that no action should be taken in respect of those until there had been further discussion of the subjects by the committee.

If this assembling of information as to child-welfare activities in various parts of the world is well done it will prove useful to all countries. The trial-and-error method in the care of children is giving way to a scientific determination of their needs through careful study of community resources and of accumulated experience as to methods of care and training, and through carefully conducted experiments along lines indicated by experience.

The fourth session of the advisory committee on the traffic in women and children.—The Government representatives on this committee were the same as those enumerated in the report of the more recently organized child-welfare committee. The assessors for this committee represented the following organizations: International Bureau for Suppression of Traffic in Women and Children, Women's International Organizations, Jewish Association for the Protection of Women and Girls, Fédération des Unions Nationales des Amies de la Jeune Fille, and the Association Catholique Internationale des Œuvres de Protection de la Jeune Fille.

The committee was occupied principally with a progress report of the investigation being made by the expert commission on the extent and nature of the traffic, with reports on the ratification of the conventions, the results which have followed the abandoning of the system of licensed houses of prostitution, the use of women police in connection with the preventing or controlling of prostitution, and
methods of conducting propaganda in the whole field of social hygiene. With reference to the international convention of 1921, reports submitted showed that since the last meeting Bulgaria, Spain, and Uruguay have notified their adherence to the convention, and Hungary, Italy, and Poland have ratified their signatures; the French delegate announced that his Government intended to submit to its Parliament a proposal to notify its adherence. The French delegate also reported that his Government, after study of the recommendation submitted by the council, had decided to take steps for the prohibition henceforth of the employment of foreign women in licensed houses of prostitution in France. Reports from other countries also indicated that the work of the committee is already influencing public thinking on this question.

The International Labour Office.

The bureau has profited during the last year from an exchange of publications and information with the International Labour Office. Progress in the ratification and application of the conventions with reference to minimum age for entrance into industry, night work for young persons, minimum age in agriculture and for trimmers and stokers has been of special interest.

EXHIBITS

A reorganization of the exhibit work of the bureau was accomplished during the year. Beginning April 1 the exhibits were placed under the direction of the bureau's specialist in public information, who now handles the correspondence, files, storing, and shipping connected with the exhibit work.

Among the exhibits added during the year are a model of a 5-acre city playground for children; a model of a maternity and child-health center; a model of a cottage institution for dependent children; a model nursery; six sets of a series of posters on minimum standards for the care of dependent, delinquent, and handicapped children; and a number of individual posters made to accompany the models and for other purposes. Among the posters being made at the end of the fiscal year are a set of 6 on posture standards, a set of 12 on minimum industrial standards, and 6 charts showing child-labor statistics. A new film on posture is also being made.

The models have proved especially popular as exhibit material. Three were sent, with a large amount of other exhibit material, to the Fourth Pan American Child Congress in Santiago, Chile, in October, 1924, and created great interest there. They have been used also at child-welfare conferences and other meetings in this country.

PUBLICATIONS

During the fiscal year 1925 the bureau issued 30 new and revised publications and charts. Eleven others are now in press and 27 in preparation.

Reports issued during the fiscal year ended June 30, 1925:

Twelfth Annual Report of the Chief, Children's Bureau, 1924.
Causal Factors in Infant Mortality; a statistical study based on investigations in eight cities, by Robert Morse Woodbury, Ph. D. No. 142.
REPORT OF THE CHIEF, CHILDREN’S BUREAU

The Promotion of the Welfare and Hygiene of Maternity and Infancy—
Report of the Administration of the Act of Congress of November 28,
1921, for the Period March 20, 1922, to June 30, 1923. No. 137.

Text of Act of November 28, 1921, for the Promotion of the Welfare and
Hygiene of Maternity and Infancy, and Maximum Amounts Available

to the States (revised). No. 95.

Child Management, by D. A. Thom, M. D. No. 143.


Administration of Child Labor Laws—Part 5, Standards Applicable to the
Administration of Employment-Certificate Systems, by Helen Sumner
Woodbury, Ph. D. No. 133.

Child Labor in the United States—Ten Questions Answered. Third Edi-
tion. No. 114.

Child Labor—Outlines for Study. Separate No. 4 from Child Care and
Child Welfare, prepared in cooperation with the Federal Board for

Physical Standards for Working Children; preliminary report of the
committee appointed by the Children’s Bureau of the United States
Department of Labor to formulate standards of normal development
and sound health for the use of physicians in examining children enter-
ing employment and children at work (appendix revised to include 1924
legislation). No. 79.

Child Dependency in the District of Columbia. No. 140.

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; a study of the organization and methods of ten
courts, by Katharine F. Lenroot and Emma O. Lundberg. No. 141.

Laws Relating to Interstate Placement of Dependent Children. No. 139.

The Welfare of Infants of Illegitimate Birth in Baltimore as affected by
a Maryland law of 1916 governing the separation from their mothers
of children under 6 months old. Part I. Mortality among infants
born out of wedlock in 1915 and 1921, by Rena Rosenberg. Part II.
Effect of the law on the policies and work of social agencies, by A.
Madorah Donahue. No. 144.

A Brief Manual of Games for Organized Play Adapted from Standard

Leaflets and charts issued during the fiscal year ended June 30, 1923:

The Trend of Maternal Mortality Rates in the United States Death-
Registration Area, 1900-1921, by Robert Morse Woodbury, Ph. D. (Re-
printed from September, 1924, issue of the American Journal of Public
Health.)

Posture Standards; a survey on the relationship of posture to physical
fitness, by Armin Klein, M. D., and Leah C. Thomas. (Reprinted from
November, 1924, issue of the Child Health Magazine.)

Sunlight for Babies, by Martha M. Eliot, M. D. (Reprinted from the
June, 1925, issue of Child Health Bulletin.)

Federal Control of Child Labor: A List of References, by Laura A.
Thompson. (Reprinted from the Monthly Labor Review—January,
1925.)

Legal Regulation of the Employment of Minors 16 Years of Age and Over.

State Compulsory School Attendance Standards Affecting the Employ-
ment of Minors, September 15, 1924. Chart No. 2.

A Tabular Summary of State Laws Relating to Public Aid to Children in
Their Own Homes in Effect January 1, 1925, and the text of the laws

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

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

Books and Pamphlets on Child Care. (Revised—March 1, 1925.) Dodger
No. 1.

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

Is Your Child’s Birth Recorded? (Revised—January 1, 1925.) Dodger
No. 3.

Provided by the Maternal and Child Health Library, Georgetown University
Reports in press at close of fiscal year ended June 30, 1925:

Maternal Mortality; the risk of death in childbirth and from all diseases
caused by pregnancy and confinement.

The Promotion of the Welfare and Hygiene of Maternity and Infancy—
Report of the administration of the act of Congress of November 23,
1921, fiscal year ended June 30, 1924.

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

Child Labor in Representative Tobacco-Growing Areas.

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

References on Child Labor and Minors in Industry, 1916-1924.

Vocational Guidance and Junior Placement; 12 cities in the United States.

Adopted Laws in the United States; a summary of the development of
adoption legislation and significant features of adoption statutes, with
the text of selected laws.

Children Indentured by the Wisconsin State Public School.

Laws Relating to Sex Offenses Against Children.

What Buikls Babies? The Mother's Diet in the Pregnant and Nursing
Periods.

Reports in preparation at close of fiscal year ended June 30, 1925:

Thirteenth Annual Report of the Chief, Children's Bureau, 1925.

The Promotion of the Welfare and Hygiene of Maternity and Infancy—
Report of the Administration of the Act of Congress of November 23,
1925, for fiscal year ended June 30, 1925.

Save the Youngest—Seven Charts on Maternal and Infant Mortality, with
explanatory comment. (Third edition.)

A Study of Maternity Homes in Pennsylvania and Minnesota.

Standards of Prenatal Care; an outline for the use of physicians.

Standards for Physicians Conducting Conferences in Child-Health Centers.

Milk, The Indispensable Food for Children. (Second edition.)

List of References on the Growth and Development of the Normal Child.

Relation of Posture to Physical Fitness.

Study of Rickets in Children in Washington, D. C.

What Is Malnutrition? (Second edition.)

Administration of Laws Exempting Children from School Attendance to
Work at Home.

Child Labor in Canners.

Current Statistics as to Legally Employed Children.

Work of Children on Illinois Farms.

Minimum-Wage Rulings Affecting Minors.

Employment of Children in Street Trades.

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

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

Case Histories of Children of Illegitimate Birth.

Dependent and Delinquent Children in Georgia; a study of the prevalence
and treatment of child dependency and delinquency in 30 counties, with
special reference to legal protection needed.

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

Handbook of Institutions for Dependent Children.

Indenture of Dependent Children.

Standards of Public Aid to Children in Their Own Homes, with special
reference to health, housing, education, and recreation.

Work of Child-Placing Agencies.

Manual of Games for Blind Children.

DISTRIBUTION OF PUBLICATIONS

Publications to the number of 1,148,421 were distributed in 1925,
197,441 less than the number distributed last year. The distribution

18 Issued in July or August, 1925.
of the popular bulletins on the care of the mother and child was as follows: Prenatal Care, 167,056; Infant Care, 235,616; Child Care, 145,682; Child Management (since March), 31,820. The bureau's printing allotment was only slightly larger in 1925 than in previous years, and the great increase in cost of printing made it necessary to reduce editions and greatly curtail distribution. An increase of $7,500 in the bureau's printing allotment for the year 1926 was made by Congress for the specific purpose of increasing the supply of these popular bulletins. The sales of these bulletins at the Government Printing Office in 1924 were as follows: Prenatal Care, 26,466; Infant Care, 88,719; and Child Care, 37,000, making a total of 152,185. In 1925 the sales estimated by the Superintendent of Documents are: Prenatal Care, 40,000; Infant Care, 100,000; and Child Care, 50,000, or a total of 290,000. This is a great increase over 1922, when only 20,158 of these three bulletins were purchased from the Superintendent of Documents.

The Child-Welfare News Summary—a mimeographed summary of new undertakings of interest to professional workers in the field of child welfare—was issued 31 times during the last year. This summary is sent on request only to agencies, public and private, engaged in child-welfare work.

At no time during the last four years has the Children's Bureau been able to meet the demands for its publications. This, too, in spite of the fact that a careful system of distribution has been worked out, and the policy of encouraging purchases through the Superintendent of Documents has resulted in the sale of hundreds of thousands of bureau publications. But even with the increase of printing fund made available to the bureau this year the demand can not be met. It seems, therefore, clear that the time has come to work out some system of local sales.

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 115,823 letters were received, as compared with 110,896 in 1924.

GENERAL DEVELOPMENT OF THE WORK OF THE BUREAU

The bureau's appropriation was smaller this year than last and has been still further reduced for 1926. Every possible economy is being practiced so as to make its funds produce the maximum results, but each year important opportunities for service to children are lost.

In the twelfth annual report of the Children's Bureau attention was called to the requests that had been received by the department to undertake research with reference to prevention of sex delinquency among young people and methods of care for those who have become delinquent. The bureau is still without funds to undertake this much-needed work, for which it has ample authority under the provisions of the act of Congress creating it. It also refutes each year more requests for local help in the way of investigations and consultation by bureau experts than it is able to grant. It is not possible
to measure in terms of money the results of the work of the Children's Bureau. But the saving of the lives of mothers and babies, the prevention of delinquency, and improved care for dependent children is the kind of national economy which should commend itself to everyone.

Respectfully submitted.

GRACE ABBOTT, Chief.