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

FISCAL YEAR
ENDED JUNE 30
1914

WASHINGTON
GOVERNMENT PRINTING OFFICE
• 1914
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OF THE
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U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
WASHINGTOller, D. C., SEPTEMBER 30, 1914.

SIR: I have the honor to transmit herewith the second annual report of the Children's Bureau, for the year ended June 30, 1914. The bureau has operated for the second year under the act approved April 9, 1912, and with the same staff of 15 persons and appropriation of $25,640 with which it was established.

FOREWORD.

At this writing it is possible to report that the legislative, executive, and judicial appropriation bill approved July 16, 1914, provides for the Children's Bureau a staff of 76 persons and an appropriation of $164,640 for the fiscal year 1915. The projected work outlined in the first annual report of the bureau, for which this increased appropriation was asked, will be pushed forward as rapidly as the new staff can be secured and the new organization effected. The first year's work, described in the first annual report, was of course largely experimental, although it was intended to serve as a basis for future work. Necessarily, with the same force and appropriation, the second year's work, which is to be described in these pages, is little more than a continuation of the work of the first year. It will perhaps serve to explain this brief report of progress for the second year if the résumé and forecast included in the first report are summarized here.

The work of the bureau is defined by law as that of investigating and reporting upon all matters pertaining to the welfare of children and child life. After serious consideration of the most useful point at which to begin the work, the subject of infant mortality was chosen, with its closely allied interests of child welfare in the home and in the community.

It was believed that this subject could be approached by a field study of one community after another, of a size manageable with the staff and appropriation at command, and with the possibility of expansion at any time. It was also believed that infant mortality in the smaller communities was less favorable than is generally taken for granted, and that the time had arrived for determining the facts, since the great cities have already developed methods which have

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proved effective in lowering infant mortality and which are readily applicable to the smaller communities.

The plan from the first was to secure comparable data from typical communities throughout the United States. Johnstown, Pa., was chosen as the first community to be studied. Records of all babies born there within the year 1911 were copied and the homes visited, with a view to securing not merely a history of the baby's life but a picture of the social, civic, and industrial conditions of the family.

The greater part of the publications of the first year grouped themselves around this subject, with a view to reinforcing the necessarily small amount of field work which was practicable. Conspicuous among these is a series discussing the home care of children, designed to present for the use of individual mothers the latest available scientific information in this field in so far as it relates to matters of hygiene and home care.

Work was also begun upon certain studies relating to child labor. These included a study of the methods of issuing employment certificates in various States; a study of records showing positions held and work done by children between 14 and 16 years of age; a review of child-labor legislation in the United States; and a summary of census figures affecting the labor of children.

The creating of a library which should serve as a reservoir of current information on the rapidly developing science of child welfare; the adoption of the method of publication by exhibits for popular purposes; cooperation with clubs and organizations throughout the country desirous of doing voluntary work along the lines of the bureau's activities—all these were recognized as of immediate importance and a start made in their direction. In addition, various lines of inquiry appeared of pressing importance, in which it was not possible to do more than indicate the need, as an inquiry into the inequality of operation of juvenile-court laws; studies of the feeble-minded; study of legislation affecting children; and a study of the operation of mothers' pension laws.

In accordance with the work done and needs for development indicated during the first year, a plan was submitted in the first annual report for enlarging the staff so as to provide 27 field agents, with the appropriate clerical and statistical force, and so as to provide also certain experts who should act as heads of the divisions into which the work of the bureau naturally falls—a division of child health, in charge of a sanitarian; an industrial division, in charge of an expert on industrial matters affecting children; a social-service division, in charge of an expert on practical sociology; and a statistical division, in charge of a statistical expert.
WORK OF THE SECOND YEAR.

INFANT MORTALITY.

The subject of infant mortality in its various aspects has had a large share of the attention of the bureau during the second year. Of the series of studies into infant mortality planned last year, the first is now completed and will appear in advance of this report. It is regretted that the original plan for issuing each study promptly upon completion of field work could not be followed in the case of this first study. With the enlarged facilities for the work of the bureau during the ensuing year it will undoubtedly be possible to follow the original plan with succeeding studies.

The law creating the bureau provided for no medical officer upon the staff, and the inquiry was necessarily restricted to a consideration of social, industrial, and civic factors. The original material of the schedule was secured through personal interviews between individual mothers and the women agents of the bureau. Certain facts regarding the civic surroundings of the families were secured in addition to the interviews, but the chief value of the inquiry lies in the information afforded by the mothers.

It is plain that a study thus limited must omit certain important considerations. It is not fair nor practicable to enter a home and ask questions regarding conditions which, if they exist, are considered personally humiliating. Hence it was necessary to omit questions bearing on matters of personal character or behavior, and therefore to omit all consideration of two recognized factors in infant mortality—alcoholism and venereal disease. It is anticipated that the bureau will be in a position later to consider these and other factors, notably those connected with the employment of mothers and with industrial diseases, by methods independent of family inquiry.

The emphasis of the inquiry has therefore been upon certain of the more obvious economic, social, and civic factors which have conditioned the lives of the children of a given town born within a given year.

Community action can remedy many conditions dangerous to the lives of infants. The purity of the water, the milk, and the food supply, the cleanliness of streets and alleys, the disposal of waste—all these are within the control of the community.

But the public responsibility does not end merely in remedying physical conditions. There is a growing tendency on the part of municipalities to accept responsibility for furnishing information and instruction to its citizens through instructive visiting nurses, baby-welfare and consultation stations, and the distribution of literature for the guidance of mothers.
Work for infant welfare is coming to be regarded as more than a philanthropy or an expression of good will. It is a profoundly important public concern which tests the public spirit and the democracy of a community. There is, perhaps, no better sign of the modernness of a city’s administration than the proportion of its income which is assigned to the protection of infancy and childhood, though it is fair to remind ourselves that a large amount of invaluable volunteer work is going on in many cities whose budgets show no item for this purpose. But whether by public or private effort, the community increasingly accepts its share of responsibility for the healthfulness of individual dwelling places and their fitness for the rearing of children.

The reading of the first field study will show a coincidence of underpaid fathers, overworked and ignorant mothers, and those hazards to the life of offspring which individual parents can not avoid or control. This points toward the imperative need of ascertaining a standard of life for the American family. In the last analysis, of course, the study of infant mortality involves finding how far the essentials of such a standard may be secured by communities, how far they rest upon better conditions of work and pay, and how far they depend upon the individual rectitude of fathers and mothers. Toward the ascertainment of this standard it is hoped that the bureau’s continued studies into infant mortality may contribute, through furnishing data in the course of a few years that will give a reasonable measure of the civic, social, and economic circumstances surrounding American-born infants.

It is the purpose increasingly to study the conditions under civic or local control and to cooperate in every practicable manner with the individual communities studied. Thus in Johnstown, at the request of the Children’s Bureau and the Johnstown authorities, an examination of the milk supply was made by the Federal Bureau of Animal Industry, and a vigorous citizens’ campaign for a properly controlled milk supply is now going forward. This campaign reinforces other new local work by the citizens of Johnstown, notably an infant-welfare exhibit, weekly clinics for mothers, and the employing of an infant-welfare nurse for the summer months.

The field agents of the bureau are constantly asked by the mothers whom they visit for literature dealing with the upbringing of children, and the bureau’s pamphlets on the care of children, for which the correspondence has shown a country-wide demand, are supplied in answer to these requests. There is a steadily increasing demand for these publications, also, for use in connection with exhibits, fairs, conferences, clinics, infant-welfare stations, and the like.

Requests have been received that the inquiry be undertaken in various communities where the incompleteness of birth registration at present renders this impracticable. It is hoped, however, to work out a general plan by which the inquiry can later be extended with the extension of the birth-registration area, and in the meantime it will be pushed forward in certain localities where birth registration is already provided.

It is plain that communities, like individuals, differ, and that many typical communities should be studied in order to get an understand-
It is obvious that the complex problems involved [excessive infant and child mortality] cannot be effectively stated in a single report, and that investigation is called for in nearly every center of excessive mortality.

While all the units have not yet been determined upon for the course of the inquiry, it is the purpose at present to study localities outside the great urban areas whose spectacular needs have secured costly and effective work by municipal and volunteer organizations. Such work should be equally valuable and, on the whole, equally applicable in smaller towns and even in rural communities.

It is certain that no legislation can be secured, no legislation when secured can be made effective, without the steady conscious push of a convinced public opinion, and the statistics of wisely conducted inquiries form the indisputable basis of facts which will at once convince and inspire public opinion. But this can not be done by the great cities for the country as a whole. The experiences of a great city, the statistics which are the compressed expression of those experiences, must seem remote from the needs of small towns and rural communities until they are expressed in terms of local conditions.

However, city experiences can give impetus to the study of rural betterment.

The most striking recent example of this comes from the State of New York. It has recently added a division of child hygiene to its State department of health, is now considering the establishment of a division of rural hygiene, and has secured important new laws for State-wide birth registration, nursing service, and medical inspection for rural schools. Plans are now under way for the active support of these measures by the State Grange, the State Federation of Women's Clubs, and other important volunteer organizations. All this has followed fast upon a report made in 1913 by the New York State Health Commission upon the health conditions of the State, in which the unfavorable showing of the State as a whole, as contrasted with that of the city of New York, furnished the impetus for securing new legislation which will extend throughout the State certain expedients for improving the public health which have already proved effective in the largest city of the State. These plans are notably concerned with the prevention of infant mortality.

The bureau has also published certain pamphlets bearing on the subject of infant mortality, one of these being a description of the methods of the New Zealand Society for the Health of Women and Children. The attention of the bureau was called to the work of this society by the United States consul general at Auckland. New Zealand is of about the area and population of certain of our States, though only a few of our States have so low a density. In spite of a scattered population that country has for many years secured accurate birth registration and has reduced its infant mortality to the lowest record in the world. The methods of the society are simple—local committees of citizens are formed, nurses secured for certain defined districts, instruction and actual care given as may be

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required, and popular literature provided through pamphlets and through the newspaper press. It is said that no family in New Zealand, however remotely situated, need be without knowledge of the essentials in the care of young children.

A series of pamphlets addressed to the individual mother was begun last year with the issuance of one on prenatal care. The second in this series is entitled "Infant Care," and discusses the care of the child through the second year. Like the first, it is addressed to the average mother of the United States. There is no attempt to invade the field of the medical or nursing profession, but rather to furnish such statements regarding hygiene and normal living as every mother has a right to possess in the interest of herself and her children.

Birth registration.

Birth registration is, of course, a fundamental necessity in a thorough system of public work for infant welfare. Dr. S. Josephine Baker, director of the bureau of child hygiene of the New York City Department of Health, says:1 "The birth record is perhaps the starting point of about 75 per cent of our effective baby-saving work." Its relation to education and employment also makes it essential to the proper enforcement of child-labor and compulsory-education laws.

The bureau has continued its efforts to popularize a knowledge of the value of birth registration, and in cooperation with the Census Bureau and various women's organizations, notably the General Federation of Women's Clubs, has continued the inquiry undertaken last year at the suggestion of the vital statistician of the Census Bureau. Local committees of women have canvassed small districts in various States, or have selected at random a number of babies, and have filled out for these children the standard birth certificate furnished by the Census Bureau. The certificates have been compared with the local records and returns made to the Children's Bureau showing whether the births were properly recorded by the local authority. In the course of the investigation so far the bureau has been in correspondence with 1,500 individual club women in 17 States. They have sent in the records of more than 3,400 babies. Of this number over 700 babies, or more than a fifth, were not registered.

Some of the results of the test of birth registration have been unexpected. In States which have poor registration laws, or good laws recently passed, it was expected that the test would reveal a large proportion of unregistered births. But the revelations have been equally significant in the case of some of the States in which the registration has been considered good. For instance, in a city in one of the New England States it was found that of 75 births taken at random 44 were not registered. Of the figures for the entire State taken by this method 12 per cent were not registered.

It is intended to continue the test during the coming year. It promises well as a means of securing actual data of current value and of stimulating general interest in better legislation and enforcement.

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2 The New England States, Pennsylvania, and Michigan constitute the registration area for births now accepted by the Bureau of the Census. To this area are added two cities—New York, N. Y., and Washington, D. C.
The first bulletin of the bureau, issued about two years ago, was entitled "Birth Registration: An aid in protecting the lives and rights of children; necessity of extending the registration area."

A revised edition of this bulletin which has just been prepared shows that there has been much activity in securing legislation since the publication of the first edition, yet at least 16 States appear still to need new laws or substantial amendments in order to meet the standards of the Census Bureau.

On the whole, however, it is encouraging to see that the emphasis in urging birth registration throughout the country can now be shifted in large measure from securing legislation to enforcing legislation. A legislature can pass a birth-registration law, but birth registration will never be complete in this country unless fathers and mothers believe in it and demand it. The new edition shows especially the growing efforts of State and city health officers to stimulate public interest. There is an increasing use of any available publicity methods—motion pictures, cartoons, and other devices—and the success of their expedients for enlisting public interest is as much a matter of pride to the heads of health departments as are their scientific laboratories. In fact, the public-health officer sees that the value of his scientific work for public hygiene is limited by his ability to get his facts convincingly to his public. This is particularly true of birth registration, in which the interest of parents is necessary to carry out the law.

CHILD LABOR.

The subject of child labor has been studied during the past year almost wholly from the legislative side. Owing to the small staff available for the work, it was found impossible to issue before the legislative session of 1914 our summary of the child-labor laws of the 48 States of the Union. It was therefore decided to postpone its publication until the 1914 acts could be included. The task of examining the compiled statutes or codes and the subsequent session laws is now completed, a thorough analytical summary of the laws is well under way, and the bulletin will be ready for publication as soon as the session laws of 1914 become available.

It was pointed out in the first annual report of the bureau that one of the most important details in the legal regulation of the labor of children is the method of issuing employment certificates, both because it provides a method of enforcing minimum-age provisions and because it may be made a protection against unsuitable work. The bureau’s study of methods of securing employment certificates began with a technical investigation of the laws in force and the blank forms in use in all the States where such certificates are required. It has been expanded into an intensive field investigation of the entire administration of child-labor laws in selected States. Reports upon three States—Connecticut, Massachusetts, and Maryland—are practically completed. The field work is nearly finished in New York and the report on that State partly written. In Wisconsin and Minnesota preliminary studies have been made. The system in use in Wisconsin, at least, will be thoroughly investigated. The plan is to include also Ohio, Illinois, and any other States which may seem to be representative of especially interesting or typical methods.
of administration. This subject has been found a particularly fruitful one for study, for the systems differ widely in different States and the practical effectiveness of child-labor legislation depends largely upon the methods used in its administration.

The bureau, as was pointed out in the first annual report, has not been equipped to carry on an extensive field investigation of the conditions under which children are employed in industry. Nor did such an investigation seem necessary or desirable in view of the comparatively recent Report on the Condition of Woman and Child Wage Earners in the United States, in 19 volumes, published by the Bureau of Labor Statistics. Accordingly, the only statistical studies planned have been a handbook of child-labor statistics, the preparation of which has been postponed until the census statistics of the occupations of children are available, and a study of the records of employment certificates issued to children in those States in which the certificate must be returned by the employer to the issuing office.

As for the records of children at work, the previous report noted the need of careful study of the shifting of children between 14 and 16 years of age from one employer to another and from one occupation or industry to another, because of the important bearing which this question may have upon their later success in industry and in life. It has not been found possible to secure the statistical data desired upon this subject except for the State of Connecticut, the city of Milwaukee, and certain cities in Ohio. The material gathered in this connection will be tabulated as soon as the increase in the bureau's staff of statistical clerks permits.

MOTHERS' PENSIONS.

The importance of the subject of so-called mothers' pension laws was mentioned in the first annual report. The growth of such legislation has been marked. The impetus has unquestionably come in large measure from the facts brought out in the juvenile-court cases of delinquency. In at least three States, which were among the earliest to pass mothers' pension laws, the movement was especially urged by juvenile-court judges. Juvenile-court delinquency records show a large proportion of fatherless children and point to the helpless failure of many widowed or deserted mothers who are "to double business bound"—compelled without skill or training to become breadwinners, and at the same time to try to give their children the nurture and protection of a home.

The earliest laws giving aid to mothers for the support of dependent children in their own homes were enacted in 1911. Twenty-one States had laws in operation in 1913. Thus within a period of two years there has come into existence, in States embracing half the population of the country, a type of legislation whose purpose is admittedly uniform, namely, to secure for young children home life and the personal care of a good mother.

But while the underlying purpose of these laws is the same, the methods and standards prescribed in the various States differ widely, and difficulties and incongruities have revealed themselves in putting the new laws into operation. Thus Hon. Edward F. Waite, judge
of the Minneapolis juvenile court, refers in the following words to the Minnesota law known as the county-aid law:

The law is exceedingly crude, and it has been necessary for the court to devise its own machinery and establish its own safeguards in the attempt to execute it according to its spirit and with a decent regard for its terms. It is a grave question whether the juvenile court, or any court, is the proper agency for the administration of such a law. The question of the "dependency" of a child (which must be considered according to the provisions of chapter 285, Laws 1905, establishing juvenile courts) is doubtless a judicial question; but a large group of supplementary questions, such as the family expense budget, the possible income from the earnings of the mother and older children, the aid which may reasonably be expected from relatives, the fitness or unfitness of the home environment—these are questions of practical administration.

In Minnesota and also in other States there has been failure to make the age limits for granting aid for dependent children consistent with those fixed by existing statutes regulating child labor and compulsory education.

Already the Illinois law has been redrafted, other States are considering amendments, and in general it may be said that the subject of such legislation is being approached with increasing deliberation, care for its coordination with existing laws, and a growing desire to secure a proper standard of adequate pensions.

In view of the immediate legislative importance of the matter, it has been thought worth while for the bureau to bring together the texts of the laws thus far enacted, together with available information as to their operation and a list of references to current discussion.

The widows' pension act of New Zealand and a translation of the recently enacted Danish law have been added for purposes of comparison.

It is noteworthy that the laws of New Zealand and Denmark are so framed as to encourage thrift on the part of the mother, and imply a certain standard of family living, by making the pension on a sliding scale supplementing up to a certain per capita whatever small property the family has. This plan is in contrast to certain of our laws, which make destitution a condition of eligibility for assistance although the grant alone is not adequate for support.

This compilation has been prepared especially for those having a practical interest in mothers' pension legislation.

JUVENILE COURTS.

The importance of this subject was pointed out in the first annual report of the bureau. Various problems regarding neglected, delinquent, and defective children have of late attracted public attention, as these classes of children have appeared in the constantly developing juvenile courts of the country. Earlier, the problems of dependency, delinquency, and mental defect were met by the provision of punishment for delinquents and of institutions for the dependent and mentally defective. The creation of the juvenile-court system 15 years ago marked a distinct change in the public view of these problems.

As the juvenile court has developed, it has become increasingly evident that the needs of the children concerned can not be met by punishment nor by institutions alone; that the juvenile court itself

1 The Juvenile Court of Hennepin County, Minn., 1914, p. 9.
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requires a high quality of judicial training and of human understanding in the judge; that the ablest judge is left helpless without an equipment of probation officers and institutions and voluntary assistance which will enable him to provide wholesome surroundings for the children who come before him; and that the largest city in a State may be well equipped, with a judge giving his whole time to the administration of the court, with salaried probation officers, a comfortable detention home with the necessary teachers and physicians, and other equipment for ascertaining and serving the needs of children, while in remote counties of the same State every expen-
dent for helping the child may be lacking.

The last report of the New York State Probation Commission for the year ended September 30, 1913, points out the inequality of operation of the provisions for juvenile delinquents. The report says: 1

The establishment of separate juvenile courts and the improvement of those already existing are needed in many cities. The laws relating to juvenile delinquency and the establishment of juvenile courts need to be revised and codified. The systems now in operation in the counties of Monroe and Ontario, where juvenile courts have jurisdiction over the entire county as a part of the county court, is recommended by the commission for adoption in the other counties of the State.

The establishment of juvenile detention homes in all the larger cities of the State as yet without them and proper provision for the care of children arrested is needed.

The report of the Massachusetts Commission on Probation for the same year says: 2

We are beginning to see that the care of juvenile cases is becoming more the work of the expert.

The mere fact of the existence of a State commission charged with ascertaining the conditions surrounding the treatment of delinquent children throughout all the counties of a State should be an important factor in securing just and equal treatment for all juvenile delinquents.

Certain correspondence has been begun by the bureau preliminary to a study of the best methods of securing an equitable enforcement of juvenile-court laws in accordance with the constitutional provisions of the individual States.

In March of the present year a committee was appointed by the Attorney General of the United States to "take under consideration the question of the amendment, revision, and codification of the laws in force in the District of Columbia pertaining to children and to the jurisdiction, practice, and procedure of the juvenile court of the District." The members are Bernard Flexner, chairman; William H. Baldwin, Walter C. Clephane, Rev. William J. Kerby; Julia C. Lathrop, Children's Bureau. The work of this committee in preparing a draft of a juvenile-court law for the District is now nearly completed.

FEEBLE-MINDEDNESS.

Especially important to us at the present time is the light which the juvenile court throws upon the extent of feeble-mindedness among youthful offenders. For the last six years the juvenile court of

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1 Seventh ann. rept., p. 53. 2 Fifth ann. rept., p. 17.
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Chicago has had the services of a physician whose time has been entirely devoted to the mental examination of children coming before the court, and a considerable number of other courts have since established similar work. Through the juvenile court, in this way, there is being revealed the necessity for discovering and adequately protecting those feeble-minded children whose parents can not protect them.

The most commanding recognition of the importance of this subject has come from the President of the United States, who has especially directed the Bureau of Education and the Children's Bureau to present jointly a plan for the study of the feeble-minded.

At the request of a civic organization of the District of Columbia which includes in its membership representatives of various institutions and official bodies engaged in child welfare, the Children's Bureau has undertaken to prepare a report on the known feeble-minded children in the District. There are no institutions in the District for the care of such children, and they are boarded in institutions in near-by States, in the Government Hospital for the Insane, or in private families; they are found in the public schools to some extent, also, and in District institutions for normal children. In the preparation of this report the public-school authorities of the District have offered the services of their specialists. It is believed that there exists in the District a large number of such children and young people who are unprotected and whose presence in the community is a menace to themselves and to the public. In view of the relation of feeble-mindedness to dependency on the one hand and to delinquency on the other, it is highly desirable that the District of Columbia should be adequately equipped for the humane care of the various classes of the mentally deficient. This report should give a basis for estimating the extent of equipment necessary.

RECREATION.

Recreation is now universally recognized as one of the important subjects in any program for the welfare of children. As the community increasingly holds itself responsible for the education of the child, for his physical well-being, and for protection against moral injury, it necessarily enters the field of providing recreation.

The provision of play spaces is now assumed, in greater or less degree, as a municipal responsibility by more than 300 American cities. The value of play spaces depends upon certain principles of accessibility, of equipment, and management which have been stated, but which need to be studied and applied by local authorities, as towns develop, with the same eye to the future with which schoolhouses are provided.

But almost greater than the need to standardize the provision for recreation made by the community itself is the need to determine upon an effective way to standardize the commercial recreations offered to children. The reports of the Chicago censor board for “movies” under the Chicago department of police show that last year (1913) over 80 miles of film were condemned by the board.

The films disapproved in one city are not necessarily disapproved elsewhere. The official in charge of the Chicago censoring says:

This board has no control except in this city, but our rejections and eliminations do influence the territories served by the Chicago exchange to a certain

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extent. It is true that films rejected here are sent out to other cities, but as a rule those from which eliminations have been made go out as censored.

The public dance halls also attract boys and girls in answer to their legitimate demand for social pleasure. The community cannot ignore their demand nor deny its right, but it can accept responsibility for the conduct of the public dance hall and other places of amusement.

The correspondence of the bureau shows widespread interest in the problems of recreation, in the safeguarding and extension of every legitimate form, and the bureau purposes to make during the coming year some preliminary studies into practicable methods of furnishing community recreation and of safeguarding commercial recreation, both of which should be available and safe in their different fields.

EXHIBITS.

It has been recognized from the first that the method of exhibits is one capable of great development and especially useful as a form of publication. In accordance with the view that the bureau ought to leave no means untried to ascertain and publish the best methods of serving children, it aided last autumn in preparing a child-welfare exhibit for the National Conservation Exposition in Knoxville, Tenn.

The exhibit was made possible by the cooperation of various children's agencies and associations, which sent exhibits of their work, and the Russell Sage Foundation gave special assistance through the services of Miss Ellen C. Babbitt, who acted as a member of the child-welfare committee in charge. She spent four months in organizing the baby-welfare section and the children's health conference.

An ample building was furnished for the exhibit, in which the children's health conference occupied a glass-walled room in the center of the main hall. Children of all ages up to 10 years were brought to this room by appointment and examined by the physician in charge, Dr. Frances Sage Bradley, of Atlanta, Ga. No competitive score was given, but a printed sheet prepared under the auspices of the Knoxville Medical Society was filled out for the parents of every child, showing the condition of the child in regard to the most important points of development.

The absence of the competitive element undoubtedly influenced parents to bring children especially in need of advice who would otherwise have been relegated to the background in favor of their more robust and handsome brothers and sisters. The physician in charge was a specialist of unusual skill. No medication was given, but if there was apparent need of medical advice, reference was made to the family physician. Advice on developmental matters was much sought after, and people of every type of education, including university professors, brought their children for these examinations. We have reason to believe that the general character of the exhibit attracted attention and had marked influence. Much of the material was later shown in other cities of the South and Middle West.

The bureau from the first has been in receipt of requests from all parts of the country, more especially from the South and West, for assistance in preparing child-welfare exhibits, but thus far it has
not been possible to make any contribution beyond the forwarding of literature. With the increased appropriation the bureau will have on its staff an exhibit expert and will be in a better position to render assistance in the future. The first work of the new exhibit expert will be the organization of the bureau's exhibit at the Panama-Pacific Exposition.

LIBRARY AND INFORMATION SERVICE.

In the agitation for the establishment of a Federal Children's Bureau, one of the needs especially emphasized was that of a central office where there might be collected and reviewed the facts of child life throughout the civilized world, and particularly methods of dealing with children in the various States of this country through civic and volunteer organizations. Such a bureau, it was urged, would not only give to communities and societies struggling with the social and economic problems affecting child life the information and knowledge necessary for intelligent action, but would serve also to reduce to a minimum needless experimentation and the duplication of unsuccessful methods.

This function the bureau has from the first endeavored to fill. Through its library service it is gathering together data relating to every phase of child welfare throughout the United States as well as that regarding significant movements abroad, and the information thus secured is being utilized both in answering inquiries and in aiding the bureau's own investigations. The requests the bureau receives cover many varieties of need, such as that of the individual mother in some remote community, or a group of citizens seeking to establish a playground or secure a juvenile court, or to reorganize a State system of caring for dependent and delinquent children. Inquiries are also being received from foreign bureaus as to legislation or new social tools found effective in bettering the conditions of child life in the United States.

The constant stream of inquiries covering every aspect of child welfare that has come to the bureau since its establishment gives daily evidence of the need that exists for a central office where there may be assembled and made immediately available current information on child-welfare subjects.

COOPERATION.

In the Children's Bureau the Government has created a novel agency "to investigate and report upon all matters concerning the welfare of children and child life." In the conduct of many of the investigations ordered, the enumerations of the Bureau of the Census are an indispensable basis. The Census Bureau, with its authoritative enumerations of the population in States, counties, cities, and rural communities, makes it possible for the Children's Bureau to pursue detailed individual studies of such subjects as infant mortality, the birth rate, orphanage, desertion, and others which are required by law. The work of the Census Bureau is fundamental to the work of the Children's Bureau.

But the Census Bureau does more than furnish an indispensable basis for certain work of the Children's Bureau. For instance,
the test of the efficiency of birth registration, elsewhere described, the two bureaus have cooperated, each bureau being interested for the sake of its own individual work. The Census Bureau has been for years making every effort to secure uniform vital statistics throughout the United States, while the Children's Bureau must secure the necessary birth records which precede its studies of infant mortality. This cooperation is working out successfully, and was in fact undertaken at the suggestion of Dr. Cressy L. Wilbur, chief statistician for vital statistics, of the Bureau of the Census.

Other bureaus of the Government which have to do with children have also wide powers ascribed to them by law. Apparently the best method of securing the highest possible degree of effectiveness is by the joint action of various bureaus having common interest in the investigation of a particular subject.

PUBLICATIONS.

The bureau has pursued its original policy of issuing, in addition to studies of a more technical character, popular literature of interest to the average citizen. Thus it has undertaken a series of pamphlets on the care of children addressed to individual mothers, which includes to date those entitled "Prenatal Care" and "Infant Care," and it has issued certain publications addressed to the general public indicating the progress of community efforts for child welfare, as the bulletins on Baby-saving Campaigns in American Cities, Birth Registration, and the report of the work of the New Zealand Society for the Health of Women and Children. The more technical studies are represented by such bulletins as the compendiums of laws and statistical reports.

There have been many requests to furnish certain of these pamphlets in large quantities for free distribution. Because of the limitations of the printing fund it has not been possible to do this, but all individual requests are honored, and in the case of fairs, conferences, hospital clinics, and the like, for which pamphlets are needed in quantity, a plan has been devised by which a certain number are sent out as samples, blank lists are forwarded for addresses to be filled in and returned to the bureau, and the pamphlets are mailed free direct from Washington to the individual addresses given.

Following is a list of the publications prepared during the last year:

A report of the first field study of the Children's Bureau, entitled "Infant Mortality: Results of a field study in Johnstown, Pa., based on births in one calendar year." By Emma Duke.


A second pamphlet in the series on the Care of Children, entitled "Infant Care." By Mrs. Max West.

A revised edition of the first bureau pamphlet on birth registration, entitled "Birth Registration: An aid in protecting the lives and rights of children."

A bulletin entitled "Administration of Child Labor Laws in Maryland." By Helen L. Sumner, Ethel E. Hanks, and Arthur V. Parsons.
A bulletin entitled "Administration of Child Labor Laws in Massachusetts." By Helen L. Sumner and Arthur V. Parsons.
A bulletin entitled "Laws Relating to Mothers' Pensions in the United States, Denmark, and New Zealand," being a compilation of the texts of the various laws. By Laura A. Thompson.

This report ends the first two years of the bureau's existence, in which its work has been done with a small staff and little money. I can not close without expressing my deep sense of the public service rendered by that staff, whose trained ability and unstinted work have alone made this initiatory period in some degree effective.

The practical wisdom of those who created a special bureau addressed to the great task of ascertaining true democratic standards for the nurture and protection of the Nation's children is already justified by the public response to the bureau's small performance.

It is now for the bureau to develop through its appointed method of investigation and report a service which in the course of time shall be worthy of its opportunity.

Respectfully submitted.

Hon. W. B. Wilson,
Secretary of Labor.

Julia C. Lathrop, Chief.