U. S. DEPARTMENT OF LABOR
CHILDREN'S BUREAU

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

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CHILDREN'S BUREAU PUBLICATIONS.

Care of Children Series:
No. 1. Prenatal Care, by Mrs. Max West. 41 pp. 4th ed. 1915. Bureau publication No. 4.
No. 2. Infant Care, by Mrs. Max West. 87 pp. 1914. Bureau publication No. 8.

Dependent, Defective, and Delinquent Classes Series:
No. 1. Laws relating to Mothers' Pensions in the United States, Denmark, and New Zealand. 102 pp. 1914. Bureau publication No. 7. (Out of print; revised edition in preparation.)

Infant Mortality Series:
No. 3. Infant Mortality: Results of a field study in Johnstown, Pa., based on births in one calendar year, by Emma Duke. 103 pp. 1915. Bureau publication No. 9.

Industrial Series:
Analytical tables of laws of all States and text of laws of each State.

Miscellaneous Series:
No. 2. Birth Registration: An aid in preserving the lives and rights of children. 20 pp. 3d ed. 1914. Bureau publication No. 2.
No. 5. Baby Week: Suggestions for campaigns in communities of various sizes. Bureau publication No. 15. (In press.)
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THIRD ANNUAL REPORT
OF THE
CHIEF, CHILDREN'S BUREAU.

U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, D. C., October 4, 1915.

SIR: I have the honor to transmit herewith the third annual report of the Children's Bureau, covering the period from July 1, 1914, to June 30, 1915.

I. INCREASED STAFF AND HOW SECURED.

The Children's Bureau began the third year of its operations with a staff increased by Congress from 15 to 76 persons and an appropriation increased from $25,640 to $164,640. The increase permitted the organization of the staff into five divisions—statistics, library, industry, hygiene, and social service. The 61 new positions created by this increase are all under the Federal civil-service law. They include experts, field agents, research and statistical clerks, and stenographers. The statistical clerkships and many of the other positions could be filled by transfer or by appointment from existing civil-service registers. The head of the library and the head of the industrial division were secured by promotion within the bureau itself. The former is Laura A. Thompson and the latter Helen L. Sumner, formerly statistical expert. But for the experts to be placed in charge of the three divisions of hygiene, social service, and statistics and for the additional field agents and research assistants it was necessary to hold special examinations.

These examinations were of two types: For the experts for the statistical, hygiene, and social-service divisions, a nonassembled examination; and for the field agents and research assistants, an exacting test by the usual examination method which could be taken at one of the district branch offices of the Civil Service Commission. The requirements for entering these examinations are shown in detail. Both examinations had wide publicity and resulted in excellent eligible lists.

The formal requirements for admission to the nonassembled examinations for experts as stated by the Civil Service Commission were as follows:

Sanitation, at $2,000.—Graduation from a medical school of recognized standing and at least three years' specialization either in the hygiene and diseases of childhood or in sanitary inspection work.

Social-service expert, at $2,000.—An educational training equivalent to that required for a bachelor's degree from a college or university of recognized standing, such training to have included at least two years' special work in sociology or economics; and in
addition at least three years' professional social work in municipal or State departments dealing with recreation or with juvenile courts, desertion, or orphanage; or with the dependent, the delinquent, or the defective; or in a charity-organization society, juvenile court, child-placing society, settlement house, or other similar organization.

Statistical expert, at $2,000.— An educational training equivalent to that required for a bachelor's degree from a college or university of recognized standing, such training to have included at least two years' special work in economics or sociology; and in addition at least three years' work in a statistical position, which included the direction of the collection of data in the field, the preparation of outlines for statistical tables, and the writing or editing of statistical reports.

As a result of these nonassembled examinations the following appointments were made:

Sanitarian, to be head of the division of hygiene.—Grace L. Meigs, M. D., of Illinois. Graduate Bryn Mawr College and Rush Medical School, University of Chicago. Postgraduate work in Germany and Austria.

Statistical expert, to be head of the statistical division.—Frank S. Brown, of Massachusetts. Graduate Dartmouth College. Formerly chief statistician labor division Massachusetts Bureau of Statistics.

Social-service expert, to be head of the division of social service.—Emma O. Lundberg, of Wisconsin. Graduate University of Wisconsin. Postgraduate work New York School of Philanthropy and Chicago School of Civics and Philanthropy. Formerly deputy of the Wisconsin Industrial Commission.

A point of special interest is that the nonassembled examination for the highest positions secured candidates with a minimum of cost and inconvenience to the candidate. It therefore had the attention of some who might for various reasons have declined to participate in the usual assembled examination. The nonassembled examination requires the candidates to fill out a statement of education and experience, submit to the Civil Service Commission original papers and publications, and give three reputable persons as references from whom the civil-service examiners can learn confidentially the personal and professional qualifications. This statement was mailed to the commissioners. Thus no travel was involved, and a thorough test was made without the cost of holding an examination and of grading papers. A careful investigation of each candidate's fitness was made and personal elements were weighed in a manner hardly practicable by the assembled method. So prompt, effective, and just does this nonassembled method prove to be that an expression of appreciation of its value for securing suitable candidates for positions of certain types is due.

In the assembled examination, which is the usual kind, candidates must appear at the office of the Federal Civil Service Commission nearest to their place of residence and must there take a written test. For admission to this examination the following requirements were made:

Special agents and research assistants at from $1,500 to $1,600.— (1) An educational training including two years' special work in economics or sociology, or both; or (2) at least two years' experience in research or investigation in some economic or sociological field, or one year of such experience combined with one year's specialized educational training in economics or sociology; or (3) at least two years' professional social work combined with at least two years' educational work above the high-school grade, or one year of such professional experience together with at least two years of such educational work, one year of which must have been specialized economic or sociological training.
Candidates for positions as special agents and research assistants were examined in outlining statistical tables from submitted schedules, in writing a thesis on one of a number of sociological or economic subjects, and in outlining a plan of an investigation in a sociological or economic subject. These subjects constituted half of the examination. The other half was based on training and experience.

Two hundred and twenty-five persons took the assembled examination for field agent and research assistant, and 110 (85 women and 25 men) passed it.

The list handed the bureau by the Civil Service Commission consisted of the first 25 candidates who passed, in the order of their rank, without reference to sex. The new positions were then offered to these persons in the order given. As the first list was exhausted by refusals or withdrawals or resignations new lists were given the bureau by the commission and the same procedure was followed both by the commission and by the Children's Bureau—that is, the positions were offered in order to the persons highest on the list, without reference to sex. As a result 23 women and 4 men were secured to act as field agents and research assistants for the Children's Bureau.

Since so large a number of candidates took the assembled examination, a considerable amount of time was required for the examination of the papers before the list of successful candidates could be submitted. Therefore it was not until the 1st of January, 1915, that the full complement of field agents could be secured. The complete new organization has been in operation six months up to the date of this writing. There is a certain inevitable loss of time involved in the adjustment required with a fivefold enlargement of an administrative staff, but the method of organization followed and the notable competence of the new appointees have reduced this loss to a minimum.

The work of the bureau was of course proceeding while awaiting the results of the examinations. A temporary field force was secured as soon as possible after the law went into effect. Among its members was a considerable number who took the assembled examination for field agent and research assistant, passed high on the civil-service list, and consequently received appointments later as members of the bureau's permanent staff. The fidelity and good work of all should be noted, as they carried on a new and difficult field inquiry under unavoidable hindrances.

II. THE THIRD YEAR'S WORK.

INTRODUCTORY.

The year's work is described as a whole with a desire to show what the activities of the bureau have been in general and what indications they give as to its future development. The organization by divisions has existed too short a time to make division reports practicable, and in any case the work of the different divisions is so interrelated that no complete description of any one could be given independently; but the important parts played by the library and the statistical division and the special studies of child labor conducted by the industrial division would not appear in the general report of the bureau's work. They are therefore briefly described.
The library is of service to every division of the bureau both by its help in research and by its analysis of current literature at home and abroad. Its resources are increasingly used by correspondents and visitors. In the purchase of material the general plan of development has been to avoid duplication of material available in other libraries of the District of Columbia—except for a small working collection of books most frequently needed—and to utilize its resources for the purchase of printed material so special in its use as not to be found in the more general collections and particularly for the purchase of pertinent current literature.

The somewhat technical work of the statistical division is handled by specially trained clerks. Material on the various subjects of inquiry that is secured in schedule form by the field investigators is turned over to the statistical force for study and editing in connection with the general notes and comments of the agents who secured the original data. The aim is to knit as closely as possible the work of the statistical and field forces and to bring to the statistical division the viewpoint of the field investigators, so that the statistical material will be handled by them understandably and not merely as an enumeration.

The industrial division has prepared during the year 1914-15 a series of comparative analytical tables covering the most important points in the child-labor laws of all the States and Territories of the United States. These tables furnish a convenient digest of the entire subject of child-labor legislation in this country. They are accompanied by the text of the laws carefully selected and edited with a view to thorough accuracy and to easy reference. This report includes the acts of 1915.

The study of the administration of child-labor laws in Connecticut has been published during the year, and similar studies covering Massachusetts and New York have been completed and prepared for publication. Field work upon this subject has also been completed in Ohio, and begun in Wisconsin and in Newark, N. J.

The investigation of the methods of enforcing street trades regulations covers the newsboys' court and republic in Boston, Mass., in Birmingham, Ala., and in Milwaukee, Wis., and various systems of regulation in different cities in New York, Ohio, and Texas. The field work upon this subject is completed.

INFANT MORTALITY INQUIRY.

It will be remembered that this inquiry is the bureau's first field study and was begun in the first year of the bureau's existence. For two years it absorbed almost the entire force of the bureau, and its industrial and economic bearings as well as its obvious relation to hygiene continue to make its conduct a matter of interest to all the divisions, although the administrative responsibility has been lodged with the social-service division.

The study is being carried forward in a series of communities in which the infant mortality rate is high or in which conditions appear to exist which are of special interest in connection with infant mortality. The inquiry is based on statements made by the mothers of all babies born within a given calendar year in the community under consideration; and these statements are secured by the women agents of the bureau, who visit each mother in her home. At the
same time a general study is made in each locality of such social, civic, industrial, and economic factors as may directly affect family welfare. No attempt is made to pursue a medical study. The result of the investigations in the first two communities studied—Johnstown, Pa., and Montclair, N. J.—have been published since the last annual report of the bureau was issued.

Upon the appearance of the Johnstown report it was published in full in two Johnstown daily newspapers, and, as a result of the public interest aroused, the chamber of commerce appointed an infant mortality committee composed of influential citizens who are now at work on the problem in Johnstown. Their report, dated April 21, 1915, says:

This committee is gratified with the progress that has been made to date, but realizes that there is much work yet to be done. It will remain in existence for an indefinite period, agitating for improved conditions at every opportunity and in every possible way. It will constantly solicit the support of the churches, schools, parent-teacher associations, and organizations doing civic and charitable work in the gospel of sanitation. We believe that the result of its labors will be found in a less number of deaths.

The files of the Johnstown press, the reports of the city health officer, the statements of clubs and individuals show a remarkable and sustained interest expressed in many forms, among which may be mentioned the securing of infant-welfare nurses, an improved milk supply, a baby-welfare station, and renewed effort for a complete sewerage system. The reception which has been accorded the report of the Children's Bureau on conditions in Johnstown by the citizens of that city confirms the theory on which the bureau was created, namely, that if the Government can investigate and report, the conscience and power of local communities can be depended upon for local action. The understanding shown by the people and press of Johnstown indicates that there is a clear view of the ceaseless work required to secure permanent reduction of infant mortality.

The study of Johnstown shows great contrasts. For instance, the infant mortality rate in the residential section, embracing wards 1, 2, 3, and 4 was 50, while in ward 11 it was 271, more than five times as great. The whole report shows a coincidence of underpaid fathers, overworked and ignorant mothers, and poorest living conditions with the highest death rate.

The average infant death rate for Johnstown, whose chief industries are steel making and coal mining, was 134. The average infant death rate for Montclair, a residential suburb, was 84.

Although Montclair furnishes in many respects a marked contrast to an industrial city like Johnstown, it points in differing degree the same moral. Montclair is a suburb of New York with an especially favorable location. Its average infant mortality is below the calculated average for the country as a whole. It was studied, not because it presented an unfavorable infant mortality, but because its health officer, Mr. H. C. Wells, who holds the modern view that the possible limit to which infant deaths may be reduced has by no means been reached, requested the cooperation of the Children's Bureau in an effort to discover what conditions unfavorable to infant life were present in Montclair. Accordingly an agent was sent out from this bureau to start the work, schedules were furnished from the bureau, and the data were collected by nurses of the health department of Montclair. The material gathered was tabulated and the text written in the offices of the Children's Bureau.
It is notable that in the Montclair study there appears within the community the same contrast between the death rate in the most crowded tenement area and in the choicest residential section that was observed in Johnstown. In Montclair the ward where the most favorable conditions for living were found showed a death rate for babies of 39 per 1,000, whereas in ward 4, where 80 of the 113 tenement houses—the most congested housing conditions in the city—were found, the rate was 130. From ward 4 came in 1912 to the board of health more complaints against nuisances, including complaints of poor plumbing, than from any other ward in the city.

In this connection it should be noted that the active work of the health department, with its nurses, is resulting in a steady improvement. In this unfavorable ward, where in 1912 twice as many babies died as in all the other wards combined, the infant death rate was gradually decreased until in 1914 it was lower than the average for the entire city, although it was still double the rate in the best area.

From the foregoing it appears that we should continually remind ourselves that there is no infant death rate which can be viewed with complacency. The more favorable the civic and family surroundings and the better the general conditions of life the more clearly are they reflected in a lessened infant mortality, so that one is drawn to accept the dictum that if children are well born and well cared for the infant mortality will be negligible.

Studies are now under way for a series of towns, including Manchester, N. H., Brockton, Mass., New Bedford, Mass., Saginaw, Mich., Waterbury, Conn., and Akron, Ohio. The field work has been completed in all save Waterbury and Akron. The tabulations and the text are now in preparation.

Since the publication of the Johnstown report the bureau has had many requests to make infant mortality studies in various communities which it could not undertake either because the birth registration was too incomplete or because the bureau's present staff is far too small to do all the work requested. The interest shown by the citizens of every town studied, the hearty good will of the mothers whose interviews are the indispensable basis of the work, encourage the bureau's hope that the inquiry will prove increasingly valuable as a stimulus to more active protection of the youngest and tenderest lives throughout the Nation.

This inquiry, which enlisted when it began the attention of every available member of the staff of 15, touches upon the subjects naturally assigned to each of the five divisions, and, as has been stated above, the interest of all is still given to its various aspects which require from time to time special study of child hygiene, housing, industrial and social conditions, the aid of the library, and the constant attention of the statistical experts.

Doubtless the most stimulating instance of the hopeful character of the work to reduce infant mortality is found in New Zealand, which has enjoyed for many years the lowest recorded infant death rate of any country and which is engaged in a notable effort of Government and volunteer agencies for the constant further reduction of this rate. The experience of New Zealand confirms the contention that no infant death rate which the world has yet secured can be viewed with complacency.
The summer care of babies has been discussed in a series of articles sent out by the bureau which have appeared simultaneously in several thousand newspapers, both daily and weekly. A series on winter care has been prepared and will appear in the late autumn of 1915.

The demand for the pamphlets on the care of children continues to increase. At the present time about 110,000 copies of Prenatal Care have been sent out; and 63,000 copies of Infant Care, which has been published only six months. For the most part they are sent on direct request to individual addresses. We regret that the limitation of the printing fund makes it impossible to supply the pamphlets in quantities in response to requests from nurses, doctors, and those engaged in promoting infant-welfare work of various types.

The bureau has a small amount of lending material for exhibits and lectures which is in constant use. It consists of duplicate sets of 12 wall panels, 49 lantern slides in a series entitled "A Day in Baby's Life," and 52 slides on child labor entitled "When Tom Went to Work." This material is in no sense a complete child-welfare exhibit or a substitute for local effort. It is offered only to supplement and serve as a background for local exhibits. The demand for this material for use in smaller communities has been unexpectedly great and far beyond the power of the bureau to meet with its present experimental equipment.

A second edition of Baby-saving Campaigns is nearly ready for the press. The first edition contained information regarding only 109 cities having a population of 50,000 or more. Upon the publication of this edition much correspondence followed and it became evident that some of the best work in the country was omitted because done in the smaller cities. The second edition therefore includes 527 cities of 10,000 population or over. In each one of these cities there has been correspondence with the public and volunteer agencies, so that a vast amount of material has been accumulated. This has been tabulated so as to present a picture of the infant-welfare work actually going forward in the 527 cities. The text will contain short sections on topics of special interest to public-spirited people who are interested in organizations, civic or volunteer, for infant-welfare stations, improved milk supply, and prenatal care.

The publication provides a means by which the development of the work in various cities can be compared and gives the sources from which information can be obtained by those who desire to develop such work in new localities.

EXHIBITS AND CHILDREN'S CONFERENCES.

The bureau is represented at the Panama-Pacific Exposition by a child-welfare exhibit, for which it has been awarded the Grand Prize.

The exhibit was prepared and installed by Dr. Anna Louise Strong, exhibit expert of the bureau. It consists of a series of wall panels showing legends and pictures of the needs of children of various ages, models, electrical devices, photographs, and lantern slides, illustrating the proper care of young children. There are also devices to show

Provided by the Maternal and Child Health Library, Georgetown University
the different age groups of children in the United States and the distribution of working children. Through the courtesy of the Bureau of Chemistry, Department of Agriculture, a case is shown containing various proprietary medicines for babies, together with the analysis of each. Other interesting loan features are included. Thus North Carolina is represented by a village of 100 cottages lighted by electricity, in which the lights disappeared in proportion to the deaths of babies at each month under 1 year. The University of California has furnished a food exhibit showing actual meals suitable for children of different ages. Admirable homemade toys have been lent by the children who made them. The San Francisco Collegiate Alumnae Association gives weekly demonstrations of the preparation of modified milk and infants' food. There are also two motion-picture films prepared by the bureau's staff, one on the care of infants entitled "A Day in Baby's Life"; the other, "When Tom Went to Work," illustrating the difference between a good and a poor child labor law.

The center of continual interest in any exhibit is its living feature, which in this case is the children's conference, where individual children are given physical examinations. This conference was organized and will be conducted throughout the exposition period by Dr. Frances Sage Bradley. Its purpose is to show the physical condition of children who are brought for examination and to indicate the points at which their health and vigor may be improved by the effort of their parents. It has proved so popular that children are booked for examination several months in advance and a large number of applications are unavoidably refused. This method of examining children calls the attention of parents to the importance of periodical physical examinations of their children for the purpose of keeping them well. It shows parents what they can do. It does not bring children into competition so as to exclude the problem child, but tends to induce parents to bring the children who may need special guidance or treatment though they do not need medicine and have no active ailment. The children examined are by no means all infants, and some of the most hopeful cases are those in which older children can be interested in looking after themselves. No medical prescriptions are given. If medical attention is required the parents are referred to the family physician. The conference examinations are held daily in a glass-walled room inside the bureau's space, and except in the case of older children—who are protected by a screen—the entire process can be watched by visitors seated outside the room. A schedule is filled out for each child and a copy of it given the parents.

The bureau desires to acknowledge the invaluable cooperation of hospitals, clubs, and other organizations and individuals in San Francisco or vicinity who in numberless ways have helped to make the exhibit more interesting and therefore more useful to visitors.

The difficulties of approaching the city child are comparatively easy to overcome, and the authentic records of improving health among city babies and older children wherever city volunteer health associations are at work show the results of the service afforded city mothers by public and volunteer organizations—a service at present scarcely available anywhere outside of certain urban areas.
REPORT OF THE CHIEF, CHILDREN'S BUREAU.

No one effort is engaging a larger share of Government activities than the effort to place at the service of the country the inventions and expedients which will make farming more remunerative and rural life more attractive and which will insure to the rural family a large share of the benefits available in less scattered communities.

In accordance with this general tendency the Children's Bureau has taken one step in the same direction and has arranged a limited experimental series of rural children's conferences on the same plan followed at the Panama-Pacific Exposition and earlier at the Knoxville Conservation Congress. The purpose of these conferences is twofold—primarily to secure reports upon child welfare in rural communities and the best methods of securing the same; secondarily to furnish a certain immediate contribution to child welfare in the communities visited.

Two experts have been attached to the bureau to hold these conferences and make preliminary reports based on their observations as to the conditions surrounding children, especially the young children who are still under the constant care of the home. Requests for studies of this type have been received from various States which it will be impossible to visit during the coming year. The cooperation of State and local boards of health, State universities and agricultural colleges, and volunteer organizations have been assured in certain States. Such cooperation, it is needless to point out, is essential if any permanent direct local advantage is to be gained.

BIRTH-REGISTRATION TEST.

The birth-registration test conducted by the joint action of the Children's Bureau, the Bureau of the Census, the Federation of Women's Clubs, the Mothers' Congress, the Association of Collegiate Alumnae, and other organizations of women has been continued during the year. Its purpose is to stimulate interest in birth registration.

The method of the test is as follows: Copies of the standard birth-registration blank are furnished by the Bureau of the Census and the correspondence is conducted by the Children's Bureau. Members of the committees receive copies of the standard birth-certificate blank, and after having carefully filled them out for a certain number of babies in their neighborhoods they then compare these records with those in the local registrar's office so as to discover in each instance whether the births have been registered and whether the record is properly filled out. The certificates are then sent to the Children's Bureau for tabulation. During the year reports have been made by 222 committees in 24 States. Up to July 1, 1915, 12,865 certificates have been returned to this bureau, of which 9,450 are for registered births and 3,415 for unregistered births. Certain tests have been made inside the census registration area, others outside, and the proportion of births found duly registered in the different localities varies from approximately 100 to 14 per cent. The compilation of a final report is now in progress.

In some States the test was made to help the passage of the uniform vital statistics law. This was true in Florida, where committee members made a house-to-house canvass in 30 cities. The State health officer arranged to record the unregistered births found by the canvass. This canvass, it is stated, gave a strong impetus to
the passage of the excellent vital statistics law secured in the Florida
legislative session of 1914-15.

The public authorities charged with the registration of births in
several States have appealed to the Children's Bureau to organize
the birth-registration test in their States, because of the publicity
and good will thus secured. Notices and comments in official reports
and bulletins have shown recognition of the value of local tests.

The commissioner of health, Cleveland, Ohio, states in a letter
written to the bureau that his office is using to advantage the facts
gained by the club women's investigation.

The chairman of the committee working in Duluth, Minn., writes:

The report has done much good. The State health officer took it up and he and
the medical association of St. Louis County and all our papers stood staunchly by us
and our work.

The chairman in one of the California districts sends this comment:

We are full of joy over the passage of the registration law and there is no doubt
that the birth-registration test was a great factor in its passage.

From Davenport, Iowa, this message was received:

You will be interested, I am sure, to know that the result of the birth-registration
canvas made by the Women's Club was so convincing that, through the effort of our
city physician, we have recently passed a city ordinance closely following the model
law.

Incidentally it should be noted that every city which secures
independently a good ordinance is a center showing the urgent need
for a good State law for vital statistics.

One committee member reports that a man in a remote neighbor-
hood said he was so glad to hear about registration, because they had
been guessing at their ages. A letter of inquiry received by the
bureau from which names and addresses are omitted is as follows:

Would like to know if you can give me the year that —— was born. She
was born in — County, in the State of —. She will be about 18 years old.
Her father has forgotten and her mother is dead. If you can not give it, please let me
know how to find it.

The Federal Government has, of course, no way of ascertaining the
facts, although in this, as in many similar cases, important property
rights may be involved.

If we may judge by the increasing numbers of the volunteers report-
ing on these committees, it is safe to say that the interest is growing in
the test and in the better vital statistics, to aid which it was begun.
This test is in charge of Mrs. Etta R. Goodwin.

STUDY OF THE MENTALLY DEFECTIVE.

In the last annual report reference was made to the importance of
the needs of the feeble-minded and to the fact that the bureau had
been requested to prepare a report on the known feeble-minded chil-
dren in the District of Columbia. As then stated, it was believed that
there existed in the District—

a large number of children and young people who are unprotected and whose pres-
ence 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 delin-
quency 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 defi-
cient. This report should give a basis for estimating the extent of equipment nec-


Provided by the Maternal and Child Health Library, Georgetown University
The first work of the new social-service division was to make the study suggested, and a report was published in March.

In this study no more than a brief social survey was undertaken of the cases already recognized by the community as lacking the power of intelligent self-direction. Seven hundred and ninety-eight individuals were reported through this investigation, and this number is considered to represent a very conservative estimate of the proportion of feeble-minded in the total population in the District of Columbia. Of these 798 individuals, 54 per cent are at large in the community under varying conditions of helplessness and neglect; 34 per cent are in institutions not equipped for their care or boarded out; and only 12 per cent are reported as under proper care. Twenty-six per cent of the total number were found to be women between the ages of 15 and 45. Feeble-minded mothers of from one to six illegitimate children were reported, the children being cared for at public expense and no provision made for protecting the mothers.

It can hardly be doubted that a more exhaustive search would increase this number. If the estimate frequently made is accepted, that the proportion of feeble-minded to the general population is in the ratio of 1 to 200, the number of feeble-minded in the District of Columbia, with a total population of over 300,000, would be between 1,400 and 1,500. We must of course remember that a considerable number of these persons may well remain in their homes and can safely be cared for outside of institutions; but the cases which were carefully studied in this investigation, many of which are described in the pamphlet, show only too plainly the steady wastage, the individual suffering and degeneration, the burden to families, the handicap to the school system, and the danger to the whole community resulting from the lack of proper provision for those suffering from mental defect.

At the request of the Cooperative Educational Association of Delaware the Children's Bureau has agreed to undertake a study of the social conditions and needs of the feeble-minded in the State of Delaware as its share of a general survey of the needs of children in that State.

ILLEGITIMATE CHILDREN.

The bureau is engaged in a study of certain phases of the problem of illegitimacy, particularly the meaning of this handicap to the individual child and the relation between illegitimacy and dependency. An investigation of the illegitimate child as a ward of society is being made in Massachusetts, the data being secured from records of public and private agencies and institutions. Through the cooperation of practically all the organizations concerned with the problem in Boston a study is being made of the methods of caring for illegitimate infants, which often is a very distinct branch of the work of a child-caring agency.

This study of illegitimacy has been undertaken because of the light it should throw upon studies which are now under way or which the bureau is directed to make. Thus the subject is met in studies of infant mortality. And under the topic of orphanage and desertion, where methods of placing out and adoption, problems of institutional care and the assumption of guardianship by public and private agencies must be discussed, we come very close to these children
the passage of the excellent vital statistics law secured in the Florida legislative session of 1914-15.

The public authorities charged with the registration of births in several States have appealed to the Children’s Bureau to organize the birth-registration test in their States, because of the publicity and good will thus secured. Notices and comments in official reports and bulletins have shown recognition of the value of local tests.

The commissioner of health, Cleveland, Ohio, states in a letter written to the bureau that his office is using to advantage the facts gained by the club women’s investigation.

The chairman of the committee working in Duluth, Minn., writes:

The report has done much good. The State health officer took it up and he and the medical association of St. Louis County and all our papers stood stanchly by us and our work.

The chairman in one of the California districts sends this comment:

We are full of joy over the passage of the registration law and there is no doubt that the birth-registration test was a great factor in its passage.

From Davenport, Iowa, this message was received:

You will be interested, I am sure, to know that the result of the birth-registration canvass made by the Women’s Club was so convincing that, through the effort of our city physician, we have recently passed a city ordinance closely following the model law.

Incidentally it should be noted that every city which secures independently a good ordinance is a center showing the urgent need for a good State law for vital statistics.

One committee member reports that a man in a remote neighborhood said he was so glad to hear about registration, because they had been guessing at their ages. A letter of inquiry received by the bureau from which names and addresses are omitted is as follows:

Would like to know if you can give me the year that ______ was born. She was born in ______ County, in the State of ______. She will be about 18 years old. Her father has forgotten and her mother is dead. If you can not give it, please let me know how to find it.

The Federal Government has, of course, no way of ascertaining the facts, although in this, as in many similar cases, important property rights may be involved.

If we may judge by the increasing numbers of the volunteers reporting on these committees, it is safe to say that the interest is growing in the test and in the better vital statistics, to aid which it was begun. This test is in charge of Mrs. Etta R. Goodwin.

STUDY OF THE MENTALLY DEFECTIVE.

In the last annual report reference was made to the importance of the needs of the feeble-minded and to the fact that the bureau had been requested to prepare a report on the known feeble-minded children in the District of Columbia. As then stated, it was believed that there existed in the District a large number of 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.
mothers’ pension law—Kansas, Montana, New York, North Dakota, Oklahoma, Tennessee, and Wyoming. No State that had previously enacted a mothers’ pension law has repealed it. Several have revised the administration or enlarged the list of eligible cases. We find Alabama and Virginia enacting new desertion and nonsupport laws in which desertion is made an offense subject to extradition, while Idaho adds the extradition provision to its desertion law. In Oregon, where mothers of children under 16 were eligible to a pension if the husband was physically or mentally unable to work, it has now been provided that if such husband is physically or morally a menace to the children his removal may be required or the pension withheld. New Jersey and Wyoming have reconstructed their provisions for the dependent and neglected child, and Maine has excluded dependent children from almshouses except during a temporary emergency. Other States have strengthened their desertion and nonsupport laws and provided for the supervision of boarding homes and the placing out of children. In all, at least 28 States have made some improvement in their provisions for child dependents.

At least 14 States have this year concerned themselves with the needs of the mentally defective or feeble-minded. The actual legislation differs greatly in scope. Connecticut changes the name of the School for Imbeciles to the Training-School for the Feeble-Minded, while Illinois makes detailed provisions for the legal commitment and care of the feeble-minded. Compulsory education of blind children is provided in New Mexico and Vermont. Medical care for indigent deformed children through State aid is provided in Iowa. Texas provides for a State hospital for crippled and deformed children.

Gains in child labor legislation are found in 16 States. The most striking advances are the establishment of a 15-year age limit for common occupations in Michigan and the fact that 5 more States—Alabama, California, Iowa, Pennsylvania, and Rhode Island—have committed themselves to the regulation of street trades, a much-neglected form of child labor. Alabama has raised the age limit for children in cotton mills to 13 years and to 14 years after September 1, 1916, and for the first time has passed a compulsory school attendance law. Pennsylvania has completely revised her child labor law. It now prohibits night work by children under 16 in all occupations, thus including the continuous industries (such as glass factories) which were formerly exempt. Alabama, California, Iowa, and Pennsylvania have greatly strengthened their provisions concerning work permits. Alaska has excluded boys under 16 from work underground in mines, and Arkansas has passed a minimum-wage law for women and girls.

In spite of the widespread interest in industrial training we find a comparatively small number of States legislating about it, but the laws that they have passed are significant. Delaware has appointed a commission to study the subject. Iowa permits city school boards to acquire land for summer outdoor vocational work. New York authorizes the establishment of farm schools in counties for general industrial education. Pennsylvania establishes a bureau of vocational education in the State department of public instruction. Vermont provides for the reorganization of high schools to include voca-
tional education. Pennsylvania also requires the attendance of working children under 16 at part-time continuation schools for as much as eight hours weekly, and Wisconsin raises the age for compulsory attendance at continuation schools to include all under 17 years.

Alabama, Florida, South Carolina, and Texas have this year stepped out of the ranks of the States with no compulsory school attendance laws, and it should be noted that in Alabama and Texas the new provisions are State wide in their application.

California has inaugurated a unique addition to the school system with a distinctly social bearing by providing "home teachers" who shall visit the homes of the pupils not only to see that the children and their parents understand the law concerning school attendance but also to furnish instruction in household matters and sanitation.

In the treatment of juvenile delinquents there has been some amendment in at least 18 States. North Carolina, Porto Rico, and West Virginia have enacted their first juvenile court laws, and Alabama and Rhode Island have passed new laws of State-wide application. South Dakota extends the jurisdiction of the juvenile court to include all persons under 21 years of age. Louisiana transfers juveniles from penal institutions to a training school. Florida authorizes the establishment of a detention home in every county of the State and provides a State industrial school for girls under 21. Florida also makes contributory delinquency of parents or other persons having the custody of the child a penal offense. Minnesota raises the age for commitment to the Minnesota Home School for Girls from 17 to 18 years. New York has reorganized the New York City Children's Court and provides for the medical examination of children who appear to the judge to be mentally defective.

New vital statistics laws which conform to the model law approved by the Census Bureau have been passed by California, Florida, Illinois, and Oregon.

More important perhaps than the amendment of one provision here and another there has been the work of a few States in enacting a group of laws attempting to deal with several phases of child welfare in a constructive and fairly comprehensive way. Thus Alabama has used the present session of her quadrennial legislature to make definite improvement along the four different lines of child labor, compulsory school attendance, desertion and nonsupport, and juvenile delinquency. Florida's legislation included a compulsory school attendance law, a vital statistics law, and better provisions concerning juvenile delinquents. Two commissions were appointed to study the question of mothers' pensions and the needs of the epileptic and feeble-minded. Kansas has provided the machinery for further advance by an industrial commission to regulate the hours, wages, and conditions of work for women and minors and a division of child hygiene in the State board of health to issue educational literature on the care of the baby; the hygiene of the child, the causes of infant mortality, etc. Kansas has also passed a comprehensive mothers' pension law and authorizes the establishment of a parental home in the county in which Kansas City is situated.

Kansas is one of the nine States that have found in recreation a subject of legislation. Maine has extended its playground law to apply to
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villages, and Iowa, Kansas, and Oklahoma have passed their first playground laws and specifically authorized the purchase or mainte-
nance of playgrounds from public funds. Illinois, Minnesota, New
York, Rhode Island, and Wisconsin have in varying forms extended
State sanction of playgrounds. Three States—Illinois, Missouri, and
Oregon—now specifically permit the use of public-school buildings
as social centers, and Congress has passed a similar law for the Dis-
trict of Columbia. The Philippines have created a public-welfare
board to establish and maintain social centers. And it is interest-
ing to notice incidentally that the Philippines have provided for
dental clinics in public schools, and Hawaii has passed a curfew law
for girls under 16 in the city of Honolulu.

RECREATION.

The instances mentioned in the foregoing summary review of the
1915 session laws serve to indicate the growing tendency of States
and cities to levy taxes for the procuring of recreation facilities.
There is also a growing recognition that all public recreation must be
developed and maintained with experts in charge if it is to serve the
need for healthful pleasure and for physical development.

Two pamphlets on recreation have been prepared for publication
during the year with the cooperation of various experts. One has
been written by Mr. E. B. De Groot, formerly in charge of the Chicago
South Park series of play parks, now on the staff of the University of
California and in charge of recreation in San Francisco under the
school board. This is on national lines and enunciates the generous
principles of a sound policy for any community; certain new plans
for the most effective construction and use of school playgrounds are
noted especially.

At the request of the president of the Board of District Commis-
sioners, the Children's Bureau agreed to cooperate in the preparation
of a report on the need of recreation facilities in the District of
Columbia. It is well known that the street areas of Washington are
especially ample and beautiful and the extent and natural charms of
Rock Creek Park are famous. A careful study, however, of the cen-
ters of Washington population in connection with their distances
from free open spaces shows that Washington has little available and
accessible recreation space as compared with other cities of similar
size in the country. The report consists of a carefully prepared recre-
ation survey by districts. It contains much statistical material re-
garding the density of population and the recreation facilities now
available in the District of Columbia and carefully analyzes the fur-
ther needs for such areas on the basis of the municipal recreation
standards which have been worked out in recent years. The cost of
preparation of the District study as to the statistical material and the
printing of the maps has been assumed entirely by the District of
Columbia.

COOPERATION WITH OTHER GOVERNMENT BUREAUS.

The law gives the Children's Bureau power to investigate and report
upon all matters pertaining to children, but in accordance with the
policy which has governed the bureau for the three years of its exist-
ence the greatest care is taken to use these powers so as to dovetail with the work of other bureaus without wasteful overlapping.

Thus the infant mortality inquiry, which was the first field study, was undertaken only after full consultation and agreement with the Public Health Service as to its scope and with the cooperation of the Bureau of the Census as to the enumerations upon which it was based.

Again, the subject of mental defect is of special interest to the Bureau of Education and to the Children's Bureau, the Bureau of Education being concerned with the educational and the Children's Bureau with the social phases of this baffling problem. In the Delaware study to which reference has been made the Children's Bureau will be cooperating with the Bureau of Education and the Public Health Service.

The cooperation between the Children's Bureau and the Census Bureau in work for better enforcement of birth registration is progressing as last year. It is mentioned elsewhere in this report.

As was pointed out in the last annual report, the primary data upon which the Children's Bureau must base its intensive investigation are furnished by the census enumerations. Among the subjects of study which the law directs the bureau to undertake are infant mortality, the birth rate, orphanage, and desertion, all requiring information as to family structure. How many fathers are there in the United States? How many mothers are there? How many mothers are at work for gain outside of their homes? No one knows. No one can answer these fundamental questions. Yet it is noteworthy that the unpublished census returns for the last 30 years contain the answers to these questions and many other invaluable facts concerning the American family. Thus for every family enumerated in 1890, 1900, and 1910 the number of children born to each mother and the number surviving at the time of the enumeration were secured. All this material has not been tabulated because there has been thus far no public demand for it such as secures, for example, the comprehensive information regarding manufactures furnished by the Bureau of the Census every five years.

This tabulation is especially important to the studies of the Children's Bureau. Thus the findings regarding the relative effect on infant mortality of mothers' work in industry are halted because it is impossible to learn how many mothers are at work in the industries involved in a given community. The census returns for the last 30 years contain the facts. Until the material is tabulated this bureau and other branches of the Government and the public are unable to utilize the Census Bureau's unique and priceless accumulation of family data. The census officials fully realize the value of this material as a basis for the public and private research which is being increasingly directed toward the economic and social status of the family, but neither the Census Bureau nor the Children's Bureau has funds to make the tabulations which are necessary in order to render this body of human facts available for use. Some form of cooperation in this matter is highly important.
III. STANDARDS TO BE ASCERTAINED.

STANDARDS OF LAW.

As the brief review of 1915 statutes in this report plainly indicates, the interests of children have been the subject of much legislation during the past year. Moreover a review of State legislation for the last 25 years would reveal a constantly growing volume of laws whose purpose is the protection of various classes of children or of all children. Different groups of people urge legislation independently, and inevitably the laws secured by them are contradictory and may even defeat each other. This has been notably true of compulsory education and child labor and dependency laws, all of which must dovetail perfectly if the child is to be the gainer. The confusion has been pointed out by legislators and students as well as by those engaged in practical enforcement. This was discussed at the National Conference of Charities and Correction in 1914, and one speaker said:

"To bring order out of chaos, we need to examine—first, what are the proper functions of National, State, and local governments in the care of the child; second, what are the underlying principles of public policy in the care of children; third, how specific acts relating to different phases of the child problem should be harmonized and grouped into a consistent whole; and, fourth, what actual work and organization should be undertaken to bring about the passage of such children's codes in the several States. Volunteer committees have strongly urged the need in every State of careful study and codification. As a result various States have already secured commissions to review and codify the laws relating to children.

The needs of unfortunate children have of course engaged first of all the attention of philanthropic persons. Yet the legislation for dependent, defective, delinquent, and working children still requires much codification and amendment in various parts of the country before it can be considered adequate. In preparing a complete code for the children of any State, however, the rights of all children must be considered, and the task of reviewing and comparing legislation and of selecting just and practicable provisions is one of great importance, requiring extended research. In each State the whole body of legislation affecting children must be reviewed. Constitutional provisions may require different legal expedients in different States for gaining the same ends. The study of "legislation affecting children in the various States and Territories" which the law requires the Children's Bureau to make should afford an increasing body of information at the service of those engaged in codifying the laws of any State.

PHYSICAL STANDARDS FOR INDUSTRY.

As a general rule compulsory school attendance ceases at the age of 14, the crucial point of maturing life, which educator and physiologist well know to be the most critical period of growth, a period of physiological change requiring, as has been said, "much insight and consideration from parents and teachers," a period in which "in the increased general bodily growth the body and muscular systems are chiefly involved and the diminished resistance (insufficient firmness
of the skeleton and the relative weakness of the muscles) which occurs in consequence of this gives rise to various disturbances;" "a sudden concentration of the energies of growth on the side of physical development during that period of about three years (from 12 to 15) indicates that the mental and nervous strain of schooling should be relaxed during that time to give first chance to the construction of a sound body."

Nearly 2,000,000 of our Nation's children 10 to 15 years old (inclusive) were at work in 1910. Of these, 1,157,323 were reported by the Census Bureau as "farm laborers—home farm" and 275,237 as "farm laborers—working out" or engaged in various specified kinds of agricultural work. The remaining 557,845 were employed in manufacturing and mechanical occupations, in trade and transportation, extraction of minerals, and domestic and personal service.

While many children leave school at 14 or earlier to go to work who are no poorer than others who remain in school, on the whole of course it is not rich but poor children with a lower standard of living who add to the family income by going to work early.

These boys and girls leave a school life in which the main purpose is, in theory at least, their care and development and take their labor to market where the rules are inevitably those of trade. They are by law minors unable to contract with employers. They take to market the muscle and the mind and the legal disabilities of a child.

Yesterday great authorities were experimenting on the best methods of training their minds, of developing their bodily powers. The ventilation of their schoolrooms, the shape of their desks, the character of their food were even studied. To-day the same children are beyond the reach of all this costly solicitude—they have gone to work.

If a community were to choose out of its young lives a group who most needed the protection and stimulus afforded by the schools in order to pass with most success through the crucial early teens, they would choose to retain in school the children who now go out. Such records as are available of the height and weight and development of various groups of children go to show that in the great average it is the children of least resistance who are thus thrust into the condition of greatest strain and least protection.

No one contends that children are actually made of different bone and muscle, or that children differently situated financially are also differently related to the laws of physical and mental growth. We all admit that basal human needs are identical. The problem of our day is to secure equal opportunity.

There is an astounding lack of authoritative study as to the results of work upon the physique of working children. Perhaps the main reason for the lack lies in the difficulties involved. For instance, it is extremely difficult to discriminate between the effects of the labor itself and the effects of the general low level of living conditions which have forced the child to work. It is exceedingly difficult and requires new studies to determine the mental and physical

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1 The enumerators were instructed to return children at work on farms for their own parents as farm laborers—home farm, and to return children at work on farms for others as farm laborers—working out, but many of them failed to make distinctions carefully. Quite frequently the young children of a father were enumerated with the home family, but were returned in the occupation columns merely as laborers—farm. The classifying clerks were instructed to consider such children, when they were under 10 years of age, as being laborers on the home farm, but as a large percentage of such returns were punished before the schedules were edited the attempt to divide children returned as farm laborers—home farm and farm laborers—working out was not very successful. —Census of Occupations, 1910, p. 19.
effect of the various types of occupation upon immature persons. The whole field of child labor reform is thus far singularly barren of scientific study. As an indication of the world-wide recognition of the need of study of the child and young person in industry, reference may well be made to the work of Dr. Ludwig Teleky, of Vienna, who, in an article on "Age problems in industrial hygiene" presented at the 1912 Congress of Hygiene and Demography, refers to investigations of the health of school children in various countries, and then says:

From all these investigations it appears perfectly clear how, with wonderful sensitiveness, not only the organism of the child but the growing organism generally reacts upon every increase in work, upon every greater task, and upon every external disadvantage with retardation of the development by increased illness and with irreparable changes in special organs or parts of the body (as eyes, spine, etc.). The industrial labor of children and youths is more harmful than the overburdening in the higher schools, which after all are attended by only a small fraction of the children and for the demands of which only a chosen group have to be fit. A part of the complaint poured out on the reform of the higher schools would probably have sufficed to level the way to further legal limitation of the industrial work of children and youths.

On account of this development, progressive and up to the 18th or 19th year rapidly advancing—although in the latter year already somewhat slackened—it is impossible on the ground of physiological considerations to wish to place a limit beyond which industrial labor shall be allowed; especially is it to be considered that after all industrial labor is not the first work which the growing man has to perform; the industrial labor takes the place of school work. It differs from the latter, however, not only because of its economic significance, but above all because of the fact that while the school work is designed to serve for the further development of the child's mind and body, the industrial labor naturally can take no account of these matters. Industrial labor is, if painful, frequently of great monotony; it exercises often only separate groups of muscles and these in an extreme measure, forced by sitting for long hours, and neither ventilation nor seating arrangements match those demands which to-day (at least in cities) are taken into consideration by suitable school administrations. Agricultural labor is frequently overtaxing physically and often shortens for the children the hours of sleep so necessary to them; the latter is true also of the work of errand boys and in part also of the work in public houses.

Again Prof. Giovanni Loriga, of the University of Rome, prepared in 1910 a "Report on the labor of children and the growth of the body," in which he says:

The State can not longer afford to remain inactive in view of a question of such vital importance to the physical and moral future of the working population. It must show for the working children a solicitude at least equal to that shown for the pupils of the schools.

It is plain that no system of factory inspection now in use affords the youthful workers the protection afforded the same worker in school. Obviously the age limitation—necessary, of course—is only the first step in protecting young workers.

The public health department of New York has for its legend, "Public health is purchasable." In like manner the Belgian scientist Quetelet is credited with saying, "Whether the people are more or less developed, more or less robust, depends in large measure on the Government." A close analogy of what may be done for the human labor involved in processes of production is afforded by a reference to what the Government is already doing with regard to materials involved in production. A few years ago the Government established the Bureau of Standards for the purpose—as set forth in the statute—of creating a bureau for the solution of problems which arise in connection with standards, the construction when necessary of standards, the deter-
mination of physical constants, and the preparation of material when such data are of great importance to scientific or manufacturing interests. It covers a vast field of important physical research—to report upon electrical tests, etc.; to be of service to manufacturers, chemists, and engineers on such matters as the determination of the expansion of various alloys and metals; for the standardization of combustion calorimeters. Especially there were urgent demands made for the standardization of master screws, the measuring of which is a matter of extreme difficulty. Nevertheless, says the report, the bureau should be prepared to settle any dispute that may arise between manufacturers of screws and pipe threads as to the compliance with standard specifications for such threads. No one can dispute the value and the growing value of this bureau to the industries of the country, nor measure its future services. It is constructive; it is in the interests of efficiency, of economy, and of good government. It furnishes an exact analogy for that which should be done for the manufacturer in relation to the most important factor in production—the human element. Especially does it form an analogy for what should be done for that part of the human element recognized by physiologists as laboring under special strain because of immature physique and recognized by lawyers as laboring under special disadvantage because of inability to contract—the young worker.

Full and intelligent protection of the physique and mental powers of the youthful workers of this country requires costly and laborious studies in laboratory and in workshop. The character of the labor is now the important consideration, and it must be studied under the conditions of industry rather than solely by abstract laboratory methods. Again we quote Prof. Loriga:

Because one group of individuals is employed at manual labor and another does not perform any such labor, it is not always to be supposed that the latter grows in a normal manner while the former's growth is impeded. Labor is even considered a physiological factor in the development of the body and only becomes a hindrance to growth if it is excessively hard or exercised under unfavorable conditions.

The Children's Bureau now desires to call attention to these needed studies and to submit the reasonableness of spending money to make them. It proposes a later presentation of carefully considered plans for which certain preparatory studies are now going forward. The more rapidly the restrictive child labor legislation becomes uniform the more evident must be the need of studying the welfare of the young worker within the occupation, so that we may secure just standards for the use of labor as new standards for material are being developed.

STANDARDS OF RURAL CHILD WELFARE.

It can not be too often repeated that three-fifths of the children in the United States are rural children. In other words, 17,097,520, or 60.7 per cent, of the total number of children in the United States under 15 years of age live either in scattered rural communities or in towns or villages of 2,500 inhabitants or less, i. e., under conditions which should insure every material foundation for physical and moral vigor. What are the facts as to rural child welfare? They are not known. However, the following extract from a letter to this bureau
by a State school inspector of one of our richest agricultural States
gives a hint of the inequality of opportunity:

I am writing to ask if your bureau is investigating the matter of rural child labor;
that is, the labor of children upon the farms? In this State, like many other agricul-
tural States, we have a most serious problem in this matter. It shows itself largely
in the small number and the small percentage of country boys who complete the
eighth grade and also the sixth. Last year in our State less than 7 per cent of those
who were enrolled in the first grade eight years previous completed the eighth
grade. For an average of three months in the average school term of seven, over
15,000 country boys between the ages of 11 and 15, inclusive, are kept out of school
to do the work of men in order to help support the schools that they cannot attend.

It is noteworthy that the percentage of illiteracy in rural communi-
ties, according to the 1910 census, is double that in cities. Where the rural
child labor is great, the percentage of child illiteracy is high.
The juvenile delinquency laws now on the statute books of most of our
States are ineffective over the greater part of those States because rural
probation officers are lacking. The relative degrees of city and rural
delinquency can not be shown, but the figures of institutions for
boys and for girls and for older offenders show that the country is
largely represented.

We can not answer such questions as the following with precision:
Is the physical development of rural children better than that of
city children? Could it be improved by available means?
What are the social reasons for rural delinquency?
Is there a lack of innocent recreation which leads toward delin-
quency?
Is the economic standard of life too low in certain localities and in
certain agricultural occupations to permit a fair chance for children
and young persons?
How can vocational training be made effective for rural children?
Do large numbers of rural children work too early and too hard
with loss of education and detriment to health and to physical devel-

Time and money are required to secure answers to such questions,
but the questions have been raised and the answers are important
if the conditions surrounding three-fifths of our children are to be
understood and if we are to be sure that we are making progress in
securing a fair chance for every child.

As was mentioned on page 13 of this report, the bureau is undertak-
ing with its present force some experimental studies of rural child
welfare which are directed toward the preparation of further plans for
investigation and for presenting the facts as to the opportunities of
rural children.

We well know that whether in city or country the real equalizing
of the life opportunities for boys and girls involves many economic
and social factors which are beyond the field of this bureau; but
within that field we see growing opportunities for useful studies of
wide application which will aid in setting up standards and at the
same time will be directly valuable to the groups of children studied.

IV. SUMMARY.

The third year of the Children's Bureau is the first year with a staff
increased from 15 to 76 persons and an organization of the bureau by
divisions. The work of the bureau has increased accordingly.
Infant mortality is the subject of an extensive inquiry which is still in progress. The findings in two communities have been published during the year and indicate a direct relation between civic and economic conditions and infant death rate. The field work in six other communities has been completed.

Various activities for the saving of babies' lives are grouped under the title child hygiene. They include pamphlets on infant care and on baby-saving campaigns and a small amount of lending material for exhibit and lecture use. The bureau has installed at the Panama-Pacific Exposition a comprehensive child-welfare exhibit, of which the central feature is the children's conference where individual children are examined by a physician attached to the bureau.

Complete birth registration is the primary requisite for community infant-welfare work, and the bureau has cooperated with other agencies in a birth-registration test which has stimulated popular interest in the subject.

A social study of 798 mental defectives in the District of Columbia revealed the fact that 54 per cent were at large in the community under varying conditions of helplessness and neglect and only 12 per cent were under proper care. A study of methods of caring for illegitimate children in Massachusetts is now under way.

The compilation of laws relating to child labor and compulsory school attendance and including the acts of 1915 is in proof. Work has been begun on a reference index of all laws in the United States relating to children. A report on the administration of child labor laws in Connecticut has been published and similar studies in five other States are in progress. The enforcing of street trades regulations has been studied in several cities, and a report is in preparation.

A survey of recreation in the District of Columbia was made in cooperation with the Board of District Commissioners. The report of this survey and a general report on the principles of community effort for recreation are about to go to press.

In addition to continuing the studies already under way the bureau has arranged to undertake a study of the social conditions and needs of the feeble-minded in the State of Delaware, and to develop in rural districts in various States children's conferences and related child-welfare activities.

The bureau points out the importance of the unpublished data on family structure in the United States secured by the Census Bureau every 10 years and unavailable because the resources of that bureau do not permit its tabulation.

There are two subjects on which little of scientific value is known and which urgently demand study: The physical reactions upon the children themselves of the work that nearly 2,000,000 children are doing on farms and in industry; and the social and physical welfare of the more than 17,000,000 children who live in scattered rural communities or in villages of 2,500 population or less.

Respectfully submitted,

HON. W. B. WILSON,
Secretary of Labor.

JULIA C. LATHROP, Chief.