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

FISCAL YEAR
ENDED JUNE 30
1916
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FOURTH ANNUAL REPORT
OF THE
CHIEF, CHILDREN'S BUREAU.

U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, October 7, 1916.

Sir: I have the honor to transmit herewith the fourth annual report of the Children's Bureau, covering the period from July 1, 1915, to June 30, 1916.

The duty assigned by law to the Children's Bureau is to investigate and report upon all matters pertaining to the welfare of children. In the year which this report discusses work has been carried on by a series of field studies, by research, and by new methods of presentation and report shown in the following pages.

INFANT MORTALITY INQUIRY AND RELATED WORK.

In addition to the statistical studies of infant mortality, which have continued to be one of the bureau's chief concerns, three new approaches to the questions of infant welfare have been developed as direct consequences of the infant mortality inquiry.

The new developments are:

(a) A research study of maternal mortality, based upon existing statistical material, prepared by Dr. Grace L. Meigs, in charge of the hygiene division.
(b) A series of rural studies of infant and maternal welfare by field investigation carried on by experts in child hygiene and by field agents.
(c) A Nation-wide observance of baby week, a popular educational program initiated by the cooperation of the Children's Bureau and the General Federation of Women's Clubs.

The infant mortality inquiry is going forward, and the reports upon the different communities studied are in various stages of progress. Field study has been completed in all the towns mentioned in the third annual report and has been begun in Baltimore. The study of Baltimore was undertaken because of its representative character, and because its size affords an opportunity to compare the figures for a large city with those of the smaller cities heretofore included in the inquiry. The field work alone in Baltimore will require at least a year's time.
The findings of the bureau's earlier study in Johnstown, Pa., are confirmed in many respects by the findings in Manchester—the coincidence of a high infant mortality rate with low earnings, poor housing, mother's work, and large families.

The mortality rate among the 1,564 live-born babies studied in Manchester was 165 per 1,000 births, which is considerably higher than the estimated rate for the whole country.

Manchester is primarily a textile town, and the textile mills employed 36.3 per cent of all the fathers of babies born in Manchester during the 12 months covered by the study. Of the fathers, 13.7 per cent were earning less than $450 per year; 48.5 per cent less than $850; 22.9 per cent $850 or more; 6.4 per cent $1,250 or more.

Of the babies with fathers earning less than $450, about 1 in 4 died before it was 12 months old. The great majority of the babies had fathers in the wage group from $450 to $849, and of these about 1 in 6 died. Of the babies whose fathers earned $850 but less than $1,050, 1 in 8 failed to survive. Where the fathers earned $1,050 or more, 1 baby in 16 died in the first year.

Where families lived two or more persons per room, the infant death rate was twice as high as where they lived less than one person per room. The babies living in houses occupied by a single family died at the rate of 86.1 per 1,000, but those in tenements occupied by more than six families died at the rate of 236.6 per 1,000.

When the mother was a wage earner the baby's chances of living were less than when she was not. Babies of mothers who had worked at some time during the year before the baby's birth died at the rate of 199.2 per 1,000, while babies of nonworking mothers died at the rate of 133.9. Babies of mothers employed away from home some time during the year after childbirth while the baby was still alive and under four months old had a rate of 277.3, while babies of mothers not employed during that time had a rate of 122.

Babies of foreign-born mothers did not fare so well as babies of native mothers. The differences of rates, however, are only partly accounted for by their lower earnings. The largest foreign element in Manchester is Canadian French, and among them the infant mortality rate, 294 per 1,000 live births, is greater than that among any other group of the population, although their earnings are in general higher than those of other foreigners.

Sheer size of family appears to be one factor in this high Canadian-French rate, one-third of their babies being sixth or later in order of birth, while over one-sixth of these mothers had had from 9 to 18 children. These Canadian-French babies in families of 6 or more children died at the rate of 246.2 per 1,000 and the rate rises to 277.2 per 1,000 when only babies ninth or later in order of birth are considered.

Less important numerically in this nationality is the wage-earning mother. Comparatively fewer Canadian-French mothers than other foreign mothers are gainfully employed. The percentages of these wage-earning Canadian-French mothers at work outside the home and in the home varied slightly during the two years, but there is among the working mothers a stronger tendency on the part of the Canadian French to work outside the home after the baby's birth.
than appears among other foreigners. It is not surprising, therefore, to find that artificial feeding is more prevalent among Canadian French than in any other group of the population, and this prevalence appears to be one of the important factors in the high infant mortality rate among Canadian-French babies as compared with the rate for babies of other nationalities.

MATERNAL MORTALITY.

A study of maternal mortality, by Dr. Grace L. Meigs, head of the hygiene division of this bureau, has been undertaken as a direct corollary to the infant mortality inquiry. The sickness or death of the mother inevitably lessens the chances of the baby for life and health. A large proportion of the deaths of babies occur in the first days and weeks of life, and these early deaths can be prevented only through proper care of the mother before and at the birth of her baby.

In the introduction to the report on "Maternal mortality in connection with childbearing," issued as a supplement to his report as medical officer of the local government board of Great Britain for 1914-15, Sir Arthur Newsholme says:

"The present report is intended to draw attention to this unnecessary mortality from childbearing, to stimulate further local inquiry on the subject, and to encourage measures which will make the occurrence of illness and disability due to childbearing a much rarer event than at present.

The attainment of these ends is important as much in the interest of the child as of its mother. That the welfare of the child is wrapped up in that of the mother was fully recognized in the board's circular letter of 31st July, 1914, and the schedule appended to that letter; and each year it is becoming more fully realized that, in order to insure healthy infancy and childhood, it is necessary that, both during pregnancy and at and after the birth of the infant, increased maternal care and guidance and medical assistance should be provided.

The Children's Bureau studies of infant mortality in town and country reveal clearly the connection between maternal and infant welfare and make plain that infancy can not be protected without the protection of maternity.

In her report Dr. Meigs undertakes to do no more than to assemble and interpret figures already published by the United States Bureau of the Census and in the mortality reports of various foreign countries and to state accepted scientific views as to the proper care of maternity. She shows that maternal mortality, although in great measure preventable, is not decreasing in the United States. Her report reveals an unconscious public neglect due to age-long ignorance and fatalism. As soon as the public realizes the facts to which Dr. Meigs calls attention it doubtless will awake to action, and suitable provision for maternal and infant welfare will become an integral part of all plans for local protection of public health.

The report is summarized as follows:

"In 1913 in this country at least 15,000 women, it is estimated, died from conditions caused by childbirth; about 7,000 of these died from childbed fever, a disease proved to be almost entirely preventable, and the remaining 3,000 from diseases now known to be to a great extent preventable or curable. Physicians and statisticians agree that these figures are a great underestimate."
In 1913 the death rate per 100,000 population from all conditions caused by childbirth was but little lower than that from typhoid fever; this rate would be almost quadrupled if only the group of the population which can be affected, women of childbearing age, were considered.

In 1913 childbirth caused more deaths among women 15 to 44 years old than any disease except tuberculosis.

The death rate due to this cause is almost twice as high in the colored as in the white population.

Only 2 of a group of 15 important foreign countries show higher rates from this cause than the rate in the registration area of the United States. The rates of three countries, Sweden, Norway, and Italy, which are notably low, show that low rates for these conditions are attainable.

The death rates from childbirth and from childbed fever for the registration area of this country are not falling; during the 13 years from 1900 to 1913 they have shown no demonstrable decrease. These years have been marked by a revolution in the control of certain other preventable diseases, such as typhoid, diphtheria, and tuberculosis. During that time the typhoid rate has been cut in half, the rate of tuberculosis markedly reduced, and the rate for diphtheria reduced to less than one-half. During this period the death rate from childbirth has decreased in England and Wales, Ireland, Australia, and Japan. The other foreign countries studied show stationary or slightly increasing rates. The death rate from childbed fever has decreased only in England and Wales, Ireland, and Scotland.

These facts point to the need in this country and in foreign countries of higher standards of care for women at the time of childbirth.

The low standards at present existing in this country result chiefly from two causes: (1) General ignorance of the dangers connected with childbirth and of the need for proper hygiene and skilled care in order to prevent them; (2) difficulty in the provision of adequate care due to special problems characteristic of this country. Such problems vary greatly in city and in country. In the country inaccessibility of any skilled care, due to pioneer conditions, is a chief factor.

Improvement will come about only through a general realization of the necessity for better care at childbirth. If women demand better care, physicians will provide it, medical colleges will furnish better training in obstetrics, and communities will realize the vital importance of community measures to insure good care for all classes of women.

While the figures given by Dr. Meigs are a startling indication of the great number of maternal fatalities occurring in various parts of the country, no estimates can be made of the number of mothers who survive only to suffer from a degree of preventable ill health which limits or defeats the well-being and happiness of their households.

The means of prevention are the instruction of the mother, skilled supervision before the birth of her child, and suitable care during confinement. Indisputably she must have nourishing food and suf-
sufficient rest and freedom from anxiety—in other words, decent living conditions.

To find out the actual conditions of motherhood has been from the beginning a part of the infant mortality inquiry, but additional details concerning the care mothers receive have been added to the infant mortality schedule this year in order that we may better understand, in the typical localities studied, the causes for this preventable loss of mothers' lives which Dr. Meigs's report has emphasized.

RURAL STUDIES.

Rural studies of maternal and child welfare have been undertaken this year for the first time. Although they are more inclusive than the urban studies of infant mortality and the method of approach is necessarily different, their primary purpose is identical. That purpose is to secure a statement of the social and economic factors which affect infant welfare. In addition, they are so planned as to secure information concerning maternal welfare and the welfare of children under school age and certain facts as to all the children in the family. This more inclusive nature of the inquiry, covering as it does several closely related subjects, is due in part to the practical consideration of economy in gathering data. The cost of studies in country areas is necessarily much greater than in thickly populated towns.

It may be urged against the importance of these rural studies that the average death rate for white infants in rural communities—according to the United States Census Bureau's Life Tables, published in 1916—is lower than the average infant death rate for urban communities.1 Undoubtedly there is a general belief that rural conditions are more favorable to the health of children than urban conditions. But can we afford to rest contented in this belief—even though it appears to be confirmed by the favorable average figures of the census tables—without intensive study of rural communities?

In every city studied hitherto by the Children's Bureau the average infant mortality for the community has obscured a wide variation of rates in different sections of the town and among different groups of the population. For example, the Johnstown group studied, with its average rate of 134 per 1,000, showed one ward in which the babies died at the rate of 271 per 1,000 and another where the deaths were only 50 per 1,000. Similarly in the Montclair group, the death rate varied from 130 per 1,000 in the tenement quarter to 39.5 per 1,000 "on the mountain."

Is it not probable that the rural average conceals like differences? And is it not significant that even the most favorable rural average—that for girl babies—indicates an infant death rate higher than that found by the Children's Bureau in the well-cared-for sections of Johnstown and Montclair?

The average rural rate evidently covers varying population densities and widely different living conditions, since for the purposes of the Life Tables the Bureau of the Census has designated as "rural" all cities, towns, and villages having populations under 10,000.

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1 Death rate of white male infants under 1 year of age in cities, 133.8; in rural districts, 103.26. Deaths of white female infants under 1 year of age in cities, 111.23; in rural districts, 84.97. United States Life Tables: 1910, published in 1916.
For example, such cities as Winsted, Conn.; Valparaiso, Ind.; Rockland, Me.; Concord, Mass.; Ludington, Mich.; Englewood, N. J.; Canandaigua, N. Y.; Bristol, R. I.; and Brattleboro, Vt., are included in the rural registration area. All have comparatively easy access to physicians, nurses, and hospitals, and large numbers of their inhabitants enjoy high living standards, commanding the best features of both country and city life. Such small cities and residential suburbs are in strong contrast with remote districts where population is sparse or where the worst form of "crop-mortgage tenancy" predominates.

How generally and how seriously babies born in country homes are affected by poverty, ignorance, and lack of scientific care can be learned only by intensive studies of typical localities.

Although the bureau's studies are concerned with the children at home, the most convincing evidence of their needs is obtained from the studies made by State authorities and other experts of the older children in school. For example, a bulletin published in July, 1915, by the Pennsylvania State Board of Health, On the Medical Inspection of 469,000 School Children in Pennsylvania, shows that among these children, all of whom were in communities of less than 5,000 population, 71.5 per cent were found to have one or more defects, for the most part preventable or removable, of such importance as seriously to modify their efficiency or at least to threaten interference with their later development. The 1915 report of the health commissioner of Virginia contains the report of an investigation among rural children in seven Virginia counties, together with statistics concerning defective sight, hearing, tonsils, and teeth among the school children of Richmond, where there had been four years of systematic school inspection. The proportion of children having defective sight is more than three times as great in the rural county schools as in the Richmond schools. The county average for defective hearing is twice as great as the Richmond average; for defective tonsils it is ten times as great. Adenoids are also more prevalent in the rural schools, although the difference in this rate is much less than in that for the other three defects.

Again, it is well understood that from infancy to old age figures show a higher death rate for males than for females. This rule holds good for city and country with one exception of great importance in this connection. In the country the life tables referred to show that for the years from 25 to 31 the death rate for country women becomes higher than that for country men, and indeed during the whole life period from 20 to 45 the life tables state that "the female rate of mortality approaches more nearly to that of males in rural parts of the original registration States than is the case among other classes of the population." From these facts the conclusion can not be avoided that the hazards of maternity are responsible for this unfavorable rate for country women during these years.

Such comparisons as the foregoing regarding the welfare of women and children are a strong indication that there is room for great permanent improvement in maternal and child welfare in the country. If the facts are made known and public attention is secured, improvement surely will follow. The strength of the city depends in more ways than one upon the vigor of the country. It is a commonplace that the city renews its population from the land.
Nothing could be more shortsighted, therefore, than to view with unquestioning complacency rural health conditions and rural death rates simply because the great averaging tabulations show them to be more favorable than those in the cities.

The incompletely organized life of all great towns entails such risks to health, comfort, and both physical and moral decency that it would be folly indeed to accept these conditions as a standard. In truth we have no standard. We are slowly working toward one. The day when all children shall be well born and well cared for and the infant death rate therefore negligible is far ahead, but surely that day should dawn first for the country.

During the past year two experts in child hygiene and two special agents have carried on preliminary rural studies of maternal and child welfare. Field work has been completed in small selected areas in two States, one northern and one southern.

The method of work has varied in some respects from that of the urban studies of infant mortality. Thus the local study is frequently introduced by a children's conference and the display of a small, carefully selected exhibit in the county seat or a central market town. The conference is an examination of well children by a child hygiene expert; it is not a competition nor a contest. Attention is centered on the needs of each individual child and advice is given to the parents on how they can help the child to attain the best development of which he is capable. No prescriptions are given, but parents are referred to the family physician if the examiner finds need of medical treatment. The eagerness with which the young children are brought to these conferences—often long distances, over bad roads, at a season when farm work must be sacrificed for the journey—is strong proof that parents do not need the incentive of prizes and contests in order to seek information which they hope will help them to do more for their children.

At the conference meetings the purpose of the field study is explained, so that the cooperation of parents is assured when the house-to-house visits are made to secure the information desired.

The present plan of combining study and practical demonstration is a natural development from the earlier work of the bureau, such as the correspondence in answer to inquiries from parents, the publication of pamphlets on child care, the use of exhibits and conferences, and the urban infant mortality studies. The method is economical because it is effective in securing information and at the same time is immediately educational. It should be extended. Therefore the bureau is including in its request for increased appropriation a sum which will allow the organization and equipment of a considerably increased number of units for rural investigation and demonstration, each unit to consist of a child hygiene expert, a nurse to assist in conferences and to give demonstrations, and a special agent, and each unit to be equipped with a suitable traveling exhibit.

State and other public agencies are seeking the cooperation of the Children's Bureau and urging rural studies. Such cooperation is highly desirable and will be given as rapidly as the bureau's resources permit. It may well be that such cooperation will lead to permanent local centers of maternal and child welfare and to better

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1 Described in Baby-Week Campaigns, p. 32. Children's Bureau publication No. 15.
local provision for all the needs of growing children. The cottage hospitals maintained in remote rural districts by the New Zealand Government and the work of the Victorian Order of Nurses in Canada suggest possible plans.

In any case such rural studies as the bureau has under way and desires to develop further can not fail to throw some light on the questions raised in its third annual report in regard to the welfare of rural children, nor can these studies fail to aid in making clear the imperative need of raising the level of maternal and infant care.

NATIONAL BABY WEEK.

A national baby week was celebrated in March of this year at the joint suggestion of the Children's Bureau and the General Federation of Women's Clubs, an organization having a total membership of more than 2,000,000 women representing clubs in every State, in Alaska, and in the island possessions. These widely distributed units gave a great number of centers through which was secured the interest and cooperation of many other associations and of State and city officials. The participation of the Children's Bureau in this undertaking follows naturally upon the infant mortality studies, and the reason was stated at the time, as follows:

Since its organization the bureau has put a considerable share of its energy into a statistical study of the social and economic causes of infant mortality, planned with the greatest care and conducted by trained field agents with all possible precision. The results of this inquiry are being published, as the law requires, in a series of reports which consist of statistical tabulations accompanied by descriptive text.

There are many million fathers and mothers in the United States, including many of the best-educated fathers and mothers, who have never read a statistical table and never will. Yet hidden within the figures of the bureau's reports on infant mortality, the reading of which they will successfully evade, lie stern facts about the dangers which beset American babies.

These figures give a clue to the reasons why, on the great average, 1 baby in 8 of those born in the United States dies before the end of the first year of life. They show that this average obscures a wide range of conditions with comparative immunity from infant loss at one end and with fearful infant waste at the other.

If the bureau is to investigate and to report as the law directs, then it must try to find ways of reporting which will be heard by the whole public which it was created to serve.

The popular methods of the baby week, which are those of all astute advertisers, form an invaluable method of reporting to the parents of this Nation those standards of infant welfare which experts are endeavoring to make clear.

The baby week emphasizes the constructive side of infant care. It addresses not only individual parents but communities.

The bureau prepared a pamphlet entitled "Baby-Week Campaigns," describing the methods used in the earlier urban baby weeks whose success had encouraged the belief that a Nation-wide observance would be practicable. This pamphlet was used widely in making preparations, but local committees, of course, developed many new plans, some only applicable locally, others of general interest.

Two years ago Chicago held a baby week. This was the first experiment of a large city in centering the attention of the public for a few days on the needs of the city's youngest citizens and on public responsibility for their welfare. Last year New York and a few other cities held baby weeks.
The success of baby week depends upon securing the interest of many people, public officials, committees of private citizens, teachers, librarians, business men, fathers, mothers, big brothers and sisters. Public meetings, exhibits, conferences with parents, including examinations of well babies, flags distributed by Boy Scouts or other organization to every house where there is a baby; processions, plays, tableaus, school children’s essays—these are some of the ways whereby the interest was aroused in more than 2,000 localities which gave a few days each for studying the needs of their babies and for asking themselves whether they were giving every baby his fair chance, or what common action was needed in order to protect all their youngest and most helpless citizens.

The reports of the 1916 baby week show many ingenious new features and a great variety of inexpensive devices for interesting and informing the general public. Each community arranged its own program, made its own inquiries as to the local conditions which might affect the health of its babies, and bore the cost of its own celebration. The assistance given by State boards of health and State universities was notable.

The generous space devoted to the subject by the press throughout the country was an indispensable element in the success of the undertaking. The results of the 1916 baby week can not be measured merely by reports of actual observances nor even by the permanent work which already is following in many places. Yet it is possible to give some suggestion of the actual extent of the celebrations.

The accompanying spot map shows the approximate location of the 2,083 baby-week celebrations of which the bureau has received actual reports. In addition, persons in about 2,000 other localities wrote for information and received bulletins, and it is reasonable to believe that some public notice of the occasion was taken in many towns from which no reports have been received by the bureau.

A few extracts from typical reports of baby-week celebrations are submitted as indicative of the widespread interest and of some of the ways in which public authorities participated. It is a matter of regret that the limits of this report do not permit more extended quotations.

Many governors and mayors issued proclamations.

In Kansas the governor offered a trophy “to the healthiest county in the State and the best in which to rear children,” to be awarded in the autumn of 1916.

In Syracuse, N. Y., the chamber of commerce presented their valuable baby-week exhibit for permanent use at infant-welfare stations, and they hope to inaugurate municipal work.

In Sioux Falls, S. Dak., the city and county commissioners each appropriated $100 for the baby-week expenses.

In Los Angeles, Cal., the county appropriated $1,000 and the city $500. The baby-week exhibit was carried through the county.

In St. Louis, Mo., the mayor and city officials headed the baby parade and inspected the milk stations.

In Lebanon, Pa., the director of public safety held a “better-milk” conference in connection with baby week.
BABY-WEEK CAMPAIGNS.

Approximate situation, represented by dots, of 2,082 communities which, according to positive information received by the United States Children's Bureau, took part in the Nation-wide baby-week campaign, 1916.
In Kalamazoo, Mich., the mayor offered a prize for the best letter written by a mother on the care of the baby.

In Corpus Christi, Tex., the women's clubs worked to secure child-welfare stations as a permanent result of baby week, and the city physician undertook to hold a baby conference for an hour each week, extending invitations to country as well as city babies.

One Nebraska town agreed on baby day to start giving hot lunches to school children and began buying playground apparatus. Our correspondent writes: "I feel that it caused many people to think."

Trenton, N. J., devised a new and valuable expedient in the form of a contest among mothers. A series of questions were published in the papers on the care of the baby, and the prize was awarded to the mother answering them most successfully.

Dallas, Tex., popularized dairy inspection by means of the city chemist holding a reception during baby week. He explained the system of inspection and showed the need and value of it by means of a microscope, germ incubators, etc.

In an Ohio town the public-health nurse had a number of requests for advice from prospective mothers as a result of baby week. She is keeping the names to form a mother's club.

In Plainfield, N. J., the exhibit constructed by the baby-week committee, on which the board of health was represented, was sent through the public schools of Plainfield and Dunellen, N. J. Two welfare stations were operated throughout the summer as the result of the baby-week campaign.

Two women's clubs in Green Lake, Wis., announced a plan for a special infant-welfare campaign throughout the year, through teachers in country schools.

In Honolulu, Hawaii, the hospitals, medical associations, the board of health, Palama Settlement, churches, and other agencies jointly organized the baby-week campaign for the definite announced purpose of establishing a permanent infant-welfare station.

Baby week developed new methods of finding unregistered babies and greatly increased the interest of parents in the registration of their own children.

In Marshfield, Wis., one doctor registered 35 babies as a result of the agitation, and the State authorities say that the time of one person was entirely filled after baby week looking up the records for parents inquiring whether the births of their babies were registered.

In Cleveland, Ohio, new regulations went into force the first day of baby week, by which a certificate was sent to the mother of every registered baby. The mayor personally presented the certificate to the first mother who applied. Before the end of the week there was a steady flow of demands for certificates.

In a number of towns college and school classes undertook to canvass for unregistered babies and to make reports on law enforcement. In Evanston, III., a prize was given the most zealous worker at the high school.

In Payette, Idaho, the registrar made as his donation to baby week an exhibit of all names of babies registered in the last five years, giving the names and addresses of parents, so that every parent could consult it to see if his children were registered.

The Children's Bureau is now preparing a bulletin reporting more fully upon the baby-week celebration of 1916. This bulletin will contain general information as to approved methods of organizing baby-week campaigns, and will also describe the best original expedients and devices, developed successfully in 1916, among those reported to the Children's Bureau.

Many communications from public-spirited persons in various States urge that baby week be observed again in 1917, and it is very generally advised that the week chosen be early in May. It is also suggested that the scope of baby week be enlarged to include children under school age. This opinion has been stated in the following terms:

"It requires only 12 months for a baby to become 1 year old and no longer subject to the hazards of "infant mortality," but there are still many risks for..."
him to encounter; he is still absolutely helpless, although increasingly charming, and his parents are as eager to keep him well and happy, as desirous of sound advice, as they were last year. Open out the 1917 baby week to include children still at home with their mothers.

Many other signs point to the new realization of a community's power to make life more wholesome for all its children. One of the most impressive signs is shown by the Kansas competitions of the last two years to determine which is the best place to bring up a child. Last year over 40 cities of the second class competed, and the prize of $1,000 offered by a former governor and his wife was awarded to the town of Winfield. A citizen is reported to have said: "We won the prize, but we have been getting ready to do it for 40 years."

This year another group of cities, those of the third class, compete for a like prize. These competitions are under the auspices of the department of child welfare of the University of Kansas.

It is doubtful if interest in elaborate programs for baby week can be counted upon permanently, but there is every reason to count on a permanent increment of public responsibility as a result of these educational campaigns.

It may not be untimely to suggest that the interest of baby week might suitably culminate in a permanent annual expression through a legal holiday to be known as "Children's Day."

The baby week of 1917 is to be held early in May. May Day has a long and pleasant tradition among all English-speaking children. It might well be chosen by their elders as a day which should be not only a festival but also by year a celebration of some increase in the common store of practical wisdom with which the young life of the Nation is guarded by each community. Incidentally it may be pointed out that there is no legal holiday observed alike in all sections of the country between Washington's Birthday and the Fourth of July.

BIRTH REGISTRATION.

Birth registration was the subject of the first bulletin issued by the Children's Bureau. It was prepared to show the practical value of public official records of birth. The fundamental importance of such records in any general plan of child welfare has been repeatedly demonstrated.

With the help of many volunteer organizations of women a campaign for complete birth registration has been going forward since this first bulletin appeared. It was undertaken originally at the suggestion of Dr. Cressy L. Wilbur, at the time chief statistician of vital statistics, Federal Bureau of the Census, in cooperation with that bureau, as a contribution to the general effort to secure adequate vital statistics in this country.

The value of birth registration has become much better understood, and the Children's Bureau has had reports of committees from 257 towns in 24 States whose efforts already have made a sensible change in public opinion and in the activity of officials. An examination of the local register of births accompanying every celebration of baby week forms an excellent annual test in the towns where celebrations are held.

The passage of a Federal child-labor law gives a new and urgent importance to the work of all those who are striving to secure com-
REPORT OF THE CHIEF, CHILDREN’S BUREAU.

Birth registration. All child-labor laws depend for enforcement upon proof of age. The public birth record affords absolutely unimpeachable and uniform proof. There can be no falsification which may defraud the child of years of school, and the official record of one State is accepted, of course, in all others. Since the many thousands of children to be benefited by the Federal child-labor law will be found in every State in the country, both registration officials and public-spirited citizens have an additional reason for urging complete birth registration in every State. The test is conducted by the bureau under the direction of Mrs. Etta R. Goodwin.

INDUSTRIAL STUDIES.

The industrial studies of the bureau are of growing interest and promise. The volume on Child Labor Legislation in the United States, including the text of all child-labor laws in force on October 1, 1915, in the States, Territories, and island possessions of the United States, together with comparative analytical tables, was issued early in the year.

A detailed report upon the methods of administration of the complex employment-certificate laws of New York State has been added to the series begun last year by the publication of the report on the employment-certificate system of Connecticut. Studies of other typical localities are in preparation.

A List of References on Child Labor has been prepared in cooperation with the Library of Congress. The first edition of the list was published by the Library of Congress in 1906. A second edition was begun in 1914, under the direction of Mr. H. H. B. Meyer, chief bibliographer, but owing to the fact that the Library of Congress was committed to the completion of certain other publications which made it impracticable to publish the list this year, the material was intrusted to the Children’s Bureau.

The Child-Labor Handbook has occupied a large part of the time and attention of the industrial division under Mr. Frank S. Drown. It is now nearing completion. The statistical data which the bureau was able to obtain relating to the shifting of children between 14 and 16 years of age from one employer to another and from one occupation or industry to another, mentioned in previous reports, proved so meager—because of various defects in the records in most places—that it has been decided not to publish them separately, but to include them in the Child-Labor Handbook.

During the year an inquiry was undertaken into the conditions of child labor in Boston and the adjoining cities of Cambridge, Chelsea, and Somerville, which together contain most if not all the typical city industries in which children are employed as well as certain establishments engaged in many of the typical New England manufacturing industries. From the records of the children at work in these four cities interesting data were obtained relating to shifts in occupations and industries as related to age at going to work, to grade at leaving school, and to certain other factors. Agents of the bureau interviewed over 800 working children in the continuation school at Boston, paying particular attention in these interviews to
the child's understanding of and attitude toward the various occupations in which he had been engaged. The field work upon this inquiry was completed in June, and the tabulation and interpretation of the data secured have been started.

This inquiry in Boston more than ever emphasizes the need for a thorough study of physical standards for child labor; on the one hand for a scientific study of occupations, their requirements, and their various kinds and degrees of strain, and on the other hand for an investigation into the effects of particular occupations on the health and strength of growing young bodies.

The machinery for a study of the effects of child labor on the growth of the body already exists, in part at least, in many States and cities. The system of physical examinations of school children has become fairly common in all our larger cities and towns. In many places physicians already make annual physical examinations of all children in school. Though the records of these examinations are rarely kept in such a way as to make possible the compilation of accurate data as to the normal growth of school children, the system furnishes the machinery for the collection of such records.

In some States the laws require the physical examination of every working child before he enters each separate occupation. This means that when a child first goes to work and every time he changes positions thereafter until he is 16 a record could be made of his height, weight, chest measurement, and any other point which it was considered practicable to secure with sufficient uniformity. Though examinations at these irregular intervals might not seem to be as satisfactory as examinations at specified ages or periods after going to work, the large number of children for whom it would be possible to secure measurements—all those going to work in the 14 States having these laws—would make it possible to group the children according to age at going to work and at the time of a subsequent examination, and thus to secure practically the same results as if the examinations had been given for the sole purpose of securing these measurements. The only children who would be lost would be those who took out only one certificate, and a large enough group of these could be persuaded to return voluntarily for a later examination to discover whether in the matter of physical development they differed as a class from the children who returned for subsequent certificates.

The cooperation of school and certificate-office physicians, therefore, in the collection of data, might in a few years give us an invaluable fund of information upon the physical effects of child labor and of particular occupations. The method of examination, both of school children and of working children, would have to be standardized, of course, and the physical characteristics to be measured would have to be so chosen as to eliminate, as far as possible, the chance of individual variations between examining physicians. But when once the details of a plan of cooperation were worked out the coordination of the work of various medical officers and the gathering and compilation of the results would be comparatively simple and inexpensive.

Other sources of information as to the physical effects of child labor are: (1) The records of accidents now kept in certain States by workmen's compensation commissions or accident boards; (2) the records of occupational accidents and diseases reported to labor
bureaus and State boards of health under occupational accident and
disease reporting laws; (3) the records of occupational diseases kept
in several large hospitals and in occupational-disease clinics; and
perhaps also (4) the statements of the children themselves when
applying for subsequent certificates as to the injurious effects of
previous occupations. The accident records now available are par-
ticularly valuable, as they are more complete than the other sources
of information.

Obviously such studies of accidents and of the physical effects of
occupations upon children will be helpful in securing the standards
of physical development whose urgent importance was noted in the
third annual report. A fuller discussion of this subject is given
in a paper on Standards Applicable to Child Labor, presented by
Miss Helen L. Sumner, assistant chief of the bureau, at the meeting
of the American Academy of Medicine held in Detroit, June, 1916.
The paper is to be reprinted in full because of its value as a state-
ment of the need of the study of occupational strain and of the conse-
quent establishment of physical work standards, and will be available
through this bureau.

The growing sense of responsibility for giving young persons some
knowledge of the occupations which are open to them and the char-
acter of the work, the pay, and chance for getting on is shown not
only by recent publications in this country but in a specially detailed
and practical manner by two small German pamphlets,1 recently
received by this bureau, one addressed to boys and the other to girls
on leaving school. The pamphlets are written by teachers and con-
tain detailed descriptions of various occupations, rates of pay, condi-
tions of work, necessary qualifications, and promise of advance.
Their helpfulness is indicated by the statement that one is in its
seventieth thousand, the other its sixth edition.

DEPENDENCY STUDIES.

FEARLE-MINDED CHILDREN.

Under the direction of Miss Emma O. Lundberg, in charge of the
social-service division of the bureau, a study of feeble-minded chil-
dren in Delaware has been undertaken as the bureau's contribution
toward a general survey in which the United States Bureau of Edu-
cation, the United States Public Health Service, and the Children's
Bureau are cooperating at the request of the Delaware State educa-
tional authorities.

The purpose of this study, like that conducted by this bureau last
year in the District of Columbia, is to ascertain the social conditions
and needs of feeble-minded persons and, in addition, to discover
whether a public institution for the feeble-minded is needed in
Delaware.

The Public Health Service has furnished a medical expert to pass
upon the mental condition of the children, while the agents of the
Children's Bureau secure the social and family data by field visits.

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1 Erwerbsberufe für schulentlassene Mädchen. Zusammengestellt von den Lehrerinnen
Erwerbsberufe für schulentlassene Knaben. Bearbeitet von E. Richards, Lehrer. 50–70

Provided by the Maternal and Child Health Library, Georgetown University
In Newcastle County, including Wilmington, the field work is completed, and a preliminary report is in preparation. In like manner a study of Sussex County will be made in the autumn of 1916. This county will give distinctive rural conditions.

ILLEGITIMACY.

The plan for a study of illegitimacy in charge of Miss Lundberg was mentioned in last year's report. The preliminary data from the records of public and volunteer agencies have been secured, and the report is now in preparation. The report will be an attempt to measure the part illegitimacy played in the problem of child dependency during the year 1914 as it appeared in the work of certain Massachusetts agencies. The study will include an analysis of data secured from vital statistics and agency records in regard to illegitimate infants born during the same year and will follow each child through its first year of life wherever possible.

In addition, during the past year 21 child-caring agencies in Boston have filled out currently a schedule prepared by the Children's Bureau, and arrangements have been made for securing uniform data in Philadelphia.

The present country-wide interest in problems relating to illegitimacy is noteworthy. The well-known high infant mortality rate among illegitimate babies and the many other difficulties which beset these unfortunate children have led within the last three years to the formation of special conferences made up of representatives of associations dealing with such children. Conferences thus engaged in joint study exist in five cities—Boston, Philadelphia, Cleveland, Cincinnati, and Milwaukee. The Children's Bureau has received numerous requests from various parts of the country for information and investigations, and in consultation with various authorities the bureau has prepared a schedule whose use it is hoped will aid in securing uniform standards of investigation and record keeping.

CHILD DEPENDENCY AND THE FEDERAL CHILD-LABOR LAW.

The Federal child-labor law,\(^1\) passed since the close of the fiscal year, marks a distinct advance in the attitude of this Nation toward that one-third of the total population which is under 16 years of age. Whatever interstices may still exist in the laws for the protection of children, it is plain that the national purpose is to put real training for adult life in place of the premature untrained assumption of its burden. It will release from work an unknown number of children, certainly many thousand, when it goes into operation one year after its passage, but no accurate knowledge of their number is possible. The prohibition of work for these children is urged not alone because a nation pities children who must work while more favored children study and play. The law is urged because the securing to every child of the highest possible degree of physical and mental and moral

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\(^1\) Signed by President Wilson on September 1, 1916. Text published by the Children's Bureau as separate No. 55 of Child Labor Legislation in the United States.
vigor must be the steady, practical aim of a country which strives for peaceful, democratic progress. Merely keeping the breath of life in children is valueless to the Nation unless they are brought on to adult life trained masters of their full powers of body and mind.

It is entirely a matter of speculation as to the proportion of these children now working who are dependent upon their own earnings or who support families in whole or in part. The law is a national measure, and all attainable information for a better understanding of the ways in which the children it sets free from labor may be started in life should be furnished by a national study.

The number of dependent children now supported by public and private funds is unknown. In fact, our ignorance of the whole field of dependency is great. A most convincing illustration of the general lack of knowledge of the facts is given in a volume recently published by the public-spirited trustees of two great foundations for the benefit of dependent girls. It appears that Mr. Robert N. Carson, a citizen of Philadelphia, died in 1907, leaving a fund, now amounting to $8,500,000, for the care and education of girls. Mr. Charles E. Ellis, also a citizen of Philadelphia, died in 1909, leaving a fund for the care and education of girls now amounting to about $4,500,000. Neither knew of the other's purpose. When the trustees of the respective foundations took up their duties they consulted, studied the provisions for dependent girls in Philadelphia and the conditions of the two bequests, and called a conference, whose proceedings are published in the volume entitled "Care and Training of Orphan and Fatherless Girls."

The report of the conference committee is in part as follows:

The conditions of these splendid gifts are well known. * * * They are magnificent examples of the generosity and forethought of two men whose hearts were filled with a sense of love and responsibility for children who, without these benefactions, would have no fair chance in the world. The striking similarity of the wills shows not only a warm interest in girls but a belief that the vocational method of education ought to be followed in these institutions.

The whole problem is complicated by the existence of two foundations of similar scope, each heavily endowed. Both testators plainly supposed that the number of orphans not otherwise provided for by their own kindred or friends is very large, and they laid down restrictions as to entrance and the duration of that life which, it is already evident, seriously hamper the purpose of the trustees to carry out the benefactors' intent.

Even without these difficulties the problem of applying $8,000,000 to the education of dependent girls is one which taxes the wisdom of both trustees and educators. * * *

Character of the limitations in the wills:

1. They are both open to girls only.
2. They are limited to "full orphans" (Carson) or to "fatherless" (Ellis).
3. They are both limited to white girls.
4. The Carson will applies only to healthy girls, poor girls, and intelligent girls.
5. The age of entrance is limited by the Carson will to between 6 and 10 years and by the Ellis will closes at 13 years.
6. The Ellis will applies only to residents of the two counties of Philadelphia and Bucks.

Investigation into the number of girls who would probably comply with these very strict requirements shows that it could hardly be more than two or three hundred in the immediate future, while the funds are sufficient to maintain from 600 to 1,000 girls.
Baby week is a means of popularizing sound information as to the needs of maternity and infancy and showing by actual demonstration the community responsibility which can not be neglected without great hazard to individual mothers and babies.

The first nation-wide Baby Week was held in 1916 under the auspices of the Children's Bureau and the General Federation of Women's Clubs. With the same cooperation the observance was repeated this year in the first week of May.

As in 1916, the cooperation of public and private agencies was general this year. State and local boards of health, the extension divisions of State colleges and universities, and many organizations of national scope furnished aid even greater than in 1916. Material for exhibits and printed matter for distribution were generally available free or at moderate cost.

The revised edition of the Children's Bureau bulletin Baby-Week Campaigns, was published in time to be used in preparations for 1917. It contains descriptions of successful campaigns of various types, lists of sources from which exhibit material and literature can be secured, and suggestions for follow-up work based on the reports made to the bureau last year.

A special bulletin on How to Conduct a Children's Health Conference was prepared by Dr. Frances Sage Bradley and Dr. Florence Brown Sherbon, and was issued in time for use in Baby Week.

Fewer observances are reported for 1917 than for 1916, although in some States the number of campaigns was larger than last year. Doubtless a diminution was to be expected because of the intense absorption of public attention by the declaration of war and by the developments immediately following. However, the tone of the reports upon the 1917 Baby Weeks and of the recent correspondence shows that the fact of war is now held to give added reason for maintaining and increasing effective plans for permanent infant and maternal welfare work.

The Commissioner of Indian Affairs sent out a special circular instructing superintendents, matrons, teachers, and other authorities on reservations to devote the first week in May to campaigns for the betterment of conditions in Indian homes. He reports celebrations in 46 reservations, schools, or agencies.

New York City celebrated its third Baby Week, holding local neighborhood celebrations and competitions for little mothers, while Bellevue and allied hospitals arranged a spectacular perambulator parade in which many children marched in costume.

The high-school girls of Biwabik, Minn., translated certain portions of the Children's Bureau's bulletins, Prenatal Care and Infant Care, into Swedish, Finnish, and Slavonian. These were published as pamphlets for distribution.

An investigation of local birth registration was a usual feature of baby-week campaigns. Club women were especially active in these investigations, which took various forms. One club paid for the printing of certificates to be sent out from the registrar's office as a notification to parents that a birth has been registered. In West Virginia club women have announced that they will take up the movement for an improved birth-registration law as follow-up work.

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zations, pamphlets, clippings, manuscript records, periodicals of this and foreign countries. It is necessary to buy few books, since from the first a card catalogue has been maintained of books in the bureau's field which may be found in the Library of Congress. In addition, entries for current accessions to the Public Library of the District, the Bureau of Education, Bureau of Labor Statistics, and the Surgeon General's libraries are made in this catalogue.

Already the library is indispensable to the peculiar work of the bureau, and its value will increase as it has a staff large enough to develop work urgently needed. Bibliographies should be prepared. Among subjects on which these are especially needed are infant mortality, dependency, delinquency, feeble-mindedness, illegitimacy—subjects which the bureau is now investigating. The present staff is too small to permit these to be prepared. The important publications of foreign countries should be scrutinized promptly, translated when needful, and made immediately available here. This requires the highest type of translating. At present it cannot be done for lack of assistance. A comprehensive plan has been prepared for card-index directories of all child-welfare activities in this country. These indexes are needed for the bureau's own work and for reference in answering inquiries. It is essential that such directories should be kept up to date, otherwise they are well-nigh worthless. This requires constant attention and it cannot be done with the present staff. One of the needs strongly urged as a reason for establishing the bureau was that of a central office where current information might be assembled and made promptly useful to the public and to students.

Even with the present staff much work is done in answer to the demand of the public and of the bureau; special references often entailing considerable research are sent in answer to inquiries; reading lists are prepared, and even the lending of material not elsewhere available is made possible. This service should be extended to meet the reasonable demands of the public. During the past year a large amount of indexing and cataloguing has been done and much material analyzed and prepared for correspondents and for bureau uses.

In addition Miss Thomson has in course of preparation a second edition of the bulletin on Laws Relating to Mothers' Pensions in the United States, Denmark, and New Zealand and has assisted in the preparation of the List of References on Child Labor, published in cooperation with the Library of Congress.

It will be seen that this library needs little increase in material equipment. It does need an increased investment in a much-enlarged staff of competent persons.

STATISTICAL STUDIES, METHOD, AND ORGANIZATION.

An adequate permanent statistical office staff is absolutely indispensable to the effective and economical organization of the bureau.

The first field work undertaken by the bureau was the inquiry into infant mortality in typical communities in the United States, a series of studies still under way. Although these studies present valuable material which is not statistical, their validity depends upon their

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tabulations, the systematic compilation of instances as a basis for the inference of general truths. Hence from the first the need of a well-organized statistical staff has been recognized.

Other work of the bureau in the field of social inquiry involves study which may not yield its results in statistical form, but this fact only emphasizes the importance of well-presented statistical material whenever and wherever practicable. Not only must the facts be well presented, they must be presented promptly if the public is to receive full value for the money which sustains the bureau.

When the bureau was enlarged and reorganized in 1914 it was believed that the provision for statistical experts and clerks would permit continuous and immediate treatment of all statistical material gathered in the field studies, but the experience of the last two years shows that a much larger statistical office force is absolutely essential in order to take care of field material with fair rapidity. In addition to the requirements of the field work, frequent and heavy demands are made upon the statistical division for work in connection with research. Extraordinary efforts have been made by Miss Emma Duke, head of the statistical division, and by her assistants, and in view of the limited and changing numbers of clerks available for this division the last year's output is most creditable. The division should have a steady assignment of twice its present numbers, and in addition, as an emergency measure, authority to employ a temporary force of sufficient size to dispose of the present accumulation of work. The details of the requested increase are presented in the usual departmental statement.

It is highly desirable that the head of the statistical division should not be required to remain constantly at a desk, but should be enabled, by having a sufficient, qualified office force, to make field observations from time to time of work already in progress. Thus a close connection and understanding would be secured between field and office, and new problems of statistical presentation arising in new work could be solved with a comprehensive view of all the factors involved.

This statement does not disregard the importance of having field agents spend some portion of their time in the office, taking part in the statistical treatment of the material they have gathered. Indeed it is only by such interchange that the full measure of value can be secured from many agents, and only thus that agents themselves may secure the general training as experts which they have a right to expect as one element in Government work of this type. To accomplish all this requires, as a basis, a well-equipped, adequate, permanent office force.

STUDIES OF CHILD-WELFARE LEGISLATION.

The law directs the bureau to report upon legislation affecting children in the several States and Territories. In order to facilitate the following of legislation from year to year the bureau has undertaken a reference index of laws, State by State. It is not purposed to publish this index. Copies of States indexes have been furnished, however, in response to requests from State commissions engaged in reviewing and codifying laws in their respective States, thus providing, at no appreciable cost to the bureau, a convenient guide for the immediate use of the commissions. The laws of 13 States have
been indexed thus far—Alabama, Delaware, Georgia, Kansas, Maine, Maryland, Minnesota, Missouri, Montana, New York, North Carolina, Porto Rico, and Wisconsin. Work is going forward on the indexing of the other States. In addition to the index, compilations and analyses of the State statutes upon certain subjects which the bureau is studying or will study as soon as possible are needed to give the basis for further investigations. Correspondents frequently request information as to the laws of the various States. Among the subjects upon which compilations and analyses are especially wanted are dependency in its various forms directly concerning children; delinquency and the juvenile court; desertion and orphanage of children; and public recreation.

Nineteen hundred and sixteen is the alternate year in which only 11 States have held regular sessions of the legislature and 5 have held brief special sessions. A careful synopsis has been made of the small amount of State legislation affecting children, and exact references given. This synopsis will be available in advance of the publication of this report.

The most significant proposal affecting children is the bill for a Federal child-labor law. It prohibits the shipment in interstate commerce of products of factories, mills, canneries, workshops, mines, and quarries in which, at any time during 30 days previous, children have been employed contrary to the following provisions: (1) A 14-year age limit in factories, mills, canneries, and workshops; (2) a 16-year age limit in mines and quarries; (3) an 8-hour day for children 14 and 15 years of age in factories, etc.; (4) no employment under 16 years of age between 7 p. m. and 6 a. m.

The only other Federal statute to be noted in this field is of marked importance, although it applies only to the District of Columbia. It removes from children convicted of crime in the juvenile court of the District the disqualifications for civil life which are imposed by police-court convictions (the juvenile court in the District being at the present time a police court).

OFFICE ADMINISTRATION.

During the year 330,737 copies of the various publications of the bureau have been sent out free of charge in response to requests, and it has been necessary to refuse many other requests because of the limitation of the printing fund at the bureau’s disposal.

The following publications have been issued during the past year or will be issued in advance of this report:

Third Annual Report.
Child Labor Legislation in the United States, a volume of 1,131 pages, including analytical tables and the laws of 53 States and Territories.
Separates: Analytical tables without text of laws.
Laws of each State, Territory, and island possession and the Federal child-labor law.
Child-Welfare Exhibits.
Baby-Week Campaigns.
List of References on Child Labor.

*The bill was passed by Congress and signed by the President on September 1, 1916. It will become effective one year from that date. A few States are already enforcing restrictions more favorable to children than the Federal law.

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The great lack of knowledge as to the probable number of needy children in our country and the especial value of a general inquiry into the family conditions of the children affected by the United States Child Labor Act were pointed out in the Fourth Annual Report. Although the funds available will not permit the extended inquiry then suggested, it is hoped that in the course of the year some studies may be made so as to learn whether such children are securing the full benefit of their release from work, to find out whether they have gone into occupations not forbidden by law or are in school, or are both out of school and out of work.

Because of the importance of securing the schooling to which he is entitled for every child who is forbidden by the United States Child Labor Act to work in any of the enumerated industries, it is commended to the attention of clubs and civic organizations throughout the country that special effort be made locally to see that all children under 14 are in school and that they are enabled to come there suitably clad and fed and able to secure the full advantages of school.

Such efforts on the part of local communities will go far to overcome the present general lack of information as to dependent children. The old idea that the problem of dependency was one to be answered by placing children in institutions is giving way to the recognition of the value of securing wherever possible the continued individual existence of families.

The following letter was sent out by the child-welfare section of the women's committee of the Council of National Defense:

To the State chairmen:

Will you help to make the Federal Child Labor Law effective? This law goes into effect on September 1, 1917. It provides that no child under 14 shall work in any mill, cannery, workshop, factory, or manufacturing establishment which ships in interstate or foreign commerce. Thus it sets free children under 14 who are today at work in any of these industries. It sets them free to give them a better chance in the world—so that they may go to school. Children under 14 who have been at work have already lost time that can never be made up to them.

Will you see that no more time is wasted?

The full benefit to be gained from the new Federal Child Labor Law can not be secured merely by its complete enforcement. The final responsibility rests with the citizens of each locality and demands a service outside of the law itself. If every child released from work can be sent, well nourished and decently clothed, to a good school, under a good teacher, then the full benefit of the Federal Child Labor Law will be reaped for the country's children.

This will cost money. It means sacrifice on the part of older people; it means more taxes for more schools and better schools. It means unstinted effort in communities where schools are not full time, where teachers are not well equipped, and where poverty may necessitate scholarships. There is reason to believe that comparatively few scholarships will be required, and that the important matter is to provide the schools and see that the children attend them.

No words can be too strong to express the importance of giving to the Nation's children nurture and education in the fullest possible measure as a war-time protection of our last reserves. It can not but stir American women to know that England, after three years of war, is urging through the departmental committee on education a new law, keeping children in school until 14, allowing no exemptions and including all rural children, and thus going far greater lengths than the United States law.

Indirectly our new law will help rural children in those areas where the greatest problem of illiteracy now exists, for the Nation will not long permit
4. The continuance and development of the studies of dependent, defective, and delinquent children, not including the suggested special study of needy children.

5. The establishment of the library service upon a proper footing.

6. The equipment of the statistical service to meet the requirements of the bureau.

7. The development of the exhibit material so that it could meet the legitimate demand.

8. The organization of an office clerical force adequate to meet the needs of the work in progress and of such other work as may develop during the year.

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

JULIA C. LATHROP, Chief.