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## DIAGRAMS

- Diagram I. Combined infant mortality rates for 8 cities, according to fathers' earnings.  
- Diagram II. Per cent of mothers gainfully employed in Manchester, N. H., during year following baby's birth when fathers earned specified amounts.

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FIFTH ANNUAL REPORT
OF THE
CHIEF, CHILDREN'S BUREAU.

U. S. DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, October 8, 1917.

Sir: I have the honor to transmit herewith the fifth annual report of the Children's Bureau for the fiscal year July 1, 1916, to June 30, 1917.

INTRODUCTORY.

The duty assigned to the Children's Bureau by the act of April 9, 1912, which created it, is "to investigate and report upon all matters pertaining to the welfare of children." By your designation of the Children's Bureau to enforce the United States Child Labor Act under the power conferred upon you by section 3 of that act and by the appropriation of April 17, 1917, to the Child Labor Division of the Children's Bureau the scope of the bureau has been enlarged in the past year to include an administrative duty.

In the period covered by this report the three types of work now assigned to the bureau have gone forward: (1) Investigation, carried on by field studies and by research; (2) reporting, through the publication of bulletins embodying the results of investigations and research, by the preparation of popular material for the press, of exhibit and Baby-Week material, by conferences for the hygienic examination of well children, by correspondence, and by such other methods as can properly be employed to report the bureau's findings to the largest possible audiences; (3) administration, through the preliminary work incident to the prompt and equitable enforcement of the Child Labor Act, which began as soon as the appropriation became available.

War affects child welfare fundamentally and in many ways. Hence it was inevitable that the fact of war should have an immediate influence upon the bureau's activities from the date of the declaration, and the special studies made because of the problems of child welfare which war creates or renders more acute are described later in this report. The experience of Europe proves that the subject upon which the bureau has thus far expended a large share of its effort, infant welfare, at once becomes of increased public urgency in a country at war.

The report discusses especially:
1. The United States Child Labor Act and its enforcement.
2. Infant welfare, with special reference to the care of maternity and infancy.
3. A study of child welfare in the warring countries, and the bearing of foreign experience on the protection of children in this country.
4. Joint resolutions, containing recommendations for child welfare in war time.
5. A summary of the bill for soldiers' compensation and insurance.
7. Problems of defect, dependency, and delinquency especially as affected by war.

UNITED STATES CHILD LABOR ACT.

The United States Child Labor Act became effective on September 1, 1917, one year after its passage. It provides:

That no producer, manufacturer, or dealer shall ship or deliver for shipment in interstate or foreign commerce any article or commodity the product of any mine or quarry, situated in the United States, in which within 30 days prior to the time of the removal of such product therefrom children under the age of 16 years have been employed or permitted to work, or any article or commodity the product of any mill, cannery, workshop, factory, or manufacturing establishment, situated in the United States, in which within 30 days prior to the removal of such product therefrom children under the age of 14 years have been employed or permitted to work, or children between the ages of 14 years and 16 years have been employed or permitted to work more than eight hours in any day, or more than six days in any week, or after the hour of 7 o'clock postmeridian, or before the hour of 6 o'clock antemeridian.

On April 17, 1917, Congress appropriated $150,000 for the enforcement of the law and for the necessary work preliminary to its actual operation, and established the Child Labor Division in the Children's Bureau for this purpose.

The staff of the division consists of a director, assistant director, and the necessary office force, with a field force of inspectors and assistant inspectors. All appointments to this division are under the Federal civil-service law. Miss Grace Abbott, of Chicago, was appointed director under Rule II, section 10, of the civil-service rules.

Special examinations were held for the other positions. The examinations for assistant director and inspectors were nonassembled, candidates being required to submit to the Civil Service Commission by mail plans for the actual administration of the law, statements of training and experience, and the names of persons as references who have first-hand knowledge of the candidate's work and from whom the commission can secure reliable confidential information.

The examinations for assistant inspectors consisted of practical questions designed to bring out the ability of candidates to understand the law and to perform properly the actual duties imposed upon inspectors. All the examinations have the invaluable new feature of an oral test for those who attain a passing grade in the written tests whether assembled or nonassembled. Permanent appointments will be made after the results of the examinations are announced by the commission.

The bureau had from its first organization given much attention to the subject of child-labor laws and their administration. A con-
siderable body of material was therefore available for the use of the new division as to the provisions of the laws and their administration in the various States.

The United States Child Labor Act provides that rules and regulations for its enforcement shall be approved and published by a board consisting of the Attorney General, the Secretary of Commerce, and the Secretary of Labor. This board is referred to as the Child Labor Board.

It was determined that tentative rules and regulations should be drafted and public hearings held upon them, so that the form finally adopted might have the benefit of criticism and suggestions from employers, State labor-law officials, and any others interested in the matter.

An advisory committee was designated by the board to prepare tentative rules and regulations. It consists of Hon. Louis F. Post, Assistant Secretary of Labor; Hon. Edwin F. Sweet, Assistant Secretary of Commerce; and Hon. J. Wilmer Latimer, judge of the Juvenile Court of the District of Columbia, representing the Attorney General. This committee prepared a tentative draft of rules and regulations in conformity with the act and so far as practicable based upon the usage of Government bureaus having analogous law-enforcement duties. The experience of the Bureau of Chemistry was especially valuable, since, like the Children's Bureau, it combines the functions of a research bureau with the administration of a regulatory statute. Officials of the Post Office Department, the Bureau of Internal Revenue, and of the Division of Markets of the Department of Agriculture gave further helpful suggestions. Representatives of the National Child Labor Committee, who had drafted the law, were also consulted in the formulation of the rules.

The tentative rules and regulations were printed and widely distributed in advance, together with a notice that a hearing would be held in Washington on July 24, 1917, which those interested were invited to attend personally or by representatives. A hearing was also held on July 27, to which the State officials charged with the enforcement of child-labor laws and compulsory-education laws were especially invited.

The proposed rules and various considerations directly affecting enforcement were discussed at these hearings, and suggestions for changes were made. All suggestions were later considered by the advisory committee and so far as practicable were incorporated into the draft of the rules and regulations submitted to the Child Labor Board. After consideration by the board a final form was approved and announced, August 14, 1917.

Section 5 of the act provides that "In any State designated by the board, an employment certificate or other similar paper as to the age of the child, issued under the laws of that State and not inconsistent with the provisions of this act, shall have the same force and effect as a certificate herein provided for."

This provision affords a means of avoiding the cost and inconvenience of separate certificates issued by both Federal and State Governments. Accordingly on February 19, 1917, the Child Labor Board sent a letter to the governor of each State. In this communication the board outlined the probable maximum requirements for proof of age for Federal certificates; and suggested that States
whose requirements were not substantially equivalent to them give some State officials administrative power within the State similar to the power of the Federal Child Labor Board, or enact the requirements for proof of age named by the Federal board. The board stated it as their belief that the adoption of either suggestion would enable the board to accept State certificates.

Many legislatures had adjourned before the letter to the governors was received. Certain of these States already had child-labor laws and methods of administration equivalent to the requirements of the United States Child Labor Act and of the rules and regulations.

A number of the States acted on the suggestions made in the board's letter to the governors. In Arkansas, Kansas, and Vermont the State labor or industrial official was authorized to prescribe rules and regulations in regard to the evidence of age which may be accepted in the issuance of work permits or certificates, provided that the rules comply substantially with those laid down by the United States Child Labor Board. In a number of States, notably Wisconsin and Rhode Island, discretion was already lodged in a State board or officer and they have agreed, in the interests of uniformity, to follow the proof required by the United States Child Labor Board.

Illinois, Oklahoma, and Tennessee adopted substantially the evidence recommended by the board in its letter to the governors.

Standards of hours and ages were raised in a number of States during the 1917 legislative sessions. For example, in Arkansas compulsory education for children between 7 and 15 was made general throughout the State and the period of school attendance increased from one-half to three-fourths of the session; in Illinois the minimum educational requirement was made completion of an equivalent of the fifth grade in the public school and the ability to read and to write legibly simple sentences in the English language. In Michigan and Texas the minimum age was raised. In Vermont and Wisconsin the eight-hour day for children between 14 and 16 years of age was adopted.

There is still great difference in the evidence of age required in the issuance of certificates by various State statutes, and even greater difference in the administrative practices.

It has been decided by the Child Labor Board that the State certificates of age shall be accepted in certain designated States for six months pending investigation. This will permit a more permanent decision on the basis of an actual examination of the methods of issuing certificates in the designated States. In States in which the issuing of Federal certificates is necessary a force of issuing officers was sent in advance of September 1 to secure evidence of age. This was done in order that certificates might be furnished without the necessity for undue interruption or inconvenience to employers or employees. After the 1st of September issuing officers were assigned to regular routes so arranged as to serve as well as possible the convenience of operatives and employers. In a few States Federal certificates are being issued by designated State officials.

As a working basis of cooperation between Federal and State inspectors, the Secretary of Labor has commissioned as inspectors under the United States Child Labor Act State officials who are

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REPORT OF THE CHIEF, CHILDREN'S BUREAU.

charged under the State statutes with the enforcement of the State child-labor laws. This authorizes State inspectors to search records for evidence of shipment in interstate or foreign commerce when they find in the course of their regular inspection that the standards laid down in section 1 of the United States Child Labor Act have been violated. Inspectors of the Child Labor Division also will make inspection in these States on complaints of violations received as well as on the initiative of the division.

As questions of practical administration arise from time to time, answers to which are of general importance to those affected by the law, copies of such answers are issued to the Child Labor Division mailing list under the title of "Opinions of General Interest." Service and regulatory announcements also will be issued as occasion demands.

The first rules and regulations, issued August 14, 1917, are as follows:

Regulation 1. Certificates of age.—Certificates of age, in order to protect the producer, manufacturer, or dealer from prosecution, shall be either:

1. Federal age certificates issued by persons hereafter to be designated by the board for children between 14 and 16 years of age when employment in or about a mine or quarry is contemplated and for children between 14 and 16 years of age when employment in a mill, cannery, workshop, factory, or manufacturing establishment is contemplated. Such certificates shall contain the following information: (1) Name of child; (2) place and date of birth of child, together with statement of evidence on which this is based, except when a physician’s certificate of physical age is accepted by the issuing officer, in which case physical age shall be shown; (3) sex and color; (4) signature of child; (5) name and address of child’s parent, guardian, or custodian; (6) signature of issuing officer and (7) date and place of issuance.

2. Employment, age, or working certificate, permit, or paper issued under State authority in such States as are hereafter designated by the board.

Regulation 2. Proof of age.—Persons authorized by the board to issue age certificates under the authority of this act shall issue such certificates only upon the application in person of the child desiring employment, accompanied by its parent, guardian, or custodian, and after having received, examined, and approved documentary evidence of age showing that the child is 14 years of age or over if employment in a mill, cannery, workshop, factory, or manufacturing establishment is contemplated, or that the child is between 16 and 17 years of age if employment in or about a mine or quarry is contemplated; which evidence shall consist of one of the following-named proofs of age, to be required in the order herein designated, as follows:

(a) A birth certificate or attested transcript thereof issued by a registrar of vital statistics or other officer charged with the duty of recording births.

(b) A record of baptism or a certificate or attested transcript thereof showing the date of birth and place of baptism of the child.

(c) A bona fide contemporary record of the date and place of the child’s birth kept in the Bible in which the records of the births in the family of the child are preserved, or other documentary evidence satisfactory to the Secretary of Labor or such person as he may designate, such as a passport showing the age of the child, a certificate of arrival in the United States issued by the United States immigration officers and showing the age of the child, or a life insurance policy; provided that such other satisfactory documentary evidence has been in existence at least one year prior to the time it is offered in evidence; and provided further that a school record or a parent’s, guardian’s, or custodian’s affidavit, certificate, or other written statement of age shall not be accepted except as specified in paragraph (d).

(d) A certificate signed by a public-health physician or a public-school physician, specifying what in the opinion of such physician is the physical age of the child; such certificate shall show the height and weight of the child and other facts concerning its physical development revealed by such examination and upon which the opinion of the physician is to the physical age of the child is based. A parent’s, guardian’s, or custodian’s certificate as to the age of the

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child and a record of age as given on the register of the school which the child first attended or in the school census, if obtainable, shall be submitted with the physician’s certificate showing physical age.

The officer issuing the age certificate for a child shall require the evidence of age as specified in subdivision (a) in preference to that specified in any subsequent subdivision and shall not accept the evidence of age permitted by any subsequent subdivision unless he shall receive and file evidence that the evidence of age required by the preceding subdivision or subdivisions can not be obtained.

Regulation 3. Authorization of acceptance of State certificates.—States in which the age, employment, or working certificates, permits, or papers are issued under State authority substantially in accord with the requirements of the act and with regulation 2 hereof may be designated, in accordance with section 5 of the act, as States in which certificates issued under State authority shall have the same force and effect as those issued under the direct authority of this act, except as individual certificates may be suspended or revoked in accordance with regulations 4 and 8. Certificates in States so designated shall have this force and effect for the period of time specified by the board, unless in the judgment of the board the withdrawal of such authorization at an earlier date seems desirable for the effective administration of the act. Certificates requiring conditions or restrictions additional to those required by the Federal act or by the rules and regulations shall not be deemed to be inconsistent with the act.

Regulation 4. Suspension or revocation of certificates.—Section 1. Whenever an inspector duly authorized under this act shall find that the age of a child employed in any mill, cannery, workshop, factory, manufacturing establishment, mine, or quarry as given on a certificate is incorrect, or that the time record is not kept in accordance with regulation 8, he shall notify the child, the employer, and the issuing officer that the certificate or the acceptance of the State certificate for the purposes of this act is suspended and indicate such suspension on the certificate or certificates.

Sec. 2. A statement of the facts for which the suspension was made shall be forwarded by the inspector to the Secretary of Labor, or such person as he may designate, who will either (a) revoke or withdraw the certificate or the acceptance of the certificate, or (b) veto the suspension, as in his judgment the facts of the case warrant.

Due notice shall be sent to the child’s parent, guardian, or custodian, to the employer, and to the issuing officer of the action taken in regard to a suspended certificate.

Sec. 3. If the suspension of a certificate be vetoed, a new certificate shall be issued upon the surrender of the one suspended. If for any reason such new certificate can not be obtained from a State issuing officer, the notice of the veto if attached to a suspended certificate shall be recognized and accepted as meeting the requirements of section 5 of the act.

Regulation 5. Revoked or suspended certificates.—A revoked or suspended certificate will not protect a producer, manufacturer, or dealer from prosecution under section 5 of the act after notice of such suspension or revocation, except as provided in regulation 4.

Regulation 6. Hours of employment.—In determining whether children between 14 and 16 years of age have been employed more than eight hours in any day the hours of employment shall be computed from the time the child is required or permitted or suffered to be at the place of employment up to the time when he leaves off work for the day, exclusive of a single continuous period of a definite length of time during which the child is off work and not subject to call.

Regulation 7. Days of employment.—A child may not be employed for more than six consecutive days.

Regulation 8. Time record.—Section 1. A time record shall be kept daily by producers or manufacturers, showing the hours of employment in accordance with regulation 6, for each and every child between 14 and 16 years of age, whether employed on a time or a piece-rate basis.

Sec. 2. Certificates of age for children employed in any mine or quarry or in any mill, cannery, workshop, factory, or manufacturing establishment may be suspended or revoked for failure on the part of a manufacturer or producer to keep time records as required by this regulation or for false or fraudulent entries made therein.

Regulation 9. Inspection.—An inspector duly authorized under this act shall have the right to enter and inspect any mine or quarry, mill, cannery, workshop, factory, or manufacturing establishment, and other places in which
goods are produced or held for interstate commerce; to inspect the certificates of age kept on file, time records and such other records of the producer or manufacturer as may aid in the enforcement of the act; to have access to freight bills, shippers’ receipts, or other records of shipments in interstate or foreign commerce kept by railroads, express companies, steamship lines, or other transportation companies so far as they may aid in the enforcement of the act.

**Regulation 19. Obstructing inspection.**—Section 1. It shall be the duty of a producer or manufacturer to produce for examination by an inspector the certificates of age kept on file and any child in the employ of a manufacturer or producer whom the inspector may ask to see. Concealing or preventing or attempting to conceal or prevent a child from appearing before an inspector or being examined by him or hindering or delaying in any way an inspector in the performance of his duties shall be considered an obstruction of inspection within the meaning of section 5.

Sec. 2. No owner, manager, or other person in charge of premises or records shall be subject to prosecution for obstruction of inspection if the inspector shall refuse upon request to submit his identification card for examination by such owner, manager, or other person.

**Regulation 11. Removal.**—Withdrawal for any purpose of an article or commodity from the place where it was manufactured or produced constitutes a removal thereof within the meaning of the act; and the 30-day period within which employment of children contrary to the standards prescribed in section 1 of the act results in prohibiting shipment in interstate or foreign commerce shall be computed from that time.

**Regulation 13. Guaranty.**—Section 1. A guaranty to protect a dealer from prosecution under section 5 of the act shall be signed by and contain the name and address of the manufacturer or producer; it shall be specific, covering the particular goods shipped or delivered for shipment or transportation, and shall not be a general guaranty covering all goods manufactured or produced or to be manufactured or produced by the guarantor. It may be incorporated in or attached to or stamped or printed on the bill of sale, bill of lading, or other schedule that contains a list of the goods which the manufacturer or producer intends to guarantee.

Sec. 2. A dealer shipping goods from a State other than the State of manufacture or production does not require a guaranty in order to be protected from prosecution. (See sec. 6 of the act.)

Sec. 3. A guaranty substantially in accordance with the following forms will comply with the requirements of the act:

**For products of mines or quarries—**

(I or we), the undersigned, do hereby guarantee that the articles or commodities listed herein (or specify the same) were produced by (me or us) in a mine or quarry in which within 30 days prior to removal of such product therefrom 1 no children under the age of 16 years were employed or permitted to work.

(Name and place of business of producer or manufacturer.)

(Date of removal.)

**For products of a mill, canner, workshop, factory, or manufacturing establishment—**

(I or we), the undersigned, do hereby guarantee that the articles or commodities listed herein (or specify the same) were produced by (me or us) in a mill, canner, workshop, factory, or manufacturing establishment in which within 30 days prior to the removal of such product therefrom 1 no children under the age of 14 years were employed or permitted to work, nor children between the ages of 14 years and 16 years were employed or permitted to work more than eight hours in any day or more than six days in any week, or after the hour of 7 o’clock p. m. or before the hour of 6 o’clock a. m.

(Name and place of business of producer or manufacturer.)

(Date of removal.)

**Regulation 13. Alteration and amendment of regulations.**—These regulations may be altered or amended at any time without previous notice by the board as constituted in section 2 of the act.

1 During the month of September, 1917, a manufacturer or producer may substitute for the clause “within 30 days prior to the removal therefrom” the clause “on and after September 1, 1917.”
Soon after the law went into effect the Childrens' Bureau received
a complaint from a State commissioner of labor stating that children
were employed on a certain Government reservation. They were
working in restaurants, laundries, and similar establishments not
engaged in interstate commerce, to which therefore the United States
Child Labor Act does not apply.

The complaint was brought to the attention of the Secretary of
War, who, in order to make conditions in Army forts and posts con-
form to the standards laid down by the United States Child Labor
Act, issued the following instructions through The Adjutant Gen-
eral:

1. That on Government reservations children under 14 years of age are not to
be employed.
2. That children between 14 and 16 years of age are not to be employed
(a) more than eight hours in any workday, (b) more than six days a week,
(c) before 6 a. m. or after 7 p. m.
3. In order to enforce these standards it is desired that certificates be de-
manded and kept on file for every child between 14 and 16.
4. In determining whether children between 14 and 16 have been employed
more than eight hours in any day the hours of employment shall be compted
from the time the child is required or permitted or suffered to be at the place
of employment up to the time when he leaves off work for the day, exclusive of
a single continuous period of a definite length of time during which the child is
off work and not subject to call. All employers on Government reservations
shall be required to keep a daily time record showing the hours of employment
for each and every child between 14 and 16 years of age.

INFANT WELFARE.

INFANT MORTALITY INQUIRY.

The infant mortality inquiry was the first field investigation of in-
fant welfare undertaken by the bureau. It was begun in 1913 dur-
ing the first year of the bureau's existence, and was designed to con-
tinue over a considerable number of years. The approach and method
were in large measure new. It did not attempt a medical discussion
of causes of death; it was planned rather to show the economic, civic,
and family conditions surrounding infants in a series of typical com-
munities. Most of the localities chosen for study have been industrial
cities with a high infant mortality rate.

Cities are selected in which births are registered, and the babies
born in the given year are studied so as to learn the circumstances un-
der which each child has lived or died during the 12 months follow-
ing his birth. The essential facts are obtained from the mothers, who
are visited by the woman agents of the bureau. Most generous assist-
ance has been afforded by the mothers, who are of course under no
legal obligation to give information but whose aid alone makes the
inquiry possible. The extent of their help is indicated by the fact
that more than 13,000 babies were considered in the eight cities men-
tioned below, and only eight mothers refused to give the information
needed.

Publicity was necessary for this inquiry in order to secure the under-
standing and good will of mothers; and press, pulpit, civic
authorities, and clubs aided in making clear that it is the purpose of
the study to learn how best to safeguard the lives and health of
babies.
The bureau has undertaken studies in no city except with the cooperation of the authorities, and has been obliged to refuse many requests for local studies because of lack of field and office force to do the work.

Field studies have been completed in eight cities ranging in population from 21,550 to 96,632 according to the census of 1910 and differing widely in characteristics. The cities embrace a choice residential suburb and towns in which the chief industries are steel, textiles, shoes, metals, and rubber: Johnstown, Pa., Montclair, N. J., Manchester, N. H., Brockton, Mass., Saginaw, Mich., New Bedford, Mass., Waterbury, Conn., and Akron, Ohio. Reports have been published or are now ready for publication.

In certain of these towns many married women, mothers of babies included in these studies, are employed in mills and factories: in others, as in the suburb and the steel town, women are not employed industrially, although many perform arduous work at home, including the keeping of boarders and lodgers.

A field study has been completed in Baltimore, a city of cosmopolitan character with a population of 558,485, and the report will be written as promptly as possible. Baltimore, with 13,634 babies born in 1915, gives figures whose great size will permit a helpful comparison with those of the smaller cities upon which reports have been prepared, and a comparison of the statistical data for Baltimore with those of the eight other cities will be issued without waiting for the completion of further studies.

All these reports have more than a local value in any case, but in view of the prompt efforts necessary to avoid an increased infant mortality in war time their general bearing should be emphasized.

**INFANT MORTALITY AND FATHER’S EARNINGS.**

Because of the advance in living cost at the present time the relation of income to infant mortality is of particular importance. In these studies the earnings of the father have been taken as the income basis and the infant mortality calculated for successive income groups based on father’s earnings. Each report shows approximately the amounts contributed by the mothers to the family income. The rise of the infant death rate when the mothers of young babies leave home to work is shown also, and this fact gives an added justification for considering the father’s earnings the index of the family well-being.

Certain combined results for the eight cities are given herewith for the first time. It must be borne in mind that the rates given in the Children’s Bureau infant mortality reports are more conservative than those of the census reports, because of certain exclusions made for increased precision in case study. These figures are averages inevitably concealing far greater variations of death and survival than they show.

The distribution of births and deaths in income groups shows that more than one-fourth, or 25.8 per cent, of all the fathers earned less than $550 a year; and the death rate for their babies was 162.5, or

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1 Annual Report of Health Department of Baltimore, 1915, p. 12.
1 in every 6. Only about one-eighth, or 13.1 per cent, of all the fathers earned $1,250 or more, and the death rate for their babies was 62.5, or 1 in 16.

The following table presents the infant mortality rates as related to father’s earnings. The combined figures for the eight cities show that the mortality under 1 year of age among children born into families with incomes of $1,250 or over is less than two-fifths that of children whose fathers earn less than $550 a year.

**Infant mortality rates by father’s earnings.**

<table>
<thead>
<tr>
<th>City</th>
<th>All earnings</th>
<th>$1,250 and over</th>
<th>$1,000 and over</th>
<th>$500 to $1,000</th>
<th>Under $500</th>
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<tbody>
<tr>
<td>Johnstown</td>
<td>120.1</td>
<td>127.2</td>
<td>114.3</td>
<td>83.9</td>
<td>67.6</td>
</tr>
<tr>
<td>Manchester</td>
<td>116.5</td>
<td>114.3</td>
<td>105.1</td>
<td>77.2</td>
<td>58.3</td>
</tr>
<tr>
<td>Boston</td>
<td>131.1</td>
<td>129.1</td>
<td>124.7</td>
<td>94.9</td>
<td>68.4</td>
</tr>
<tr>
<td>Saginaw</td>
<td>98.6</td>
<td>98.8</td>
<td>95.0</td>
<td>70.9</td>
<td>52.2</td>
</tr>
<tr>
<td>New Bedford</td>
<td>89.9</td>
<td>90.0</td>
<td>86.8</td>
<td>67.6</td>
<td>47.5</td>
</tr>
<tr>
<td>Waterbury</td>
<td>116.5</td>
<td>118.4</td>
<td>115.8</td>
<td>88.4</td>
<td>60.8</td>
</tr>
<tr>
<td>Akron</td>
<td>116.5</td>
<td>118.4</td>
<td>115.8</td>
<td>88.4</td>
<td>60.8</td>
</tr>
<tr>
<td>Montpelier</td>
<td>116.5</td>
<td>118.4</td>
<td>115.8</td>
<td>88.4</td>
<td>60.8</td>
</tr>
</tbody>
</table>

All cities    | 116.5        | 118.4            | 115.8           | 88.4           | 60.8       |

1 Not shown where base is less than 100.

The line of Diagram I illustrates for the average of the eight cities the tendency of the infant mortality rate to lessen as the income grows larger. Unfortunately the figures for the higher income groups are not large enough and are not sufficiently analyzed to indicate what may be the further lowering of infant mortality with greater incomes. Only 13.1 per cent, or about one-eighth, of all the fathers in the eight cities earned $1,250 or more.

Diagram II, which is based on data for Manchester, N. H., relates the percentage of mothers gainfully employed in the year following the baby’s birth, with the amounts earned by the fathers. It indicates clearly that women do not go out to work—leaving babies at home to die at more than twice the rate of more fortunate children—from sheer wayward preference for industrial life but for economic reasons, since the proportion of women gainfully employed reduces itself from 73.3 per cent when the father earns under $450 to 9.6 per cent if he earns $1,050 or more. These figures have been published only for Manchester, N. H., where a very large proportion of married women are employed.

It is believed that the father’s earnings offer the fairest single gauge of the family well-being, but it must be borne in mind that there are many circumstances which affect the welfare of the family and which make the same amount of money go farther toward securing favorable conditions of infant life in one community than in another.

It is safe to say that no city or State recorded by the census in the mortality tables published during the present year shows a record which is not susceptible of greater reduction by civic effort easily within command. How far adequate income taken in connection
Diagram I.

Combined Infant Mortality Rates for 8 Cities, According to Fathers' Earnings.

Rate

160
150
140
130
120
110
100
90
80
70
60
50
40
30
20
10
0

Under $550
$550 to $849
$850 to $1,049
$1,050 and over

Provided by the Maternal and Child Health Library, Georgetown University
with intelligent parenthood, together with good civic conditions, may reduce infant mortality rates is still a matter for future demon-
stration.

By special direction of Congress the infant mortality inquiry will be continued during the present year. Indeed, it is not easy to see when it can be discontinued, save as local protective measures are put in operation so as to result in such reduction of infant deaths as will render unnecessary further calling of attention to the preventable character of such deaths.

The method of approach of the infant mortality studies may well be altered from time to time, however, and the bureau is now engaged in certain studies of infant mortality and infant welfare and is planning others with the special purpose of discovering constructive public measures affecting favorably the infant death rate and therefore the health of surviving infants. In response to a number of requests it is also preparing a form of schedule for use by State or city health officers and by private organizations which desire to make independent studies of local conditions. This form will be better adapted to the extensive work which agents permanently on the ground can carry forward advantageously than is the form used by the bureau agents for their brief intensive studies.

**MATERNAL AND INFANT CARE.**

The report of last year called special attention to the close relation of maternal and infant mortality and summarized the statistical study of maternal mortality by Dr. Grace L. Meigs, head of the child hygiene division of the bureau. Dr. Meigs points out that in the year 1913 the natural function of childbearing caused more deaths among women 15 to 44 years old than any disease except tuberculosis; at the same time it is shown that nearly half these deaths were caused by childbed fever, long known to be preventable, while the other deaths were due to causes which the discoveries of science increasingly show to be either preventable or curable. These figures of maternal deaths, with their connotation of infant deaths and family deprivation are impressive in a time of profound peace and are of increased significance to a nation entering upon war.

The figures available for maternal and infant deaths show the superior healthfulness of the country as a whole over cities as a whole, but closer study makes clear that isolation and low incomes may together overbalance fresh air and wholesome surroundings. The bureau has been especially interested in rural questions, since there is ground for believing that room for improvement exists even where the showing may be on the whole much more favorable for the country than for the city.

**RURAL CONDITIONS.**

The generalizations of the statistical tables in Dr. Meigs's report were illuminated during the year by correspondence from various remote rural communities which seemed to afford a clue as to the detailed reasons why, according to the United States Census Bureau's life tables, the death rate for country women from the years 25 to 31 is actually higher than that for country men, although the
Diagram II.

Per Cent of Mothers Gainfully Employed in Manchester, N.H., During Year Following Baby's Birth When Fathers Earned Specified Amounts.

<table>
<thead>
<tr>
<th>Per Cent</th>
<th>Under $450</th>
<th>$450 to $549</th>
<th>$550 to $649</th>
<th>$650 to $849</th>
<th>$850 to $1,050</th>
<th>$1,050 and over</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0</td>
<td>10</td>
<td>20</td>
<td>30</td>
<td>40</td>
<td>50</td>
</tr>
<tr>
<td></td>
<td>60</td>
<td>70</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Provided by the Maternal and Child Health Library, Georgetown University
rate of mortality for males is greater than that for females for practically the entire range of life; and why for the whole life period from 20 to 45 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.

Special reference was made to this statement in last year's bureau report, which was written just at the time of the appearance of these first life tables published by the United States Government. Authoritative statisticians agree in assigning this increased mortality of rural women to causes connected with maternity.

Last autumn, before winter closed in, a brief preliminary survey was undertaken in one of the areas from which letters had been received. The report of the bureau's agent confirmed in every particular the statements of the letters and led to plans for a field study in two of the western grazing States, where the greatest problem in securing adequate care for mothers and babies is that of inaccessibility. The hearty cooperation offered by State officials and by the women's clubs of these States were elements in deciding to select them for study in the hope that some method of adequate public provision would develop for areas in which great distances must be overcome. These field studies will be continued during the open weather this year. In the meantime the following extracts from letters written by a rancher's wife are presented to offer a suggestion of the risks faced by pioneer women and by women in older isolated regions. They corroborate statements made to agents of the Children's Bureau by physicians practicing in various sparsely settled districts of the West that the care of confinement and accident cases forms the great and pressing medical problem of these communities.

I should very much like all the publications on the care of myself, now pregnant, and upon the care of a baby. I live 65 miles from a doctor. When my two other babies were born I was very ill each time. I am so worried and filled with perfect horror at the prospects ahead. So many of my neighbors die at giving birth to their children. I have a baby 11 months old now whose mother died when I reached their cabin last November. It was 22 below zero, and I had to ride 7 miles horseback. She was nearly dead when I got there, and died after giving birth to a 14-pound boy. It seems awful to me to think of giving up all my work and leaving my little ones, two of whom are adopted—a girl of 10 and this baby. We have no means—only what we get on this rented ranch.

You would be simply appalled at conditions in these remote places. * *

Here are two actual cases I know of in this immediate neighborhood:

Last April a family came and took up a homestead joining this ranch on the east. Mrs. was pregnant and already had three children, all less than 11 months apart. They had a tent 12 by 14, and oh! the dirt and heat. On our ranch there is a log cabin. I just couldn't begin to think of her lying in that tent, so my husband moved them all over here, and her baby was born August 6. In the night. Her husband came over after me and I was alone with her. They had no doctor or nurse. She had a 10-pound boy and was terribly ill. To did all my own work, went back and forth to the cabin, got all the meals for both houses, and did washing for both families. I kept her in bed as long as I could. She is very miserable now, merely dragging around. If she could have had care—But they are very poor, and besides we were too far to get a doctor inside of seven hours. * *

Two weeks ago another mother took sick and went into awful sinking spells. There she lay all the day with all of us neighbor women around. I only stayed until after the baby came. The mother lived four days and never came to. About three hours before she died they got a doctor there. He said if he had been sent for in time he could have saved her. She left a baby boy.
REPORT OF THE CHIEF, CHILDREN’S BUREAU.

Soon after these letters were received an agent of the Children’s Bureau was sent to study the conditions surrounding this group of mothers. Her reports show the isolation, the lack of medical and nursing care illustrated by the letters of the bureau’s correspondent. After her visit the following letter was received:

I had written you the night before the doctor came to our home. But I think she can tell you the contents of my letter much better than I can write it. I am sure her coming has opened up chances for a great many things out here. It seems strange that conditions that are perfectly needless can be endured year after year as they have been out here.

Everybody around here has a grouchy on my husband because he didn’t get the doctor to talk to everyone at the schoolhouse.

The mothers and husbands (whether fathers or not) seem to be as though they had awakened from some sort of stupor. One neighbor whose wife has a little 10-day-old baby said to me, “Why hasn’t this been thought of before?” In fact, several have asked the same thing—“Why were we mothers left out here so long?”

The doctor seemed, as in fact she is, a friend to all, and therefore was able to get the inside facts that few of these mountain mothers give to anyone, even their neighbors.

In another letter written in December, she says:

If you are not already tired of our neighborhood tragedies, here is one which came last week:

A man about 60 years old took dinner with us. He had business with a neighbor about 6 miles east, and soon after dinner he left. When he reached our neighbor’s he found the young wife in the last stage of labor. She had been sick 36 hours when her husband left her alone to go to town after a doctor. It is just 24 miles, and as it proved the doctor had moved 4 miles south of the town, making 28 miles over the worst roads one ever saw.

About 30 minutes after Mr. arrived the baby was born. In about an hour the husband got there with the doctor. The baby bled to death in an hour after the doctor left.

In older rural areas, sometimes almost equally sequestered, studies of maternal and child welfare have been completed, and reports will be published shortly. It may be said that they show in less striking form the same lack of facilities for safeguarding maternity and infancy which are so clearly indicated in the correspondence quoted above.

TOWN CONDITIONS.

But it must not be supposed that the problem is a rural one solely. In recognition of this fact the bureau has not limited to rural conditions its study of the care mothers receive before and after confinement, but will present a special study of maternity care in connection with the report of its investigation of infant mortality in Baltimore.

The importance of the care a mother receives before and at her child’s birth is being constantly more fully recognized. The value of prenatal and maternity care in preventing maternal mortality is indicated by the figures given for an insurance company employing visiting nurses.

In 1916 this company’s visiting nurses cared for over 30,000 maternity cases. The nurses worked under a physician’s direction, paying an average of 7.7 visits per case. The company attributes to this work a large measure of the decrease in maternal mortality shown by the fact that among their insured cases the number of deaths of white women 15 to 44 years of age from causes associated with childbirth decreased 10.7 per cent between 1911 and 1916.
Among colored women of the same ages the decrease was 20.4 per cent. As a result of this reduction of maternal mortality the company has considered it expedient to extend its nursing service to expectant mothers that they may be visited and instructed in the hygiene of pregnancy and the preparations for childbirth.

**MOTHERS IN INDUSTRY.**

A general belief appears to exist that the number of married women in industry has greatly increased since the war began, and that the number is likely to become much larger and to involve women with very young children who could not but suffer without their mothers' care.

A preliminary inquiry was made by the bureau in June of the present year to discover the grounds for this belief. An agent of the bureau who was sent to the stockyards district in Chicago reported that the total number of women employed in half a dozen firms was about 4,500, of whom 40 per cent were married, and a considerable number had children of school age or younger. Women were working 10 hours a day, beginning at 7 a.m., and women were also employed at night. The agent wrote that—

Most of the firms agreed that there has already been an increase in the number of women at work in the yards and in the proportion the married bear to the single women. The employers account for the loss in the number of single girls by the cessation of immigration due to the war and by the fact that many of the quickest and brightest girls, attracted by higher wages and more agreeable work, have gone to the munition works.

The jobs left vacant have been given in large part to married women. The employers have found also that many of the girls who leave the yards to get married return to work again after a short absence. Two things lead the girls to return—the high cost of living and the attractively high wage which the yards now offer. The employers feel that within the next few months it will be practically inevitable that this increase in the number of women employed and in the proportionate gain of married over single women employed will go still further.

Inquiries in other parts of the country secured no precise information. It is plain, however, that the industrial employment of married women is likely to increase in this country as it has abroad.

Clearly, no mere prohibition of the employment of mothers of young children in industry will meet the case. Local councils of defense may well question the necessity for such work on the part of individual mothers and resort to pensions and allowances as a substitute if the family needs demand, rather than permit the increased infant mortality, which follows the employment of the mothers of nursing infants away from their children.

As the sixth of the June resolutions approved by the Council of National Defense recommends, "Everywhere special provision should be made to keep the mother and her young children together in the home, but this does not imply the indorsement of the home-work system.

"Mothers of nursing infants should be provided for through mothers' pensions or otherwise.

"Day nurseries should be especially supervised."
DAY NURSERIES.

Irreproachable standards of care in day nurseries become more than ever important if the industrial employment of mothers of young children must increase. A brief study of day nurseries in several American cities, made by the Children’s Bureau in the summer of 1917, shows that in many cities day nurseries are managed without proper municipal supervision, and that while the best of them are admirable others are entirely unworthy of confidence and should be abolished.

Wherever day nurseries are necessary local effort should at once take steps to secure their responsible management and adequate municipal oversight.

The bureau’s agent reported in June that in the stockyards district in Chicago “the authorized day nurseries are already running at full capacity and feeling constant pressure to lower their standards of admission and of care in order to meet the situation facing them.”

She writes that “a recent survey, made to gauge the need for a new nursery for the yards, disclosed 179 mothers who would be accommodated by the new nursery in its proposed location but showed that only 3 stockyards mothers were using nurseries already existing close to the stockyards entrances. The probable truth is that the young children of the stockyards mothers are being left with neighbors, relatives, or older brothers or sisters.”

It is evident that if the place of employment is remote from the district where the mothers live nurseries should be situated convenient to the home, so that it will not be necessary for women to transport children long distances on crowded street cars at the rush hours.

The adoption of proper standards for the equipment and management of day nurseries is known to be absolutely necessary in order to protect from contagious and other diseases the young children admitted. Constant supervision by physicians and nurses in order to exclude any children exposed to or suffering from contagious diseases; care in the investigation of all children admitted; proper equipment and sanitation of the building used for the day nursery; the best hygiene in the daily care of the children; avoidance of overcrowding; the provision of a sufficient, well-cooked, and balanced dietary; above all a well-trained and adequate staff—these are all essential to the conduct of a day nursery which provides safe care for young children.

Again, if mothers of children of school age are forced into industrial life a peril to health and morals is created which can be overcome only by the efforts of the community. School children will suffer and often get into mischief unless they have a mother’s care and a comfortable home to come back to after school. This protection is impossible if a mother goes to work before her children go to school and comes home later than they do. Local councils of defense should see that the number of working mothers is reduced to a minimum and that special provision at school or in day nurseries is made for young school children when necessary.
1917 BABY WEEK.

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.
In Louisiana the State board of health asked all club presidents throughout the State to send lists of babies born in 1916 and 1917, in order that they might be checked with the records of the State registrar.

The increased number of rural observances and county-wide observances reported from various parts of the country are especially encouraging for their bearing on possible programs for rural nursing work.

The most significant tendency indicated by the reports is the growing sense of the importance of public-health nursing and of education in the care of mothers and children. The employment of nurses for new districts or of additional nurses where their work has already begun is noted in the reports from various parts of the country.

This tendency is illustrated in the general plan of the Wisconsin State campaign, which was announced as an effort (1) to secure one or more visiting nurses for every urban community and a county nurse for women and children in rural communities; (2) to form classes in schools for teaching the responsibility of parenthood and to form mothers' clubs in every county school district and in connection with every village and city school, with the schoolhouse as a community center; (3) to make provision for warm lunches for school children; and (4) to establish free clinics for mothers and babies.

A review of the baby-week campaigns of 1916 and 1917 leaves no room for doubt that a very considerable degree of activity on behalf of infant welfare and maternity care has been aroused throughout the country. It is expressing itself increasingly in practical ways, as the reports of follow-up work indicate. It has resulted in a wide yet highly specialized distribution of literature. Bulletins on the care of infancy and the feeding of children have been distributed in very large numbers from the Department of Agriculture, the United States Public Health Service, and the Children's Bureau. Other publications issued by States, cities, and volunteer organizations have been distributed in thousands of communities.

The reports of chairmen of baby weeks show that infant-welfare stations have been organized, health teachers for schools have been secured, day nurseries have been opened, a summer ice fund secured, stated weekly publicity on infant welfare in county papers undertaken, medical and dental examinations established in public schools, special work for mentally subnormal children done, foreign-language lectures arranged for, and a housing survey made. One chairman writes: "As a result of last year's campaign we have a city health officer, examination of school children, and better sanitation in public schools. This has been the first year that there has been no epidemic in school."

Requests for information about baby-week campaigns were received from England, Australia, and Canada. Special requests were received from the national council having in charge the Baby Week which was celebrated in England, Scotland, and Wales, July 1 to 8, 1917. Preliminary articles on Great Britain's nation-wide Baby Week appeared in several of the principal English reviews, and much space was given to the matter in the press; the national council
for baby week was organized with the Queen as patron and the prime minister as president. Its primary aim was announced as the saving of the lives of 50,000 babies a year and the improvement of the health of the whole infant community. The pamphlet of suggestions directs effort toward the employment of 1,800 whole-time health visitors in England and Wales, “instead of the 600 now employed,” and the establishment of about 10,000 infant-welfare stations, “instead of the 900 or 1,000 now maintained.” It is roughly estimated that the necessary health visitors and welfare centers could be provided at a cost of £1 per birth.

It is certainly noteworthy that in the third year of the war the educational publicity of a baby-week campaign should have been widely utilized as a health-conservation measure in Great Britain. It is significant also that great emphasis is placed upon the need of larger numbers of public-health visitors—officers corresponding closely though not precisely in all cases to the public-health nurses—whose importance has been urged in the baby-week campaigns here.

DEFECTIVE, DEPENDENT, AND DELINQUENT CHILDREN.

STUDIES OF DEFECTIVE AND DEPENDENT CHILDREN.

As was mentioned in last year’s report, a study of mentally defective children was undertaken in Delaware as a part of the cooperative work in which the Federal Bureau of Education, the United States Public Health Service, and the Children’s Bureau joined.

The social study made by the Children’s Bureau indicated the urgent need for proper provision for a very considerable number of mental defectives; the State had heretofore made provision for the care and training of only 14 feeble-minded children at any one time.

In order to be of present service to the State in which the investigation was made, the results of the study were prepared in a preliminary form and placed at the disposal of members of the legislature and others interested in the care of mentally defective children.

Largely as a result of the evidence presented by the Children’s Bureau report, the legislature, without a dissenting vote, made an appropriation for the establishment of an institution for the feeble-minded, and a permanent commission was appointed empowered to take the necessary steps toward establishing an institution, employing a superintendent, and making rules regulating the admission of feeble-minded persons.

The report of this investigation was written by Miss Emma O. Lundberg, and entitled “A Social Study of Mental Defectives in New Castle County, Del.” Miss Lundberg states:

Any program for adequate provision for mental defectives must have as its central feature institutional provision. * * * A large number of cases need permanent custodial care. But institutional care alone can not meet the whole problem of provision for mental defectives. The institution should serve as the focus for the various activities necessary for the proper care of the feeble-minded.

The modern tendency in the care of mental defectives is to develop an institution embracing many elements adapted to the treatment of various grades of mental defect. In it custodial care should be
provided for those whom it is necessary to house permanently in institutions segregated from ordinary life. By providing throughout the State a system of clinics held by the institution psychiatrist, in cooperation with local agencies, cases of mental defect can be discovered and plans for their supervision developed so that certain classes of mental defectives may live outside the institution in safety to themselves and others. Through an out-patient department many mentally defective persons can be given proper care and training in their own communities. By providing a scheme of education nicely adjusted to the needs and capabilities of children of various grades of intelligence, the institution can send other mentally defective persons back to their homes trained to at least partial self-support. Through a system of parole the institution can continue to protect them. Plainly this newer plan of care for mental defectives demands a very high degree of responsibility and of intelligence on the part of those intrusted with the management of institutions for the feeble-minded. It offers a means of reducing the expense of institutional care to the State and of giving greater justice to individuals.

The bureau desires to make further studies of the needs and care of the feeble-minded as rapidly as it is able. Thus far requests from various parts of the country have been refused of necessity. It is gratifying to note that various public and volunteer agencies are at work upon this problem, and that much progress is being made in securing throughout the country an understanding of the moral and economic factors which enter into the humane and wise treatment of mental defect.

There was no law in Delaware for the State supervision of dependent children. A limited survey of the situation of dependent children placed out in family homes in the State was made at the request of the governor. A preliminary discussion of the findings was submitted, showing that more than two-thirds of the placed-out children in Delaware had been brought there from outside the State. There was presented also a summary showing the measures by which certain States protect themselves from ill-judged or irresponsible placing out of dependent children from other States.

On the basis of this information a law was enacted by the State legislature regulating the bringing of dependent children into the State and requiring that a bond of $3,000 be filed with the commissioner of education for each child placed in it from another State, to insure against the child's becoming dependent on the State. It is the first provision in the State's statutes relating to its supervision over dependent children.

Plans for a country-wide study of State provisions for the care and protection of dependent children are now in course of preparation by the social service division, and the field work will be begun during the year 1917-18.

The protection of the child lacking proper parental care and guardianship has long been recognized as a State function in regard to children of wealth, for whom the State appoints guardians of person and of property. Public responsibility for children suffering the same lack of parental care and guardianship, but without estates, should be greater rather than less. To learn how such public responsibility is recognized and how expressed will be the purpose of the bureau's study.
The great lack of knowledge as to the probable number of needy children in our country and the special 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 Woman's Committee of the Council of National Defense:

To the State Chairman:

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, canner, workshop, factory, or manufacturing establishment which ships in interstate or foreign commerce. Thus it sets free children under 14 who are to-day 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 unexampled 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
rural children to grow up untaught if the education of all other children is secured.

There can be no national program of child welfare which tolerates illiteracy. If children are not decently clothed and properly fed, they can not get the full value of school. Scholarships are raised for college and university students to help pay living expenses for those who could not otherwise attend the highest schools. These scholarships have proved an investment of incalculable value to the citizens of the United States.

Scholarships in elementary schools will lay the foundation for perhaps a greater addition to national power.

Here is something to do.
Please visit your school authorities and labor officials and find out whether all the children in your community under 14 years of age are in school. If the school census and the attendance records differ greatly, something is wrong.

Will you find out where the children under 14 are if not in school?
If you wish to help, please begin to help by filling in the accompanying blank as soon as practicable after September 1 and returning it to the woman's committee.

JULIA G. LATHEBOP,
Executive Chairman Child Welfare Committee.

These are the questions on the blank:
1. Are all children between 6 and 14 in your town, county, or school district in school?
2. How do you know?
3. Are any children in need of scholarships in order to attend school?

JUVENILE COURTS AND DELINQUENCY.

A study of juvenile courts is rendered especially timely because of the social conditions created by war, for the experience of the European belligerent countries makes plain the necessity of our guarding against the increased juvenile delinquency which they have had to combat. This subject is especially mentioned in the law creating the Children's Bureau and a study of it is urged by persons long identified with the development of juvenile courts in the United States. Plans are now in preparation.

CHILD-WELFARE LAWS AND THEIR ADMINISTRATION.

The Children's Bureau is directed by law to keep informed as to legislation affecting children in various States and Territories. In compliance with this direction the indexing of all State and Federal laws affecting children, which has been in course of preparation for two years, is going forward. Thus far the laws of 30 States and 2 Territories have been indexed, as follows:


Special interest in the codification of State laws for children is occasioning demands for the indexes of laws of individual States, and an effort has been made to provide them whether next on the list or not. Indexes have been so furnished for 12 States.

The illegitimacy law of Norway, popularly known by the name of its author, Councilor of State Castberg, has been translated for the
bureau, together with certain supplementary provisions, and will be
available for distribution as soon as it can issue from the printing
office.

Prof. Ernst Freund, professor of law at the University of Chicago
Law School, has prepared for the bureau a summary of State legisla-
tion relating to illegitimate children in this country. This will be
published at the earliest possible date.

OFFICE ADMINISTRATION.

During the year 1916–17 the regular staff of the bureau has con-
sisted of 76 persons and the appropriation has been $104,640.

For the ensuing year Congress has appropriated in addition
$109,120, to be expended outside of the District of Columbia, making
the bureau's total appropriation for the work of investigating and
reporting upon all matters pertaining to the welfare of children
$273,760 for 1917–18.

For the enforcement of the Child Labor Act Congress appro-
riated $150,000 for the period from the date of the appropriation,
April 17, 1917, to June 30, 1918. The Director of the Child Labor
Division began work May 1, and a small temporary staff was se-
cured for the work preliminary to actual enforcement and pending
announcement of the results of the special examinations to be held
by the Civil Service Commission for assistant director and in-
spectors.

No increase in the appropriation for investigation and report is
requested for the year 1918–19, but it is urged that the bureau be
permitted to expend in the District of Columbia such part of the
appropriation as will permit the greatly needed increase in the
statutory positions. The bureau suffers increasingly because the
office staff in Washington is not adequately proportioned to the field
service. The appearance of reports is delayed because material
gathered in the field can not be prepared promptly for publication in
the office.

Between July 1, 1916, and June 30, 1917, 430,489 publications have
been sent out, and many requests for large quantities refused be-
cause of the limitations of the printing fund.

Of the many requests received for exhibit material during the
past year has been possible to comply with but 101. The demand
for such material to use in Baby Week, May 1 to 6, was so great
that by March 26 all the wall charts, lantern slides, and motion-
picture films of the Children's Bureau had been engaged.

More than 53,000 letters have been received and duly answered.

In June of the present year the library of the Children's Bureau
was consolidated with the library of the Bureau of Labor Statistics
and a department library was formed, which is housed on the fifth
floor of the new department building. Miss Laura A. Thompson,
librarian of the Children's Bureau, is now in charge of the depart-
ment library. The convenience of those wishing to consult the
library should be much increased by the new plan. The books of
the Children's Bureau will be added to the much larger labor col-
lections of the Bureau of Labor Statistics, while the special features
of the Children's Bureau reference library will be continued as
herefore.
REPOR.T OF THE CHIEF, CHILDREN'S BUREAU.

The library of the bureau has served a special purpose from the organization of the bureau five years ago. Few books have been purchased, although ready command of the official libraries of Washington touching upon the work of the bureau was secured by means of a system of card catalogues. The current periodical literature, clippings (American and English), and reports of public and private agencies, assembled and arranged by Miss Thompson, have become a feature of great practical convenience to those wishing the latest information available. These files will be maintained by assistants detailed from the Children's Bureau. The child-welfare collection is already one of the most considerable in the country and is increasingly used by students outside the bureau both personally and through correspondence.

The following publications have been issued during the year:

Fourth Annual Report.
Baby-Week Campaigns (revised edition).
Maternal Mortality from all Conditions Connected with Childbirth in the United States and Certain Other Countries, by Grace L. Meigs, M. D.
Facilities for Children's Play in the District of Columbia. How to Conduct a Children's Health Conference. by Frances Sage Bradley, M. D., and Florence Brown Sherbon, M. D.
A Social Study of Mental Defectives in New Castle County, Del., by Emma O. Lundberg.
Care of Dependents of Enlisted Men in Canada, by S. Herbert Wolfe.

The following publications are in press:

From School to Work, by Margaret Hutton Abels.
Maternity and Infant Care in a Rural County in Kansas, by Elizabeth Moore.
Child Labor in Warring Countries, by Anna Rochester.
Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and their Dependents, prepared by the bureau under the direction of Capt. S. Herbert Wolfe, Q. M., U. S. R., detailed by the Secretary of War.
Infant Mortality, Waterbury, Conn., by Estelle B. Hunter.

JUNE RESOLUTIONS.

Early in June, 1917, members of various organizations concerned with questions of child welfare, including representatives of the Children's Bureau, discussed together informally in New York, and a little later in Washington, the pressing essentials of a child-welfare policy for the war period. The following series of resolutions was drafted, adopted by the signers June 15, and approved by the Council of National Defense a few days later:

1. We urge the Council of National Defense to direct that, so far as practicable, physicians teaching obstetrics and pediatrics and those devoting themselves exclusively to problems of maternity and of infant and child welfare continue in such service either at home or abroad.

2. Realizing that public-health nurses are essential to the carrying on of child-welfare work, we recommend that every possible effort be made to prevent these especially trained nurses from being withdrawn from such work, and that public-health nursing be officially recognized as war service.
REPORT OF THE CHIEF, CHILDREN'S BUREAU.

3. Recognizing the increasing need for trained nurses and the inadequate number available for military and home service, we recommend especially efforts to enlist graduates of colleges and high schools and other suitable candidates for hospital training courses.

4. Organized volunteer aids should be enlisted to assist public-health nurses and other social workers through all practicable methods of personal service. We advise appropriate courses of training for such volunteers.

5. We recommend that the council call upon all communities to see to it that there is no abatement, but on the contrary a decided increase in their activities along the lines of maternal, infant, and child welfare; this to apply to all public and private agencies.

6. We deplore the breaking up of the home and recommend that everywhere special provision be made to keep the mother and her young children together in the home, but this does not imply the indorsement of the home-work system. Mothers of nursing infants should be provided for through mothers' pensions or otherwise.

Day nurseries should be especially supervised and reference should be had to the standards of the National Federation of Day Nurseries. The highest standards should be required of all children's institutions.

7. We urge that the Council of National Defense recommend the prompt enactment of model laws for the registration of births and deaths and the reporting of preventable diseases in the States in which such laws do not exist; and we strongly urge their complete enforcement throughout the country.

8. We urge that every effort be made not only to prevent the repeal or relaxation of any of the existing child-labor laws but we urge, on the contrary, their more rigid enforcement and the enactment of such further laws as may be needed.

We recommend a plan of supervision similar to that adopted by the National Child Labor Committee in pamphlets 276 and 277.

9. For the sake of obtaining the highest possible development of child life and use of all sound recreational facilities.

10. Appreciating that no plan for real child conservation in war time can be developed without a serious consideration of the mentally defective child and the juvenile delinquent, and especially because of the great increase in juvenile delinquency in Europe since the war, we urge the Council of National Defense to recommend to the various States that greater facilities be created for the recognition and handling of these problems through the schools, medical teaching, juvenile-court work, and children's institutions.

11. We recommend proper medical examination and supervision for boys and girls entering volunteer organizations involving physical exercise.

12. We urge as particularly important the medical examination of boys and girls before they enter industry; also subsequent medical oversight for them.

13. We recommend systematic publicity and free circulation of accredited literature on maternal, infant, and child welfare. Since many organizations are distributing pamphlets and literature broadcast, some good and some poor, we recommend that a committee of obstetricians, pediatricians, sanitarians, and nurses be appointed to review and standardize such literature for wider distribution.

14. We strongly indorse the measures taken by the Army and Navy authorities for the moral protection of the military forces and indorse also liberal recreational facilities as an indispensable measure to that end.

15. We urge that immediate steps be taken to secure the adoption of a governmental plan to assure adequate support for soldiers and their families. This plan should include financial and medical provision, facilities for the re-education of the injured soldier and the reestablishment of the family. Such a plan promptly put into operation would have more effect in promoting child welfare than any other measure which the Government could adopt on behalf of the dependents of men in service.

16. This country should be warned by the mistake of the European countries which have allowed the milk supplies to become impaired. It should therefore take the necessary steps to prevent a milk shortage. We protest against the indiscriminate slaughter of milk cows.

17. We urge the Council of National Defense to ascertain whether there is need among the allied nations for maternity care and infant and child welfare.
work that can properly be performed by Americans, and if this be the case that the council confer with suitable persons or organizations with a view to rendering such service.

18. We recommend that the Council of National Defense organize a national committee representative of maternal, infant, and child welfare associations to keep in touch during the present emergency with national problems of maternal, infant, and child welfare, and to advise the Council of National Defense from time to time of such features of the then existing situation as may call for remedial action.

We recommend further that the Council of National Defense, through the several State councils of defense, cooperate with local organizations interested in maternal, infant, and child welfare and establish an agency or appoint an existing agency to secure information as to the specific needs of each community and to show how such needs can be adequately met.

We recommend that so much of this report as may be approved by the Council of National Defense be transmitted to the State councils of defense and to the proposed National and State committees recommended above, if such committees be created or designated, to guide them in their respective actions looking toward the conservation of maternal, infant, and child welfare during the present emergency.

The resolutions undoubtedly gave expression to tendencies already at work which have been developing rapidly in the last months. They urge the necessity of maintaining public-health nursing as war service and of recruiting new candidates for nurses' training. The effort to enlist women for the hospital training courses, urged in resolution 3, is going on vigorously and with encouraging results.

The fifth recommendation touches a great difficulty felt by most philanthropic agencies—the reduction of contributions and appropriations because of the war. The utmost public spirit and perhaps personal sacrifice will be required to maintain many of the activities now in existence whose work is necessary to the welfare of those now dependent upon them or who are the more likely to need help because of the war. This is true of all agencies which undertake to serve mothers and children by hospitals, clinics, welfare stations, nurseries, or by visiting nurses and other forms of noninstitutional or home service.

Resolution 15 has been met by the bill for soldiers' compensation and insurance, mentioned elsewhere in this report, providing for all the needs mentioned in the resolution.

The importance of conserving the milk supply, recognized by resolution 16, is given further emphasis by the statement recently prepared for this bureau by Miss Katharine Blunt, of the University of Chicago, now serving as an expert of the Department of Agriculture, who says:

Milk is doubtless the most valuable of all our foods. The science of nutrition in its recent strides forward has overthrown many of our old ideas, but it has only increased our conviction of the unique importance of milk. Protein, ash, sugar, fat, with its little-known vitamins, are all of the greatest importance.

Today we must consider the kind of protein as well as the quantity, and the proteins of milk are among the best we have to promote the growth of the young body. The ash of milk is superior, especially for its calcium and phosphorus. A diet without milk is practically sure to be far too low in calcium for the child's needs. Milk sugar is not only a fuel, but it tends to prevent possible intestinal putrefaction with its harmful results.

Especially important to the child are the recently discovered "accessory substances" or "vitamines." Both of these, called by McCollum fat soluble A and water soluble B, are present in milk. Without them the child can not grow. Water soluble B is present in many common foods, but fat soluble A only in some animal fats, notably milk fat and egg yolk and in green leaves.
The child must therefore have milk. It should not long be his only food, of course. It is too low in iron. Vegetables and fruit are necessary at an early age. But no other food can take the place of the milk. Its regular use is the "greatest factor of safety in the human diet."

In view of the importance of milk in children's diet the Home Economics Office of the Department of Agriculture, at the request of the Children's Bureau, added to the schedule for the National Dietary Survey a question as to the amount of milk consumed by each child under 8.

Elsewhere in this report will be found suggestions bearing upon resolution 14.

In regard to resolution 17, it is of interest to note that soon after the approval of these resolutions by the Council of National Defense the Red Cross ascertained by cable that units equipped to work for maternity, infant, and child welfare would be useful and welcome in France, and the first party was sent under the direction of Dr. William Palmer Lucas, one of the framers of the resolutions.

In response to cable requests for suitable bulletins and exhibit material for the use of the growing number of child-welfare units at work in France the Children's Bureau has furnished publications and lantern slides.

In many ways the June resolutions express the effort to secure an adequate standard of life for the children of the United States and offer a sane program for times of war and peace.

STUDIES OF CHILD WELFARE IN THE WARRING COUNTRIES AND THEIR BEARING UPON WAR CONDITIONS IN THE UNITED STATES.

Immediately upon the declaration of war by the United States the Children's Bureau began a systematic study of recent material upon the welfare of children in the belligerent countries in so far as it is available in the United States.

A special corps of translators and readers has reported upon child labor, infant and maternal welfare, and juvenile delinquency and dependency in Great Britain, France, Germany, Italy, and Russia. The regulation of child labor was studied also in the British colonies, Austria, the Netherlands, and Switzerland. Brief summaries of the findings have been widely circulated through a series of articles on "Children in War Time," prepared for the public press. Three bulletins—Care of Dependents of Enlisted Men in Canada, Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and Their Dependents, and Child Labor in Warring Countries—have been issued.

GOVERNMENTAL PROVISIONS FOR THE CARE OF DEPENDENTS OF ENLISTED MEN.

The study of child welfare abroad had not gone far before it became evident that the disorganization of social life and industry by war on a large scale could be met on a large scale only by governmental allowances for the families of men withdrawn from industrial to military life.
Hence a study of the provisions for soldiers' families in the various countries became of immediate interest. It was thought that it would be profitable to make a detailed report on the provisions of a country in which the standards of life approach those of the United States and in which the necessity for governmental provision had been faced. It soon became evident that Canada presented the most available example, and accordingly a study was made by the Children's Bureau and a bulletin, Care of Dependents of Enlisted Men in Canada, was published. The bureau was fortunate in being able to secure the services of Mr. (now Captain) S. Herbert Wolfe, an actuary of recognized authority and a man with practical social-service experience, to make this report. It was found that certain provisions new to this country were embodied in the Canadian scheme. Notable among these were the governmental provision for reeducation of men injured in war and the insurance plan undertaken by certain of the Canadian cities.

In Canada the dependents of enlisted men may draw financial aid from three sources: (1) A separation allowance for the dependents of Canadian soldiers, ranging from $20 to $60 a month, according to rank, is made by the Canadian Government; it is a flat allowance, irrespective of the number or needs of the beneficiaries. (2) The Canadian Patriotic Fund was organized to render further financial assistance to the dependent relatives of men in the service. The allowances from this fund are proportionate to the number of children. (3) Certain municipalities in Canada have given additional protection to the families of enlisted men by life insurance furnished without charge.

Soldiers who return from the front so injured that they can not again take up occupations they followed before the war are reenlisted for health instead of for service, while their families receive the same allowances as if they were on active duty. Under the military hospitals commission, appointed by the Federal Government of Canada and having official members representative of the provincial governments, the soldier is reeducated and trained in an occupation from which his injuries do not debar him. Every effort is made to restore him to health and usefulness so that after his training he can resume in whole or in part the care of his family.

Provision for enlisted men and for their families, for reeducation, and for an insurance system, are the outstanding points of the Canadian plan. The methods described are carried out in Canada in part by the Federal Government, in part by municipalities and Provinces, and in part by voluntary agencies; but it is plain that they are capable of adaptation and extension into a complete governmental system. However, the skill of experts on the various social and economic questions involved is indispensable to the planning and development of adequate governmental provision in the United States for the men in the military forces and their dependents.

In the 50 years since the Civil War, legislation affecting the family and its economic status has shown marked growth in the United States. Workmen's compensation laws, minimum-wage laws, and mothers' pension laws are recognized examples; and it can not be doubted that their tendency has been to strengthen self-respecting family life and to maintain reasonable standards of care and nurture.
for the children. In view of this result it is to be expected that a system of compensation for soldiers and sailors can be developed whereby the Government will make possible for the children of those who constitute its fighting force the home life and parental care which are the common need of every child and upon which the advancing standards for the general welfare of all the children in a democratic nation must depend.

At the special direction of the Secretary of Labor, upon the submission of the Canadian report, a further study was made by the bureau under Capt. Wolfe's supervision. It is entitled "Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and their Dependents." The rates of compensation and pension allowed in 12 foreign countries are presented in a series of tables and compared with those allowed in the United States.

These reports were prepared with the purpose of forming a basis for drafting a general governmental measure for the compensation of American soldiers and the care of their families. A bill embodying in a single governmental scheme the essentials of the Canadian plan together with a new Government insurance provision of prime importance was drafted under the supervision of the Hon. Julian W. Mack, of the United States Circuit Court, who accepted an appointment as chairman of a special committee of the committee on labor of the advisory commission of the Council of National Defense and of a special committee appointed by the Secretary of the Treasury. The bill was passed by Congress and became a law.

**SOLDIERS' COMPENSATION AND INSURANCE.**

The concern of the whole country for the protection of the children of those who go to the front justifies special mention of the measure for the compensation and insurance of members of the military forces. It proposes to provide so far as possible for the needs of the family while the breadwinner is at the front. In view of the risks of death or injury opportunity will be afforded the soldier to make further provision for his family by taking out insurance at rates based on the cost of insurance in times of peace, a scheme which will stimulate thrift without imposing undue burdens. It provides reeducation for the purpose of restoring the injured to self-support. The following summary indicates the main features of the act and shows the provisions which distinguish it from any previous legislation on behalf of soldiers and their families.

The act applies to commissioned officers and enlisted men and members of the Nurse Corps (female) of the Army and Navy. The term "commissioned officer" includes a warrant officer, but includes only an officer in active service in the military or naval forces of the United States. The terms "man" and "enlisted man" are defined to mean a person, whether male or female, and whether enlisted, enrolled, or drafted into active service in the military or naval forces of the United States, and include noncommissioned and petty officers and members of training camps authorized by law.

The administration of the act is placed in the Bureau of War-Risk Insurance, Department of the Treasury. Two new divisions are
The act may be divided into four parts—aid to families; compensation for death or disability; reeducation; and insurance.

Aid to families.—This section applies to enlisted men and does not include commissioned officers. It provides for aid to dependents while the enlisted man is in active service through allotments of pay supplemented by Government allowances. The allotment is compulsory as regards wife and children, and is to be not more than half the pay and not less than $15 a month. Except for these limitations, it must be equal in amount to the Government allowance specified in the act. It may be waived if the wife produces evidence of her ability to support herself and the children in her custody. Exemption may be granted for good cause. If one-half of an enlisted man’s pay is not allotted, that portion remaining may be required, on direction of the Secretary of War and the Secretary of the Navy, respectively, to be deposited to his credit, and is to bear interest at the rate of 4 per cent per annum, compounded semiannually.

The family allowance, supplementing the allotment of pay by the enlisted man, is not to exceed $50 a month. The beneficiaries under this provision are divided into two classes: Class A, wife (including former wife divorced who has not remarried and to whom alimony has been decreed) and children; and Class B, grandchild, parent, brother, or sister. Allowances to wife and children are not conditioned upon need or extent of dependency, but are to be granted to all receiving compulsory allotments of pay. Allowances are to be made to members of Class B only when they are dependent in whole or in part on the enlisted man, and when a monthly allotment of pay equal to the amount of the family allowance is made, except that the maximum monthly allotment required is one-half of his pay and the minimum is $15 if the enlisted man is making no allotment to a member of Class A, and $5, or one-seventh of his pay, if he is contributing to members of Class A. Exemption from allotment to members of Class B as a condition of allowance to them may be granted.

The amount of the monthly family allowance is to be determined according to the following schedule:

<table>
<thead>
<tr>
<th>Class A</th>
<th>Monthly Allowance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wife but no child</td>
<td>$15.00</td>
</tr>
<tr>
<td>Wife and 1 child</td>
<td>$25.00</td>
</tr>
<tr>
<td>Wife and 2 children</td>
<td>$32.50</td>
</tr>
<tr>
<td>Maximum for wife and children</td>
<td>$50.00</td>
</tr>
<tr>
<td>Motherless child</td>
<td>$12.50</td>
</tr>
<tr>
<td>2 children</td>
<td>$20.00</td>
</tr>
<tr>
<td>3 children</td>
<td>$29.00</td>
</tr>
<tr>
<td>4 children (with $5 additional for each additional child)</td>
<td>$39.00</td>
</tr>
</tbody>
</table>

If the entire $50 a month is not used for members of Class A, then the balance goes to Class B, as follows:

| 1 parent                        | $10.00            |
| 2 parents                       | $20.00            |
| For each grandchild, brother, sister, and additional parent | 5.00 |

But the allowance, together with the allotment to members of Class B, cannot exceed the average sum habitually contributed by the enlisted man to their support monthly during the year preceding
enlistment or the enactment of the law. As between members of each class, the Bureau of War Risk Insurance has the right of apportionment.

The term "child" is limited to unmarried persons either under 18 years of age, or of any age if insane, idiotic, or otherwise permanently helpless, and is defined to include not only a legitimate child but also a child legally adopted before April 6, 1917, or more than six months before entrance into service; a stepchild, if a member of the man's household; and an illegitimate child, but only if acknowledged by instrument of writing signed by the father, or if the father has been judicially ordered to contribute to the child's support, and only if born in the United States or in its insular possessions (unless born previous to Jan. 1, 1918). For an illegitimate child to whose support the father has been judicially ordered or decreed to contribute, the monthly compulsory allotment and the family allowance together are not to exceed the amount fixed in the order or decree.

The term "parent" includes parents, grandparents, and step-parents, both of the person in the service and of the wife or husband.

Compensation for death or disability.—The act provides for compensation in case of death or disability resulting from personal injury suffered or disease contracted in the line of duty by any commissioned officer or enlisted man or member of the Nurse Corps of the Army or Navy. But no compensation is to be paid if the injury or disease has been caused by his own willful misconduct.

In case of death the compensation provided for children, and the compensation provided for a widow if the marriage was contracted not later than 10 years after the injury, is as follows:

- Widow alone: $25.00
- Widow and 1 child: $35.00
- Widow and 2 children (with $5 for each additional child up to 2): $47.50
- Motherless child: $20.00
- 2 children: $30.00
- 3 children (with $5 for each additional child up to 2): $40.00

A widowed mother is to receive $20, but the amount payable to all dependents specified is not to exceed $75. If the widowed mother is receiving compensation for the death of her husband, she receives none for the death of a child; and in any event she receives no compensation for the death of more than one child. The compensation is payable only if she has been or would have been dependent upon the deceased for support.

The payment of compensation to a widow or widowed mother is to continue until her death or remarriage; to a child until he has reached the age of 18 years or marries, or, if the child is insane, idiotic, or permanently helpless, during his incapacity.

In case of total disability the principle of compensation based on number of dependents is adopted, as follows:

- Neither wife nor child: $20
- Wife, but no child: $45
- Wife and 1 child: $55
- Wife and 2 children: $65
- Wife and 3 or more children: $75
- No wife, but 1 child (with $10 for each additional child up to 2): $40
If the injured man has a widowed mother substantially dependent upon him for support, $10 is added to the amounts specified. If he is in constant need of a nurse or attendant, an additional sum is to be paid not to exceed $20 per month. The rate of compensation for the loss of both feet or both hands or both eyes, or for becoming totally blind or helplessly and permanently bedridden from causes occurring in the line of duty is $100 per month, regardless of whether a man is married or unmarried, and with no allowance for nurse or attendant.

The monthly compensation for partial disability is to be determined according to a schedule of reductions in earning capacity from specific injuries based on the average impairments in earning capacity resulting from such injuries in civil occupations. In addition to the compensation provided the United States is to furnish reasonable governmental medical, surgical, and hospital services, as well as supplies, such as artificial limbs and trusses.

No compensation is payable for death or disability which does not occur prior to or within one year after discharge or resignation from the service, unless the injured person at the time of his discharge or resignation was suffering from injury likely to result in death or disability, as certified to by the director of the bureau after medical examination made within a year (or less, as determined by the regulations) after leaving the service. No compensation is payable for any period more than two years prior to the date of claim therefor, nor is any increase in award to revert back more than one year prior to the date of claim therefor. Compensation is not to be paid while the person is in receipt of service or retirement pay. The existing pension laws are no longer applicable to persons now in or hereafter entering the military or naval service, except in so far as rights accrued before the passage of the act. Compensation for members of the Nurse Corps is in lieu of compensation under the civil employees' compensation act.

If the injury or death is caused under circumstances creating a legal liability upon some person other than the United States or the enemy to pay damages therefor, the beneficiary under this act, as a condition to payment of compensation by the United States, must assign to the United States any right of action he may have or any money received in satisfaction of such liability. Any money realized thereon by the United States is to be placed to the credit of the compensation fund.

The act provides that the rate of pension for a widow of an officer or enlisted man who served in the Civil War, the War with Spain, or the Philippine insurrection now on the pension roll or hereafter to be placed on the pension roll and entitled to receive less than $25 a month shall be increased to $25 a month. This does not affect additional allowances provided by existing pension laws for children and is not to be construed to reduce any pension. The administration of this section relating to widows of veterans of former wars is left with the Commissioner of Pensions.

Reeducation.—An important feature of the law is the provision that contemplates future legislation relative to rehabilitation, reeducation, and vocational training for men suffering from injuries
commonly causing permanent disability. The present law provides that if, while pursuing such a course, the injured person is prevented from following a substantially gainful occupation, a form of enlistment may be required which will bring the person into the military or naval service and will entitle him to full pay as during the last month of his active service and his family to family allowances and allotment. The act further provides that compensation shall be suspended during willful failure to take or follow the course, but shall be continued without reduction notwithstanding any success in thereby overcoming the handicaps due to the injury.

Insurance.—The insurance provisions of the act are intended to give every commissioned officer and enlisted man and member of the Nurse Corps (female) the opportunity to secure greater protection than the other sections of the act provide. The United States grants insurance against death or total permanent disability on application to the bureau without medical examination in any multiple of $500, not less than $1,000, and not more than $10,000. As the Government assumes the entire war risk and cost of administration, the premium rates are the net rates. They are based upon the American Experience Tables of Mortality and interest at 3½ per cent per annum. During the period of the war the insurance is to be term insurance for successive terms of one year each. It must be converted within five years after the termination of the war into one or more of such usual forms of insurance as may be provided, no medical examination being required. The premiums for term insurance are different for each age. Typical examples are:

- Age 21: $3.25 per month for $5,000 insurance.
- Age 31: $3.50 per month for $5,000 insurance.
- Age 41: $4.10 per month for $5,000 insurance.
- Age 51: $6 per month for $5,000 insurance.

Larger and smaller amounts are proportionate thereto.

This term insurance is analogous to fire insurance. It gives protection during each month that it is continued; but if a man stops paying he gets nothing back. As the rates advance with each birthday and are extremely high in old age it is not a desirable kind of insurance to continue permanently. For these reasons conversion is required within five years after the termination of the war into one of the more usual forms of insurance under which there can be the possibilities of extended and paid-up insurance and loan and surrender values if a man stops paying.

Payments of premiums will be deducted from the pay or deposit of the insured unless otherwise requested by him. The insurance is payable in 240 equal monthly installments. A $5,000 policy would yield installments of $28.75 per month. Larger and smaller policies would yield proportionate amounts. The insurance is not assignable and is not subject to the claims of creditors of the insured or of the beneficiary.

The insurance must be applied for within 120 days after enlistment or after publication of the terms of the insurance contract; but if a person dies or is totally disabled within this period, and has not applied for insurance, he is deemed to have applied for such insurance, and he receives $25 a month for life after total permanent dis-
ability. After his death this $25 a month is continued as long as a widow, child, or widowed mother survive him, but not more than 20 years in all. If the insurance is applied for, it may be made payable not only to these beneficiaries but also to a parent, grandchild, dependent brother, or dependent sister, as defined in the law. The insured may at any time change the beneficiaries, but the class of beneficiaries may not be extended.

JUVENILE DELINQUENCY AND DEPENDENCY.

The study of child welfare in warring countries shows little published material available on juvenile delinquency and dependency. Apparently there has been a marked increase in juvenile delinquency in England and Germany due to the extraordinary temptations, incitements, and neglect inevitable under war conditions.

The number of children dependent upon the State for support has of course increased with war conditions. In the measures designed to care for such children the effort is seen to assure them as normal an upbringing as possible. Instead of sending orphaned children immediately to institutions when they have no relatives or friends to care for them, the effort is to place them with families which, when effectively supervised, can offer them a better substitute for care in their own homes than an institution can usually offer. Striking evidence of the State's recognition of its duty toward dependent children is found in the French law of July 24, 1917, making "wards of the nation" all the children of her soldiers and civilians who had been killed, wounded, or incapacitated for wage earning. Their title to the State's protection and guardianship is legally recognized, and the State takes the responsibility of supervising their education, of providing them with homes in families or in some of the institutions already organized for caring for dependent children, and of placing them where they can receive technical and manual training. Italy has passed a similar law.

THE PROBLEMS OF ILLEGITIMACY IN WAR TIME.

As one result of the bureau's studies of child welfare in the warring countries, Miss Emma O. Lundberg, head of the social service division of the Children's Bureau, presented a brief paper at the National Conference of Social Work upon "Illegitimacy in Europe as affected by the War." She shows that few reliable figures concerning vital statistics in Europe since the war have reached this country. This is especially true of Germany, Austria-Hungary, and Russia. She states that such figures as are available indicate that the actual number of births, both legitimate and illegitimate, have decreased since the war; but the decrease in illegitimate births has been proportionately less than that in legitimate births. The evidence obtainable does not bear out the reports that have been circulated of widespread increase in illegitimacy. No figures are available for the invaded areas. It has been found that:

In England and Wales between 1913 and 1916 the number of illegitimate births decreased two-tenths of 1 per cent. In the same period the total births decreased 10.8 per cent. The percentage of illegitimate births to total births showed a rise from 4.3 in 1913 to 4.8 in 1916.

Provided by the Maternal and Child Health Library, Georgetown University
Most of the changes since the beginning of the war in regard to the status and support of children born out of wedlock have been made for the purpose of extending State aid to the children of soldiers. They have been a result of the recognition of the need for adequate support of all children and concern for their welfare as indispensable to the welfare of the State.

In England the statutes have been amended so as to permit issuance of separation allowances for illegitimate children, provided the child’s status in relation to the father had been established prior to mobilization or enlistment. In Germany the law on allowances for soldiers’ families has been amended to include illegitimate children under 15 if the obligation to support had been determined. In cases of illegitimate children born after the beginning of the war the putative father who is in the service is examined regarding paternity by the military judicial officer. In Austria the new law puts on the father the obligation to furnish to the mother the cost of confinement, of her maintenance during six weeks following, and later expenses if necessitated by consequences of confinement. Birth-registration authorities are required to report to the district court cases of illegitimate birth. When necessary for the protection of the child the court takes steps to secure legal recognition of paternity and secures support from the father. The same pension is given to illegitimate as to legitimate children. France has provided for the legitimation of illegitimate children by the subsequent marriage of their parents. Soldiers and sailors are authorized to marry by proxy in times of war in case of pregnancy of future wife, or where there are children to be legitimated. Italy has also legalized marriage of soldiers by proxy.

No large and unusual undertakings have been initiated for the care of illegitimate children, but the means already existing for securing their welfare have been reenforced and extended.

In England the local government board in its annual report for 1915–16 stated that there was great need for increased supervision of the welfare of illegitimate children and recommended keeping the infant with the mother so far as possible during the first year of life. The benefits of maternity insurance apply to unmarried as well as to married mothers. The reports of the committee on the health of munition workers emphasize the need for maternity care for married and unmarried mothers.

The German authorities have recognized the importance of protecting unmarried mothers and illegitimate children. Maternity benefits are provided in case of the birth of an illegitimate child if the father’s obligation to support has been determined. In Leipzig all illegitimate babies, as well as babies of the poorer classes, are brought under the city’s care as an experiment in child welfare during the war.

The illegitimacy rates in the United States for which figures are obtainable have always been considerably lower than in most European countries. Yet to a smaller extent the problem exists here, and in making plans for Government allowances the question of support of illegitimate children of members of the military forces must be considered.
It is a notable feature of the mobilization of the American Army that the Secretary of War has organized a commission known as the Commission on Training Camp Activities, and that national agencies have undertaken to cooperate in providing recreational facilities and decent social opportunities for the men in the camps.

Evidence of the anxiety for the protection of the men in the training camps and of the girls in the towns in which cantonments are located is found in the bureau's correspondence. The persistent rumors of an increasing illegitimacy rate led various public-spirited persons to urge the bureau to gather information as to the size of the problem, and to suggest means of caring for the children of unmarried mothers.

Upon consulting Hon. Raymond B. Fosdick, chairman of the Commission on Training Camp Activities of the War Department, it was found that similar rumors had reached his office. Published statements mentioning three towns near camps where many girls were said to have become pregnant had led to a searching inquiry into the conditions in those towns.

Absolutely no foundation could be found in any one of the three towns for the statements made about the girls there.

A correspondent of the bureau, the superintendent of a society devoted to the protection of unmarried mothers and their children, wrote of large numbers of girls reported pregnant by soldiers in two different localities, and quoted reputable authorities. As he suggested Government action he was urged to trace these rumors to their sources so as to give a reliable basis for consideration. A few weeks later he wrote that the conditions had been greatly exaggerated.

After further investigation he said, "It was a case of rumors added to rumors equaling facts" in the minds of his informants.

The danger that instances of illegitimacy will result from the camps exists, of course. It can be reduced to a minimum by our recognition of the danger and by the vigorous efforts of public and private authorities to protect both the boys and the girls. Undoubtedly the alertness of Army and Navy officials in this country to the need of providing decent opportunities for social life among the mobilized troops will be an important factor in preventing the rise of the illegitimate birth rate here.

Protection must be afforded by proper policing, but far more by provision of (1) ample social opportunities; (2) ample hotel and boarding-house space of unquestionable character at reasonable prices, made available for every woman old or young who visits a cantonment town for any legitimate reason; (3) suitable chaperonage when needed or desired; (4) competent woman guides to meet incoming trains.

For the lack of any or all these safeguards young men and women can not be held accountable. To provide them effectively is the business of officials and of civilians no longer young.

The bulk of all protective work must be done locally. It will cost much money, much self-sacrificing, exacting toll on the part of salaried and volunteer persons. But it is a needed patriotic service of a high order, the good effects of which will last far into the peaceful future.
CHILD LABOR.

The British colonies, notably Canada, Australia, and New Zealand, have thus far maintained their standards of labor.

The latest reports from England, France, and Italy show that the earlier granting of special war-time exemptions is already recognized as injurious to children, and great efforts are made to restore or to improve the regulations in force before the war. This is particularly true of France and England. The reports of the British committee on the health of munition workers have repeatedly called attention to the injury to young persons of long hours and night work, while the board of education has been concerned with the exemptions which have withdrawn children from school for work upon the farms.

In Great Britain also a special committee on juvenile education in relation to employment after the war recommended a reorganization of elementary education. They would render both factory work, and farm work during school term, impossible for children under 14 by providing compulsory education under that age without exemptions. They emphasize the point that the educational needs of rural children are quite as pressing as those of town children. And they propose that all young persons up to the age of 18 shall have eight hours’ schooling per week in daytime continuation classes within the legal hours of labor and that this measure shall be compulsory alike upon employer and employee. The British educational budget for 1917-18 presented by the board of education included the largest increase over that for the preceding year known in the history of the board. In stating the case for these estimates Mr. Herbert Fisher, president of the board, indicated that it was the intention of the board to follow up the immediate improvements for which the increase was requested with further measures making effective these recommendations of the committee. It is reported that a bill embodying these standards was introduced in the House of Commons in August.

In like manner France has under consideration an educational bill which proposes a system of continuation classes and requires part-time school attendance during working hours by all children under 17. We are told that this bill has the indorsement of the minister of commerce and of business interests in all parts of the country.

The English Report upon Juvenile Education in Relation to Employment After the War emphasizes the great importance of physical training and hygiene for boys and girls during the whole school period. France, too, is making plans for physical training in her schools. Neither in the British report nor in the pending education bill is there any mention of military training in the schools. Nor is military training mentioned in the French education bill. As is well known, France tested military drill in the schools and abandoned it some 15 years ago.

The official attitude of France toward the necessity of maintaining in war time the standards of the labor legislation secured in time of peace is shown in the words of M. Albert Thomas, the French minister of munitions, who has stated in the French official Bulletin des Usines de Guerre that “there is a close relation between the condi-
tions in which we place our workers and the improvement or the increase of our war products. For the very sake of the national defense we must conserve all their physical strength for the workers who are responsible for the manufacture of arms and for the output of our factories." The practical bearing of this statement is shown by the fact that France, after almost two years of war-time exemptions by which children were allowed to work at night in special cases, restored the night-work prohibition for girls under 18 and provided that other night workers should be subject to medical supervision.

A report on Child Labor in Warring Countries is now in press and will be available for distribution in advance of this report. It presents details of the exemptions from labor and school-attendance laws which have been permitted, notes on the efforts to restore former standards, and an outline of plans for the future.

INFANT AND MATERNAL WELFARE.

Great Britain achieved in 1916 the lowest infant mortality rate ever recorded for England and Wales; a fact made more remarkable by the rate for 1915, the first war year, which was higher than that for several preceding years.

The development of work for infant and maternal welfare from public funds in Great Britain, Germany, and the city of Paris bear striking witness to the importance of generous expenditure for the protection of infancy as a measure of war economy and for the prevention of waste. The measures by which these countries and the city of Paris have tried to increase their protection of mothers and babies were briefly described by Dr. Grace L. Meigs in a paper on Infant-Welfare Work in War Time, read at the last National Conference of Social Work. This paper was afterwards published in a more detailed form in a scientific journal, and reprints have been secured by the bureau for distribution.

In describing the work for infant and maternal welfare in England and Wales, Dr. Meigs says:

Among all the countries the experience of England since the war began is especially interesting and valuable to this country. * * *

In England, practically from the first day of the war, extraordinary measures have been taken to maintain and increase all means looking to the protection of mothers and babies. The part played by the national Government is perhaps the most salient point in this work.

It happened that just before the war Parliament was considering a grant to aid local sanitary authorities and voluntary agencies in carrying out such plans for maternal and child welfare as were approved by the local government board. The grants made yearly to such work might amount to one-half of its total expense. In a memorandum bearing the interesting date of July 30, 1914, the local government board gave the details of what such schemes should include, divided into measures for antenatal, natal, and postnatal care. The systematic home visiting of infants and young children was dwelt on, as well as the carrying on of centers for infant and maternal welfare. Especially emphasized were the need of coordinating public and private work; the importance of providing proper prenatal and obstetrical care; and the desirability of giving greater attention to the care of the child between infancy and school age.

This grant before the war fortunately placed in the hands of the local government board a powerful means for stimulating and helping work for infant and maternal welfare after war began; and the board has used it with great success. Throughout it has taken the stand that in war time, in spite of the general need for economy, no economy should be exercised in this direction.
In concluding, Dr. Meigs makes the following suggestions:

1. No hasty conclusions should be drawn that the war makes immediately indispensable in this country such palliative measures as the increase of day nurseries or the supervision of pregnant women working in factories, to which dire necessity has driven certain foreign countries. Study is necessary to show how present and future economic and industrial conditions will affect the number of pregnant women and of mothers of young children employed in factories, and what measures are needed under these conditions.

2. The chief preventive measure for protecting babies is to insure their intelligent care and nursing by healthy mothers in their own homes.

3. The disorganization of infant-welfare work through the loss of physicians and nurses especially trained for it is an imminent danger and should be avoided if it can be done. In view of the greater demand for nurses, every effort should be made to enlist a large number of candidates for hospital training courses.

4. The preventive work for infant and maternal welfare already established should be strengthened and extended; and nothing should be considered more important in war time.

THE PUBLIC PROTECTION OF MATERNITY AND INFANCY WITH FEDERAL AID.

The understanding is growing in the United States that permanent success in reducing infant mortality can be achieved only in connection with the protection of mothers.

The infant mortality studies of the Children's Bureau show that an adequate income earned by the father of a family is a sine qua non of safety for babies. Its studies indicate also the injurious effect upon infant life when women are obliged to leave young babies and go to work and when they are obliged to work immediately before the birth of their children. Laws to prevent such work are only an apparent remedy. They do not prove enforceable in practice, and the sheer forbidding of a woman's earning money to eke out an existence may simply condemn her and her family to greater privation.

Diagram II, which shows the decline of the number of wage-earning mothers as fathers' incomes increase, affords proof enough, were proof needed, that, as was said earlier in this report, women with young families do not go into mill and factory from wayward preference for industrial life.

With the economic aspects of this great matter the bureau is empowered to do no more than to point out, as its studies proceed, the persistent coincidence of fathers' low earnings and high infant death rates.

There is a question, however, now pressing for attention which affects not only the lowest income groups but the greater share of American mothers; it is how to make promptly and uniformly available for all mothers and children, irrespective of income, in town and country alike, the services of nurses, doctors, conference centers, and hospitals.

And here the study of foreign experience is especially timely. The local government board of Great Britain in a 1917 report emphasizes the necessity for increasing the protection of mothers and babies and describes the program now in operation, which is justified by the improved infant mortality figures for the many separate sanitary

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districts of England and Wales, where with marked uniformity decreases appear for the second year of the war as against the first. At the same time the average figures for England and Wales show an infant mortality rate for 1916 of 91, as against an average yearly rate of 110 for the period 1911-1914. The chief features of the local government board's program are:

1. The extension of money grants by the local government board to local sanitary districts under carefully specified conditions.
2. The notification of births to the local medical officer of health within 36 hours. (Registration may be made within six weeks.)
3. The establishment of centers for hygienic and medical advice for mother and babies.
4. Provision for proper care at childbirth.
5. Sufficient arrangements for hospital care when necessary.
6. Home visiting by health visitors.

The duties of health visitors are educational as well as practical. Many of the visitors are nurses. It is plain that their work is closely analogous to that of the public-health nurse in the United States.

It is of special interest to this country that the program of the local government board covers rural as well as urban areas.

One of the early bulletins of the Children's Bureau described the activities of the New Zealand Society for the Health of Women and Children. The success of New Zealand in securing and maintaining for a considerable term of years lower infant mortality rates than those recorded for any other country is well known.

The New Zealand Year Book for 1916 exhibits no increase of infant mortality thus far in war time. It contains a table for five years, including the war year 1915, which shows the deaths of infants under 1 year of age for every 1,000 births in New Zealand and a comparison with those of the Australian Commonwealth. From this table the following columns are taken:

<table>
<thead>
<tr>
<th>Year (1911-1915)</th>
<th>New Zealand</th>
<th>Australian Commonwealth</th>
</tr>
</thead>
<tbody>
<tr>
<td>1911</td>
<td>58.31</td>
<td>68.49</td>
</tr>
<tr>
<td>1912</td>
<td>53.22</td>
<td>71.74</td>
</tr>
<tr>
<td>1913</td>
<td>54.17</td>
<td>72.21</td>
</tr>
<tr>
<td>1914</td>
<td>51.26</td>
<td>71.47</td>
</tr>
<tr>
<td>1915</td>
<td>50.65</td>
<td>67.52</td>
</tr>
<tr>
<td>Mean of 5 years</td>
<td>53.63</td>
<td>70.29</td>
</tr>
</tbody>
</table>

It will be noted that the rates for New Zealand are substantially and consistently lower than those of the Australian Commonwealth for each of the five years. An effort has been made to learn the reasons of this difference.

Full details as to the care provided for maternity and infancy in New Zealand and the Australian Commonwealth are not available, but certain outstanding facts as to the provisions made in the respective countries would appear to indicate that the special methods em-
ployed in New Zealand have a share in causing the differences shown in the table. For the last nine years New Zealand has prosecuted a vigorous educational campaign, carried on by the Government and by the New Zealand Society for the Health of Women and Children. The society describes itself as being one for mutual helpfulness and mutual education in the field indicated by its name. Its chief aims are (1) to uphold the sacredness of the body and the duty of health; (2) to acquire and disseminate accurate information and knowledge on matters affecting the health of women and children; (3) to train specially and to employ qualified nurses whose duty it will be to give gratis, to any member of the community desiring such services, sound reliable instruction, advice, and assistance on matters affecting the health and well-being of women and their children.

The society has more than 80 branches scattered over the country, according to the 1916 report. It issues a book on the care of mother and baby, secures constant and generous cooperation from the press, conducting a baby column in most of the newspapers throughout the country, holds many meetings, has a special hospital in Dunedin where infants who are sick or not flourishing can be cared for and watched until a proper regimen is established for the individual case and the mother fully instructed. Traveling or visiting nurses furnish instruction and actual care. The Government also employs visiting nurses for the remote "back blocks." In some instances these nurses are also responsible for small cottage emergency hospitals at their stations. The Government maintains four maternity hospitals, which are intended to be self-supporting. It also publishes and distributes, free of cost, books dealing in a practical manner with the hygiene of maternity and infancy. It cooperates effectively with the Society for the Health of Women and Children. Thus throughout this comparatively new pioneer State a fairly complete plan is in operation making available to a prepondering number of the mothers of New Zealand in country and town alike information, nursing, medical, and hospital service.

The Commonwealth of Australia makes an allowance of £5 when a child is born. The yearly number of births and the total bestowal of the cash allowance is indicated as follows:

<table>
<thead>
<tr>
<th>Calendar year</th>
<th>Number of births</th>
<th>Total Government allowance at £5 each</th>
</tr>
</thead>
<tbody>
<tr>
<td>1913</td>
<td>135,714</td>
<td>£674,995</td>
</tr>
<tr>
<td>1914</td>
<td>137,943</td>
<td>£689,728</td>
</tr>
<tr>
<td>1915</td>
<td>134,871</td>
<td>£669,355</td>
</tr>
<tr>
<td>1916</td>
<td>131,428</td>
<td>£652,082</td>
</tr>
</tbody>
</table>

Notwithstanding the general acceptance of the £5 allowance, it is computed that 36.4 per cent of the births in the last year for which information is available were unattended by a physician. The Report on Infantile Mortality submitted to the Parliament of the Commonwealth of Australia in June, 1917, by the Committee Concerning Causes of Death and Invalidity in the Commonwealth, strongly urges
the adoption of a general scheme of practical measures such as have been outlined above in order to lessen the present infant mortality rates in that country.

In August, 1917, the same committee submitted the Report on Maternal Mortality in Childbirth. Figures are given to show that, although there was a fall in the death rate after the introduction of the payment of maternity bonuses, yet this fall was not so great as the fall during the preceding years. The report concludes with the following paragraphs:

Speaking generally, your committee is of the opinion that much greater benefit could be obtained from the large sum of money spent annually than is being obtained under the present system, and that as the wastage of life and damage to health now occurring in connection with childbearing is due to the ignorance of the mother and lack of skilled care such improvement should be sought in two directions:

(1) The provision of every facility for pregnant women to obtain skilled advice before the confinement occurs.

(2) The provision of trained attention by a properly qualified and properly supervised midwife or nurse during the lying-in period.

The exact method by which the latter of these highly necessary measures is to be accomplished should be a matter for further earnest consideration.

Information is necessary concerning the causes of illness as well as the causes of death amongst women during confinement. With the economic aspects of the direct payment to women of a cash bonus, your committee is concerned only in so far as the health and lives of the women are affected.

In the opinion of your committee, however, there is imperative need for the immediate extension of existing facilities for pregnant women to obtain skilled advice concerning their health before their confinement, and the Commonwealth Government might well provide financial assistance to enable women's hospitals and similar institutions to inaugurate or extend such branches of their activity, and might even undertake the provision of such facilities in places where they are as yet nonexistent. The return to the community would almost certainly more than compensate for the expenditure involved.

Throughout the United States, in town and country, the protection of maternity and infancy is a national problem. Rural needs have been comparatively little realized, but the reports of the Children's Bureau and of the Department of Agriculture show their existence. Is it not evident that the public must assume this responsibility, and that the duty can not be discharged by cash allowances alone; but that a nation-wide program, which shall embrace many activities, is needed?

A program for the United States should include no less than—

1. Public-health nurses, who shall be available for instruction and service as are the public-school teacher and other public officers. Many hundred municipal nurses are already thus employed in the principal cities of the United States, a few are already at work in the country, and the specialization necessary for the protection of mothers and infants would only extend a system already approved.

2. Instruction in schools and universities, and through different forms of extension teaching, covering the field of hygiene for mothers and children, furnished at such places and times as to meet the needs of persons of varying ages and circumstances.

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Provided by the Maternal and Child Health Library, Georgetown University
3. Conference centers at county seats or elsewhere, affording convenient opportunity to secure examination of well children and expert advice as to their best development.


5. Hospital facilities made available and accessible for mothers and children.

New Zealand in 1916 reports an infant mortality rate of 50.05, while the United States in 1915 reports an infant mortality rate of 100 for the birth-registration area, and the most favorable rate for a State is that of 70 for Minnesota. Of the 10 States in the birth-registration area in 1915, 6 have rates more than double New Zealand's. Can this country begin a more humane and reasonable public duty than to recognize its responsibility for the care of all its mothers and children? Can we afford to disregard the experience of other countries? Why should not Minnesota enter the race with New Zealand?

It cannot be made too clear that no one is qualified to state a reasonable infant death rate. Were justification needed for Dr. Newsholme's oft-quoted dictum that if children were well born and well cared for the infant death rate would be negligible, it can be found in the report of the local government board of England and Wales on maternity and child welfare, issued in 1917, to which reference has been made above. Figures are given showing for certain small favorable areas mortality rates markedly lower than those recorded for any district in any one of the cities thus far studied by the Children's Bureau; in other areas, where higher infant mortality rates ordinarily prevailed, considerable decreases are evident. They are attributed in large part to the Government grants which have aided in the introduction of public-health visitors, infant consultation centers, hospital facilities, and education in the care of mother and child, and to the notification-of-births act which makes prompt assistance possible. In view of the recent reductions in the English rates we may well be concerned by the high averages in American cities and rural areas.


On May 8, 1914, Congress passed what is popularly known as the Smith-Lever Act, "To provide for cooperative agricultural extension work between the agricultural colleges in the several States receiving the benefits of an act of Congress approved July 2, 1862, and of act supplementary thereto, and the United States Department of Agriculture." It provides:

Sec. 2. That cooperative agricultural extension work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics to persons not attending or resident in said colleges in the several communities, and imparting to such persons information on said subjects through field demonstrations, publications, and otherwise; and this work shall be carried on in such manner as may be mutually agreed upon by the Secretary of Agriculture and the State agricultural colleges or colleges receiving the benefits of this act.

A certain sum is allotted annually to each State and additional sums are provided, increasing annually during a term of years until
a maximum is reached, to be distributed among the several States which shall comply with the terms of the act. No payment beyond the original sum shall be made in any year to any State until an equal sum has been appropriated for that year by the legislature of such State or provided by State, county, college, local authority, or individual contributions from within the State, for the maintenance of the cooperative agricultural extension work provided for in this act."

All the States assented to the provisions of the act during the first year after its passage. In like manner the Federal Government may grant appropriations to States in aid of maternity and infant protection to be distributed in local areas where investigation shows need and where contributions are duly authorized from State and county funds in such proportions to the Federal fund as may be determined.

In the effective work already going on under State boards of health having child-hygiene divisions, through the extension service of the home-economics departments of many State universities, and through the county agents of the Department of Agriculture and of the land-grant colleges a basis is already prepared for a nation-wide movement which would be made possible by an act of Congress permitting appropriations from Federal funds for the public protection of maternity and infancy.

**BRIEF WAR-TIME PROGRAM.**

This report mentions the studies the bureau is carrying on of the provisions for children in the warring countries, and reference is made to these studies for fuller information as to the heroic efforts of civilians to guard children from death and physical weakness, from ignorance, from untimely work, and from delinquency in countries under the greatest war strain.

In the light of observations made by the bureau for the past five years in this country this report also describes certain present needs of children here, all now more urgent because the Nation is at war and all to be met only by patriotic effort and sacrifice on the part of our civilian population.

The pressing essentials of a reasonable child-welfare program for the United States in war time may be condensed under four heads:

I. Public protection of maternity and infancy. (Last year 15,000 mothers and 300,000 children under 5 years of age died. Most of the deaths were preventable.)

Essentials: (a) Public-health nurses and suitable medical attention; (b) the care of babies by their own mothers under decent home conditions.

II. Mothers' care for older children.

Essentials: (a) Adequate living incomes; (b) family allowances for soldiers' families; mothers' pensions for civilians; (c) special provision for extraordinary needs, so far as required to enable mothers of older children to afford the home comfort and protection which are the best safeguard against delinquency.
III. Enforcement of all child-labor laws and full schooling for all children of school age. Standards should be maintained in spite of war pressure.

IV. Recreation for children and youth, abundant, decent, protected from any form of exploitation.

Respectfully,

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

JULIA C. LATHROP, Chief.