This page is blank in the original document.
## CONTENTS

<table>
<thead>
<tr>
<th>Topic</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Child labor and its Federal control</td>
<td>5</td>
</tr>
<tr>
<td>Public protection of infancy and maternity</td>
<td>10</td>
</tr>
<tr>
<td>Juvenile courts and juvenile delinquency</td>
<td>17</td>
</tr>
<tr>
<td>Nutrition of the older child</td>
<td>21</td>
</tr>
<tr>
<td>&quot;Children's Year,&quot; a cooperative effort</td>
<td>21</td>
</tr>
<tr>
<td>General summary of the year's work</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td>3</td>
</tr>
</tbody>
</table>
SIXTH ANNUAL REPORT OF THE CHIEF, CHILDREN'S BUREAU.

UNITED STATES DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, October 14, 1918.

Sir: I have the honor to transmit herewith the sixth annual report of the Children's Bureau for the fiscal year July 1, 1917, to June 30, 1918.

The sixth year of the Children's Bureau, beginning July 1, 1917, lies wholly within the period of this Nation's participation in the war. Naturally the emphasis of the year's work has been upon the war-time care of children, which is more at hazard as industry and society are increasingly affected by the organization and maintenance of the military forces.

This report does not attempt to discuss all the work of the bureau for the year, the character and volume of which are indicated by the publications issued during the year and the studies in various stages of preparation, as listed under the general summary of the year's work (p. —). It refers especially only to a few matters which are of immediate importance now and which will be no less important in the period directly following the war. These are mentioned under the following heads:

2. Public protection of infancy and maternity.
3. Juvenile courts and juvenile delinquency.
5. "Children's Year," a cooperative effort.

CHILD LABOR AND ITS FEDERAL CONTROL.

On September 1, 1917, the United States child-labor law went into effect, one year after its passage, the delay being provided so that employers of child labor in the included industries might have abundant time for readjustment. The provisions of the statute are well known. In effect it forbade the employment of children under 16 in mines and quarries, of children under 14 in manufacturing establishments, and of children between 14 and 16 for more than eight hours in any day, six days in any week, after 7 o'clock in the evening or before 6 in the morning. It invoked the authority of Congress to regulate commerce among the States to prevent the transportation of goods from an establishment where children have worked in violation of the above standards within 30 days prior to the removal of the goods. The Secretary of Labor was charged with the administration of the law.

A board consisting of the Secretary of Labor, the Secretary of Commerce, and the Attorney General was directed to prepare rules and
regulations for administering the law. These were published in a tentative form and a public hearing was held for their consideration. Another hearing was held to discuss the proposed rules and regulations to which State factory inspectors and other State and city officials responsible for issuing working certificates were invited. Thus great effort was made to launch the law with a clear understanding of its provisions.

It is generally agreed that a good child-labor law should establish an educational minimum, a physical minimum, and an age minimum which a child must reach before he is graduated from the training period of his life into the wage-earning period. The United States child-labor law fixed no educational or physical standards. The age and hour standards which it laid down were not so high as the standards which certain States require; they are practically identical with those of a large number of States and are higher than the standards in some States. The southern textile States belonged to this last group, but there were other States in which the children benefited by the law. For example, in Connecticut and Rhode Island the children between 14 and 16 had their workday reduced from 10 to 8 hours; in Maine and Pennsylvania, from 9 to 8 hours. The canneries, exempt from the child-labor laws of many States, were specifically included in the Federal act.

The Child-Labor Division of the Children’s Bureau received from Congress an appropriation of $150,000 to be used for the study of conditions, the preparation of a plan for enforcement and for the actual enforcement of the first year. The division was organized May 1, 1917, with Miss Grace Abbott as director.

It is clear that with the appropriation allowed the bureau could not employ a sufficient number of agents to visit all the establishments covered by the law in all the States and Territories and the District of Columbia, inspect and report infractions, and issue working certificates. Nor, indeed, did the framers of the law intend so burdensome a piece of machinery. It was especially provided that in any State approved by the board an employment certificate or other similar paper as to the age of the child issued in that State “shall have the same force and effect as a certificate herein provided for.” Hence, with the approval of the Secretary of Labor, the policy of cooperation with State authorities wherever the State legal standards made this practicable was vigorously pursued, and wherever practicable State authorities were designated as Federal agents.

A few days before the law went into effect an injunction against its enforcement was secured in the western district of North Carolina. The father of two boys, one under 14 and one between 14 and 16, appealed for the right of the younger one to work and for the right of the elder to work without restriction as to hours. The injunction restraining the employer from discharging the boys was granted, and the Government appealed the case.

Under the law the dealer who shipped the products from the State of manufacture or production was protected against prosecution by a guaranty from the manufacturer or producer that the standards of the act had been observed. The demand for this guaranty soon became general and constituted a strong incentive for the observance of the law on the part of employers; indeed it resulted in
so general a demand from dealers that at the request of employers in the western district of North Carolina the Children's Bureau allowed its agents to issue certificates therein.

By June of the present year a well-organized system of administration had been developed which was constantly growing in efficiency. States with standards as high or higher than those of the Federal statute and with competent administering officials were working in excellent cooperation with the Government inspectors to the strengthening of both. In some States laws had been modified to make possible compliance with the certificating provisions of the new statute. In others the direct issuance of certificates by the officers of the Children's Bureau was securing an orderly procedure, returning many children to school, increasing the popular demand for schools, and incidentally showing the parents and the public the need of physical tests of fitness for work. Cases of willful violation had been successfully prosecuted, though this was the least important effect of the law.

On June 3, after the law had been in operation 273 days, the Supreme Court handed down a decision declaring it unconstitutional because the interstate-commerce clause could not be invoked to prevent child labor within the respective States. At first shock, that might seem conclusive, but an analysis of the majority and minority opinions of the court justifies the conviction that Federal legislation to protect children from labor had received not a defeat but only a stimulating setback. The court is unanimous that child labor is an evil.

The majority opinion states: "That there should be limitations upon the right to employ children in mines and factories in the interest of their own and the public welfare all will admit." And the minority opinion contains these words: "But if there is any matter upon which civilized countries have agreed *** it is the evil of premature and excessive child labor."

No aristocracy can be recognized in formulating a measure to protect children from premature and excessive labor. The only just measure is one which affords this immunity to every child. The separate varying statutes of 48 States create favored classes of children, and in the present war emergency this tendency is more baleful than ever before. Therefore, in view of the decision of the Supreme Court, it remains only to find a method of national limitation not repugnant to the Constitution.

Pending a new Federal law certain protection is afforded by the action of the President and by departmental agencies as follows:

Soon after the law went into effect a State labor inspector complained to the Children's Bureau that children were employed contrary to State law in laundries, restaurants, and similar establishments on military and naval reservations, and therefore not within his control. This matter was brought to the attention of the Secretaries of War and Navy, and both departments issued orders that on all reservations within their respective control the standards of the Federal law should be observed.

About a month after the law was declared unconstitutional a resolution of the War Labor Policies Board, which includes representatives of all the production and purchasing departments of the Gov-
The Government, directed that the standards of the Federal child-labor law should be written into all Government contracts as follows:

Laws and restrictions relative to labor: All work required in carrying out this contract shall be performed in full compliance with the laws of the State, Territory, or District of Columbia where such labor is performed, provided that the contractor shall not directly or indirectly employ in the performance of this contract any minor under the age of fourteen years, or permit any minor between the ages of 14 and 16 years to work more than eight hours in any one day, more than six days in any one week, or before 6 a.m. or after 7 p.m. This provision shall be of the essence of the contract.

* * * that the existing machinery of the Division of Child Labor, Children's Bureau, Department of Labor, should be utilized by all departments of the Government in administering the clause pertaining to the employment of children adopted by this Board on July 12 and inserted in all departmental contracts.

This accords with the long-established custom of the Government of letting its contracts on certain conditions. The conditions adopted were made on the theory that sustained efficiency in production is not promoted by the employment of children.

The President has assigned funds enabling the Child Labor Division of the Children's Bureau to proceed with the inspections necessary to the enforcement of the contract clause.

Since the Government is now directly and indirectly the greatest employer in the United States, a war-emergency protection is afforded by this action. Although frankly an emergency measure, it has for every thinking person great and heartening significance. It means that this country has been able to learn by European experience instead of waiting to learn by our own that the safeguarding of children is an essential part of winning the war. Children must do their war work in the schoolroom if they are to be equipped for their part in that exacting era which will follow the war. The whole world knows as never before the injury which war unavoidably inflicts upon childhood, and no efforts are more truly patriotic than the unheralded sacrifices by which the civilian populations of all Europe are struggling to keep their children alive, to protect them from toil, and to keep the schools open.

The report of the work accomplished while the child-labor law was in force is now in course of preparation and will be published as soon as practicable.

The act creating the Children's Bureau and directing it to investigate and report upon all matters pertaining to the welfare of children mentions especially the employment of children. It has therefore been possible for the bureau to continue with the force available under its general appropriations some brief studies of children at work and of the effect of the operation of the law upon the organization of the establishments where children were employed before the law went into effect.

An effort is under way to gather reliable information as to the number of children who at once returned to work when the law was declared unconstitutional. A recent sampling study in a single State appears to show clearly that in the 40 establishments considered no changes in equipment were made, no loss of profits shown, and in general only negligible disturbance resulted to the concerns. On the other hand, it appears that an immediate and marked increase in school attendance took place when the law went into effect and
ceased when the law ceased to operate. This study is to be continued in other typical States where the State law affords the children less protection than was given by the Federal statute.

The need of fuller information as to the amount of child labor, the tendency to increase or decrease in certain industries or at certain seasons, is particularly great now under the conditions created by the war. A plan is now in preparation which promises to secure material never before available. In cooperation with a committee of State officials appointed at a conference called by the War Labor Policies Board the bureau is preparing a plan of uniform reporting of work certificates issued to children in States having certificate requirements; the bureau will furnish the blanks and publish the returns. The value of such information does not need to be pointed out.

Attention has been called in earlier reports of the Children's Bureau to the fact that child-labor laws do not protect children in agriculture, and that, while no one would be disposed to dispute the wholesomeness of suitable farm life for children because of the varied occupations and interests it permits, on the other hand the rural areas where child labor was greatest according to the last census were also those showing the greatest illiteracy. The discovery of the number of young soldiers born in this country who are illiterate is humiliating and must lead to active measures to protect the boys and girls now growing up from work which interferes with proper schooling.

In this connection the law by which England has just determined a method of cutting the knot of rural child labor is of timely interest. The measure provides that all children shall attend school without exemptions or exceptions until the age of 14 years. Illiteracy will be destroyed at root by the operation of such a statute. The law also provides continuation school for at least 320 hours a year up to the age of 18, although this provision does not operate until the expiration of 7 years from the date of passage of the law. This law was passed by Parliament at the close of the fourth year of the war, when England had added a vast acreage to her tilled areas as a war necessity, when the young, able-bodied men had been swept out of the country and women were working the land in large numbers.

The Boys' Working Reserve of the Department of Labor has organized 250,000 boys and has made a record for useful service in agricultural work during the present season. The lower age limit has been kept steadily at 16 and the director has been emphatic in urging that younger boys are needed most in school. The principles are important in themselves and in their bearing upon the possible development of schools in which suitable farm work could be made a genuine part of the educational scheme.

During the coming year the Boys' Working Reserve will provide junior counselors in the local branches of the United States Employment Service whose first duty will be to make an effort to return to school those boys applying for positions. If argument fails and the boy insists on going to work, the counselor will urge that he take only a position that is best suited for his future development. The counselor will also arrange, if possible, for the boy to take up a continuation course of study best suited to the applicant's capabilities.
A further indication of the governmental attitude toward the prohibition of child labor is shown by the following order of the United States Employment Service:

The policy of the United States Employment Service is to discourage all children under 16 years of age from leaving school to enter industry.

In the placement of any child this service will conform to the Federal regulations with regard to the employment of children. In States where the age and hour standards prescribed by State laws are higher than Federal standards the policy will be to conform to the requirements of the State law.

In placing children in industry every effort must be made to place them in suitable positions and to investigate the conditions under which they will work.

N. A. SMYTH,
Assistant Director General,
United States Employment Service.

There can be no doubt that the time has come here when the whole subject of child labor should be considered anew with reference to education as the most effective and profitable means of control.

The back-to-school drive of Children's Year which will be undertaken by the Children's Bureau with the cooperation of the Child Conservation Section of the Council of National Defense and the many thousand committees represented by the section is intended to bring home to all parents of school children the economic gain of keeping children in school rather than allowing them to work even at war-time wages. It is intended also to show the successful instances of scholarship provision for promising school children who can keep on in school with such assistance. The scholarships are thus far raised by private effort, but are given, like scholarships in colleges and universities, because of superior standing and are awarded as a part of the educational plan in such a way as to stimulate self-respect. While this plan is now in operation in but a few cities it is of great interest, at least as a temporary expedient. A special circular has been prepared describing the organization of the plan, and will be sent out as a part of the work of the back-to-school drive.

The law creating the Children's Bureau directs that it shall investigate dangerous occupations and accidents affecting children. The need of such studies was pointed out in the third annual report of the bureau, but thus far it has not been practicable to undertake them. It is hoped that some progress may be made during the coming year in this important field. The increased national sense of the importance of physical and mental vigor in themselves and as the basis of the best citizenship will require that public care for the welfare of children and youth shall not cease when working papers are secured.

It is not irrelevant to add in conclusion that while child labor is a poverty problem in part, it is also a school problem and in large measure can be solved only by the provision of full time, well-equipped, adequately staffed schools which can prove to parents and children alike their economic value. In short, the school must help to solve the poverty problem. The immediate and universal development of the public schools is of national rather than local importance.

PUBLIC PROTECTION OF INFANCY AND MATERNITY.

This print is a reduction of an exhibit chart drawn in the form of a thermometer to illustrate the general relation between infant mortality and fathers' earnings as shown by eight combined studies of
As wages decrease the baby death rate rises.

Infant mortality rates according to fathers' earnings. Combined figures for eight cities.

<table>
<thead>
<tr>
<th>Income Range</th>
<th>Infant Mortality Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under $450</td>
<td></td>
</tr>
<tr>
<td>$450 to $549</td>
<td></td>
</tr>
<tr>
<td>$550 to $649</td>
<td></td>
</tr>
<tr>
<td>$650 to $849</td>
<td></td>
</tr>
<tr>
<td>$850 to $1049</td>
<td></td>
</tr>
<tr>
<td>$1050 to $1249</td>
<td></td>
</tr>
<tr>
<td>$1250 &amp; over</td>
<td></td>
</tr>
</tbody>
</table>

Provided by the Maternal and Child Health Library, Georgetown University
infant mortality made in the following cities: Johnstown, Pa.; Manchester, N. H.; New Bedford and Brockton, Mass.; Saginaw, Mich.; Akron, Ohio; Waterbury, Conn.; Baltimore, Md. The chart sums up the result of six years' study in so far as infant welfare and income are jointly involved. It represents intensive field investigation based upon interviews with mothers of nearly 23,000 live-born babies. (The similar diagram shown in the fifth annual report included Montclair but did not include Baltimore.) The death rate for the babies whose fathers earned less than $450 was 167.8 per 1,000 births, or more than 1 in every 6. When the fathers earned $1,250 or more, the death rate for their babies was 64.3, or 1 in 16. The two income groups, where fathers earned less than $550, together include 26.7 per cent of the babies. The next two groups ($550 to $849) include 36.9 per cent. In the group earning from $850 to $1,049 were 15.2 per cent of the babies. Only 18.2 per cent had fathers earning $1,050 and over, 6.2 per cent earning $1,050 to $1,249, and 12.0 per cent earning $1,250 or more.

At the present writing earnings are probably increased for all these income groups. The figures recently published by the Bureau of Labor Statistics of this department, however, showing general increases in cost of living, afford no indication that the advantage to infant life can be at this time in proportion to the presumable increase in fathers' cash earnings.

But there are aspects of infant welfare which require separate consideration, however much they may be affected by income. The bureau's studies of infant mortality in the cities mentioned and in rural communities of various types, and the analysis of the most recent census figures of infant and maternal deaths, show in ways not generally realized the dependence of the child upon the health and well-being of the mother before and after birth.

Year by year some 15,000 mothers in the United States have been dying in childbirth from causes which are largely preventable. The new figures now published by the Census Bureau for the year 1916 (16.3 per 100,000 population) indicate that since 1900 no decrease in maternal deaths had yet taken place. And physicians remind us that the women who die in childbirth are few beside those who suffer preventable illness or a lifelong impairment of health.

The loss involved is immeasurable. It does not stop with the loss of vigor and efficiency to the mother. It extends, in general, to the well-being of her home and her children; and, in particular, to the motherless infant who faces a peculiarly hazardous existence. For example, in two of the cities included by the Children's Bureau in its study of infant mortality, the mortality rate among babies whose mothers died during the year following birth is compared with the rate for all the babies in the city. In Waterbury the rate among the motherless babies is three times the average for the city; in Baltimore, five times the average for the city.

The prevention of maternal deaths involves the problem of making universally available and universally desired adequate care at childbirth and before. When this can be accomplished, a new step will have been taken in the prevention also of infant deaths among the large number of babies whose mothers escape the dangers involved in the lack of proper care. One-fifth (20.8 per cent) of the infant deaths reported for the death-registration area of the United
States in 1916 occurred less than 48 hours after birth, when the previous condition of the mother and the care she has received during pregnancy and confinement are the paramount factors in the vigor and resistance of her child. More than two-fifths of the infant deaths in 1916 occurred during the first month of life; for this period also, diseases immediately related to the care and condition of the mother during childbirth and before—premature birth, congenital debility, injuries at birth, malformations, and syphilis—predominate as the stated cause of death, and the previous care and condition of the mother still determine in large measure the resistance of the infant to other diseases and disorders.

For the birth registration area, which included in 1915 about one-third of the population of the United States, the Census Bureau has this year furnished the Children's Bureau with a detailed analysis by age at death and cause of death of the published infant mortality rate of 100 per 1,000 live births during 1915. It appears that the diseases directly traceable to the care and condition of the mother during pregnancy and confinement showed in 1915 an infant mortality rate during the first year of life of 42.1 per 1,000 live births. In other words, at least 1 baby in every 25 born died from these causes. This high rate holds for city and country alike. Moreover, the infant mortality rate from all stated causes during the first month of life is shown to be higher (48 per 1,000) in the rural part of the birth registration area than in the cities (43.4 per 1,000).

The actual loss of infant life in the first month shows, as yet, no decrease from year to year. The total number of infant deaths is gradually falling, but the decrease is chiefly found in deaths from gastric and intestinal diseases during the later months of life. In view of the increase in the yearly number of births the general tendency is in the right direction, though slow and uncertain. The development of infant welfare work hitherto has evidently begun to save the lives of babies who have survived the special hazards of early infancy. It had not, during 1916, the latest year for which general data are available, begun to control the more difficult problem of deaths from prematurity and diseases directly related to the care and condition of the mother.

From the figures given for 1916 for the death registration area, which includes 70.2 per cent of the population, it may be fairly estimated that more than 250,000 babies under 1 year of age died in the United States during that year. Of these, approximately 55,000 deaths were assigned to gastric and intestinal diseases, but a far larger number—between 95,000 and 100,000—were assigned to the five stated causes directly related to the care and condition of the mother; in addition, some 19,000 deaths, assigned to other causes, occurred during the first month of life.

How many of these babies who died in early infancy might possibly have been saved is an open question. Since such deaths are held by medical authorities to be directly related to the lack of adequate prenatal and confinement care we can not rest content with a discussion of the ultimate minimum of nonpreventable deaths until we are assured that skilled care is available to every mother. To-day we know that few mothers can secure it.

But already we have some practical indications that many of these deaths are unnecessary from the lower death rates known to be
actually prevailing in certain areas. For example, in the eight cities studied by the Children’s Bureau we find infant mortality rates from malformations and diseases of early infancy (excluding syphilis) varying from 32.8 per 1,000 live births in Akron to 48.6 per 1,000 in Manchester, N. H. In New Zealand, again, the reduction of the total infant mortality rates from 88.8 in 1907 to 48.2 in 1917 has included a reduction in the deaths from these diseases.

The Children’s Bureau has prepared during the year three additional reports on maternal and infant welfare in selected rural areas. They offer further evidence from three widely separated States of the great numbers of mothers who come to childbirth without any advice or trained care during pregnancy and, too often, without trained care at confinement.

In a Western State where pioneer conditions prevail the facts were gathered about 463 births in a selected area within a single county. Over one-fifth of the mothers left the area for their confinement. Of the 539 who remained, 280 met the experience of childbirth without competent medical care—3 were alone, 46 were delivered by their husbands, and over half were attended by untrained women.

Somewhat still was the proportion of mothers delivered by a physician in two rural areas of a Southern State. Even in a notably prosperous district in the Middle West, where facts were secured about 614 mothers, almost one-third were not attended by a physician at confinement. Scarcely a mother in any of the rural areas studied had prenatal care measuring up to an accepted standard of adequacy, and more than three-fourths had no medical supervision or advice. Some mothers who were ill during pregnancy received no advice on account of the inaccessibility and expense of medical care.

In cities, too, the problem of adequate prenatal and confinement care is far from solved. Most communities have made no systematic attempt to meet it. A few places are doing pioneer work through prenatal clinics and public-health nurses assigned to prenatal cases, but even in such cities many mothers have no skilled care either at childbirth or before.

Though burdened by war conditions, the lowest infant mortality rate yet recorded for England and Wales was achieved in 1916, and further systematic development of health visiting and infant consultation centers has followed year by year. In August, 1918, a new act was passed by Parliament widening the powers of local authorities, in order that, subject to the supervision of the local government board, and with the assistance of grants from the funds of that board, they may undertake comprehensive schemes “for attending to the health of expectant mothers and nursing mothers, and of children who have not attained the age of 5 years and are not being educated in schools recognized by the board of education.” The new activities for which the local government board has announced its purpose of making available grants in aid to local authorities are enumerated as “chiefly hospital treatment for children up to 5 years of age, lying-in homes, home helps, the provision of food for expectant and nursing mothers and for children under 5 years of age, creches and

---

1 The death rate for these causes, excluding syphilis, is 40.7 in the birth-registration area as a whole in 1915.
day nurseries, convalescent homes, homes for the children of widowed and deserted mothers and for illegitimate children, and experimental work for the health of expectant and nursing mothers and for children under 5 years of age. The extension of consultation centers, and an increased staff of well-paid and properly qualified health visitors are strongly urged.

In the Fifth Annual Report of the Children's Bureau reference was made to the effort of Australia to provide for maternity care by a "maternity bonus" of £5 payable to the mother upon the birth of a child, and to the reports to the Parliament of the Commonwealth of Australia made in the summer of 1917 by the committee concerning causes of death and invalidity upon infant mortality and upon maternal mortality in childbirth. Payment of the maternity bonus began in 1913, and though a continuous reduction in maternal death rates is shown from 1907 to 1915 it is stated that the reduction is at a less rate after 1913 than before. The report indicates that there is no reason to anticipate any marked favorable effect from such a cash allowance unless there are made available at the same time opportunities to secure skilled advice and care. The committee points out that the wastage of life and damage to health now occurring in connection with childbirth are "due to the ignorance of the mother and lack of skilled care" and urges the governmental provision of (a) skilled advice before confinement, and (b) trained attention at confinement.

The question becomes one of public policy, and it is with this view that New Zealand has answered by governmental measures and has driven the infant mortality rate down to one-half that of the United States. The English Government, as mentioned above, has within recent months passed legislation enabling local authorities to aid mothers in many ways heretofore not enumerated in statute books.

Congress has already established by successive statutes a method of Government contribution to State activities for better farming, for good roads, and for vocational education. While the inaccessibility of rural areas appears to make the need greater in the country, it is common to city and country. If the United States is to conserve its human resources which are now wasted by indifference and not by the necessity of war upon our soil, we can not consider too promptly the development of facilities for the protection of maternity and infancy upon a plan as evidently based upon common convenience and sound public policy as are the statutes to aid agriculture and roads.

As the war continues and the number of men withdrawn from industry for military service increases, an increased production is required of all the materials upon which the success of the Army depends. Labor to take the place of the men must be found in the nonessential industries and in the ranks of those not already employed. In either case women must afford the larger part of the compensating supply. It is impossible to view the probable increase in the employment of women without realizing the gravity of the new situation:

1. Mothers can not leave their young nursing babies without risking an infant death rate double that of babies whose mothers are able to stay at home with them.
2. Older children need the daily care of a mother and suffer in health and morals when they are obliged to shift for themselves.
3. Women are unable to do factory work and at the same time conduct properly the affairs of a household, and the attempt to do both on the whole is ruinous to their health and family life.
4. Unless occupations are selected with due regard to the physical powers of women, they may incur permanent injury, and in the case of young girls injury which may greatly reduce their usefulness and happiness in later life.

Recognizing that an emergency exists but that it must be met in a manner to do as little harm as possible to the mothers and children of the country, the War Labor Policies Board and the Women in Industry Division of the Department of Labor have set forth certain minimum standards for women's work, all of which are in the highest degree important from the point of view of this bureau.

Information has come to the bureau of a few plants in which mothers are being employed on half-time shifts of four hours a day. This example might well be followed wherever practicable, since the mother who works full time, even on a reasonable schedule, can not also herself do what is needed for the well-being of her children.

There is a special need to safeguard mothers of nursing babies, as the bureau's studies of infant mortality have made plain. At the request of a public-spirited committee in one of the largest cities in the country the Employment Service of the Department of Labor has directed that the following questions shall be inserted in the application blanks for married women: How many children? How old? Boys? Girls?

It is hoped that local child-welfare committees of the Council of National Defense will undertake as a patriotic duty to provide cash allowances for mothers of nursing babies who would otherwise be compelled to wean them or leave them poorly cared for.

Whenever it proves unavoidable to make use of day nurseries they should be publicly licensed and supervised. This is of the highest importance. The numbers to be received, the number and training of the caretakers, the equipment and precautions against sickness, the quality of milk and other food should be specified. Nurseries should be located as conveniently as possible to the dwelling of the mother. The transportation of babies and older children across a city at the rush hours is dangerous and exhausting to mothers and children alike.

It must be borne in mind in endeavoring to protect mothers and young children or to protect mothers from injurious work before the birth of their children that no prohibitory laws are of avail unless it is clear that an adequate income is assured from some other source; moreover with a decent living assured there is no appreciable tendency on the part of women to work away from home during pregnancy nor when children must be neglected. The bureau's studies of infant mortality show the rapid decrease of working mothers as income from fathers' earnings increases. Thus far in the war emergency there is reason to hope that the employment of women with young children may be avoided if the need of so doing can be made clear.
In pursuance of the plan for a general study of juvenile courts mentioned in the Fifth Annual Report, the bureau has sent out a questionnaire to all juvenile court judges and probation officers in the United States dealing with the more important aspects of administration. The response has been most gratifying and the replies which are now being prepared for publication, should be of practical value to those engaged in juvenile court work or interested in the trend of its development. Following the preparation of the results of the questionnaire, it is purposed to make a series of studies of juvenile courts operating under State laws of various types and embracing the social conditions of both urban and rural areas. These studies will continue necessarily over a considerable period. The administrative difficulties of the best equipped city court are great, while in most rural districts there is no attempt to solve them. Indeed it may be doubted whether isolated rural courts can be expected to develop adequately; certainly the report of this bureau on Juvenile Delinquency in Rural New York, by Kate Holladay Claghorn, indicates grave problems of society and of court administration, which are to be cured only by the interaction of many forces outside of courts.

The bureau has in preparation a digest of juvenile court laws, which together with the results of the questionnaire study, will be used as a basis for further work.

In continuance of its studies of child welfare in the warring countries which were begun when the United States entered the war, the bureau has this year issued a brief report on Juvenile Delinquency in Certain Countries at War, based upon material available in the United States. This report gives evidence of a tendency toward increased delinquency on the part of children and young persons as a result of the abnormal social and economic conditions and the disruption of family life that war has brought about, and indicates clearly that the civilian populations in the European countries at war are aware of the importance of vigorous action to minimize that tendency. In both France and England an earnest effort has been made, in spite of the shortage of teachers, to keep children in school. The British literature on the subject shows a realization of the importance of wholesome supervised recreation as an antidote to the influences of the street, and in January, 1917, the English Board of Education provided for grants in aid for evening play centers, which have since been established in large numbers by local education authorities.

Some months ago it was necessary for an emergency purpose to secure the opinion of a few authorities whose statements would embody personal knowledge both of facts and of tendencies as to juvenile delinquency, and an inquiry was sent to the judges of juvenile courts in certain of the principal cities to ascertain whether or not their court records show an increase in juvenile delinquency since the declaration of war by the United States, and to obtain their opinions as to the tendency of the time. Answers were received from 10 typical cities. This immediate reflection of the opinions and of the recent experience of judges and probation officers of representative
courts is of practical interest to those who must deal during the war period with education and child labor as well as child delinquency. It is to be remembered that the definitions of offenses and the methods of bringing children into court are not uniform in the different States, and that figures of different courts are not comparable save after painstaking analysis, which is not attempted here. The statements from each court undoubtedly suggest the tendency in the city where it is located.

It is difficult to estimate to what extent war conditions are responsible for the increase in juvenile delinquency indicated by these reports. Some of the most common offenses seem, however, to be directly attributable to war conditions. The increase in larceny is apparently almost entirely the result of the unsettled social and economic conditions of the times. Especially notable are the thefts on railroad property. According to the judge of the children's court of Buffalo, the increase in the number of children brought to court in that city is almost entirely due to the unprotected condition of railroad yards. Cars loaded with merchandise lie unguarded in the midst of a congested district, a constant temptation to children of poor parents with little money to spend. "In ordinary times," the judge says, "about 10 per cent of the children arraigned in this court is for offenses against railroad property, but in the extraordinary times in which we find ourselves the percentage will be much larger." He adds that during the coal shortage last winter scores of children were brought into court for stealing coal. "The wealthiest resident of Buffalo, with plenty of money in his pockets, could not purchase coal, and what were these poor people to do? Freeze to death when the coal cars loaded stood almost in their back yards?" In the opinion of the judge, if the railroad situation could be "cleaned up, criminality among children and adults in the city of Buffalo would immediately decrease 50 per cent."

The chief probation officer of the juvenile court of St. Louis also refers to an increase in depredations upon railroad property. The children begin, he says, by picking up coal which their families cannot afford to buy, and gradually are led into stealing food, clothing, and other articles from box cars. He attributes the general increase in juvenile delinquency largely to economic conditions: "Parents are having a hard struggle to maintain their livelihood and consequently are not able to give the proper care and attention to the children in the home."

Judge Franklin P. Hoyt, of the children's court of New York City, points out that the figures on juvenile delinquency for that city, while greater in 1917 than in 1916, are less than those for 1913, 1914, and 1915. He feels that the increase can not be regarded as especially significant, but adds that certain war conditions have made themselves felt: the scarcity of food and fuel, which has made it difficult for some parents to provide properly for their children; the reduction of family income through the calling of older sons to the Colors; the withdrawal of the restraining influences of those same older sons from the younger members of the family; and, finally, the social unrest that is everywhere manifest. As evidence of the effect of that unrest upon children, the justice cites the fact that during 1917 several hundred of the children brought into court for
the first time were arrested in connection with the school "strikes" that took place during the autumn.

Judge Victor P. Arnold, of Chicago, on the other hand, seems very definitely to feel that war influences are largely responsible for the increase in juvenile delinquency in that city. The number of cases of larceny among children in Chicago has greatly increased, and here again railroad property seems to have furnished a most tempting field. During the first six months of 1919 there were 533 cases of larceny among boys, of which 186, or 35 per cent, were for breaking into freight cars. In some cases the parents knew of these depredations and received and used the stolen goods in their homes. Shoplifting has grown more common among Chicago girls since the war. The increase in stealing in general is attributed largely to the high wages paid child workers and the resulting tendency to extravagance. "Increase in pay has made children more extravagant in their amusements. For girls it has brought about a demand for finery and pretty clothes." In many cases the parents demand the entire wage of the child, who feels that he should have a share in his increased earning, and if it is not allowed to him makes it up by stealing.

The craving for adventure excited by the times also is held to be a factor in juvenile delinquency. Many thefts, such as the stealing of automobiles and breaking into freight cars, can be explained on this ground. War influences may also be responsible for the greater number of arrests for carrying concealed weapons.

A marked increase in immorality on the part of young girls is shown by the Chicago figures—an increase which Judge Arnold attributes largely to "the adoration in which young girls hold soldiers and sailors." He believes that juvenile delinquency in general may be largely accounted for by the relaxation of home discipline that has resulted in part from the withdrawal of older brothers for war service and in part from the entry of mothers into industry or the diversion of their interest to war work. He believes that the removal of the restraining influence of the older brothers has been felt especially in foreign families, where the oldest son serves the parents, still aliens in speech and custom, as a link between the Old World and the New. The entry of mothers into industry as a result of high wages and the demand for workers seems to be contrary to the experience of New York, where, according to Justice Hoyt, it has not yet been necessary "to face the situation which in England and other countries has resulted in such a tremendous increase in juvenile delinquency—namely, the absence of parents from the home."

Some of the tendencies noted in New York and Chicago have been observed elsewhere. The secretary of the State probation commission of New York voices the belief that the absence of older brothers is reacting unfavorably on the younger children, and adds that the entrance of mothers into industry may already be resulting in some increase of juvenile delinquency. The chief probation officer of the court of Duval County, Fla., of which Jacksonville is the county seat, feels that at least one-fourth of the increase in the number of young offenders brought before that court is the result of the psychological effect of the war upon children. The cases traceable to war influences involve chiefly the carrying of concealed weapons, larceny, and the improper use of firearms.
Part of the remaining cases, he believes, are due to increased use of
the court. This statement is interesting taken in connection with
other evidence which seems to show that the apparent increase in the
number of juvenile offenders since the war may be due in part to the
increased vigilance of social agencies. The chief probation officer of
St. Louis mentions this as a factor. The secretary of the State proba-
tion commission of New York says: "The population of our institu-
tions for juvenile delinquents is below normal in almost all cases.
This, however, has been the case for about two years, and is due, we
believe, first to good industrial conditions which have lessened neglect
and poverty, and, second, to the increasing effects of probation work
and other preventive measures." Judge Hoyt concludes that the com-
paratively slight increase in juvenile delinquency in New York City
"seems to prove that the work of prevention which is engaging the
attention of so many social agencies has been bearing good fruit."

The need for increasing preventive work is emphasized by one
judge, who says: "The whole problem of increasing delinquency
becomes one of control on the part of those who should exercise it
and heightened instability on the part of the children in the abnor-
mal conditions of the time. To counteract this heightened instabil-
ity, the degree of control exercised in normal times would probably
not be sufficient. * * * The community must rely chiefly on the
home for this control, but it is here the greatest relaxation occurs.
Under such conditions it is not surprising that there should be an
increase in delinquency. It is surprising, rather, that the increase
is not greater than it is.

"This * * * falling of the hand of authority in the home
must, so far as possible, be made up by agencies in the community.
The opportunity of the social settlements is great to offer the chil-
dren a healthful counterattraction under club leaders and supervi-
sion. The settlements here, however, have been greatly embarrassed
in their work for boys since the war began, as it has become almost
impossible for them to secure men leaders for boys' clubs. The con-
genited districts in which the settlements usually are located espe-
cially need this opportunity for recreation for children."

Judge Arnold states that Chicago is "due to have an unhappy reac-
tion in a further increase in delinquency of children" because of the
withdrawal of half the police force formerly assigned to the juvenile
court.

After reporting the decrease in the number of juvenile delinquents
in Minneapolis, Judge Edward F. Waite of that city remarks:
"Nevertheless, I am conscious of tendencies incident to the disturbed
social and economic conditions which, it seems to me, will in the long
run almost inevitably tend to increase juvenile delinquency and will
so result unless active and intelligent measures to offset them are
pursued."

The foregoing is believed to be a fair summary of the replies
received by the bureau. While the reports do not, as a whole, seem
to warrant the conclusion that juvenile delinquency in the United
States has increased to any serious degree since the war, they make
it evident that forces are at work which, if not controlled, may easily
result in such an increase. An important point is one emphasized by
Judge George E. Judge, of Buffalo—the great temptation created by
unprotected railroad property.
The modernness of the replies is noteworthy. Their common characteristic is the expression of a deep sense of the social responsibility for the delinquency in which children become involved. Only when a fair standard of family living has been fully attained within a community equipped to safeguard and educate children and youth, can juvenile delinquency be reduced to its lowest terms, namely, those exceptional individuals who must be cared for or restrained as social safety requires.

The juvenile court performs two great services: (1) It continually emphasizes the warning that the permanent protection of the child resides not in the court but in the home and in the community. (2) It increasingly commands the services of able judges and probation officers and, in communities where there is a strong sense of social responsibility, results in proper places of temporary detention, medical care, and other equipment necessary to determine the child's needs and responsibility and to help him to a fresh start. Such courts are invaluable constructive agencies.

These facts make the duty of studying juvenile courts, which is imposed upon the bureau by statute, one of far-reaching importance.

**NUTRITION OF THE OLDER CHILD.**

Some of the fundamental rights of childhood and the methods by which these rights may be assured have been indicated by the reports of this bureau. It is clear that the primary right is a sound and vigorous body. Attention has been focused on the needs of the baby, and the hygiene and nutrition of infancy is now pretty well understood.

The child of preschool age has been hitherto taken for granted, but recently effort has been made to emphasize the essentials of right care at this age so that the development of the child may not be injured in this transition period. The bureau has tried through its recent investigation in Gary, Ind., the report of which will be issued later, and in its bulletin on Child Care to draw attention to the needs of the child from two to six years of age.

The dietary needs of the older child have been almost totally ignored. The importance of maintaining physical vigor during the growing period and the prevention of remediable defects is at last receiving the attention it has long demanded. Volunteer and Government agencies are at work on various aspects of this subject. The Children's Bureau is studying the nutritive condition of the older child. This is of especial importance in view of the increased cost of living and the necessity for the use of substitute articles of diet. The mother must have some ready way of determining the nutritive value of the food available for her family and realize that the health of her child depends largely on her intelligent use of foods.

"CHILDREN'S YEAR," A COOPERATIVE EFFORT.

It was decided to call the second year of this country's participation in the war Children's Year, and to set forth a simple national program of child welfare because the European experience plainly warns us that civilians must promptly understand that they have new responsibilities for a nation's children when its young men have gone to war.
22 REPORT OF THE CHIEF, CHILDREN'S BUREAU.

The Woman's Committee of the Council of National Defense offered its cooperation in carrying out the program briefly outlined in the Fifth Annual Report of the Children's Bureau:

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.

The Woman's Committee organized a special Child-Welfare Department, whose chairman is the president of the General Federation of Women's Clubs, thus continuing and enlarging the cooperation with women's organizations which began with the Baby Week Campaigns of 1916 and 1917. The executive chairman is Dr. Jessica B. Peixotto, of the University of California. The Woman's Committee represents the greater share of women's organizations—civic, philanthropic, industrial, mutual benefit, and cultural. It has created an active nation-wide organization with about 17,000 local units, organized in most States under the State Councils of Defense. A total membership estimated at 11,000,000 is represented. It is impossible to speak with too much appreciation of the power of this great body of volunteers. It has carried out the work of organization for Children's Year infant-welfare work so as to make the most effective use of the physicians and nurses who have given generous services under the difficulties experienced when so large a proportion of both doctors and nurses are required for military duty.

A campaign for infant welfare opened the year. It was proposed to save the lives of one-third of the 300,000 babies and young children who would die in 1918 according to the experience of recent years, and quotas were assigned to each State. It is needless to say that no precise knowledge is available as to how nearly the goal will be reached in this first year. The effort is justified already by the popular educational result and by the far-reaching follow-up work already under way as a result of the weighing and measuring test of children of preschool age. In response to requests from local committees on child welfare the bureau has furnished to the Woman's Committee of the Council of National Defense about 6,500,000 record cards, each one with blanks for the height and weight of the child and a scale of approximately normal heights and weights for children from earliest infancy to 16 years. The children measured have, in fact, belonged with few exceptions to the group 5 years of age or under.

The cooperation of physicians in many States, counties, and towns has made it possible to hold complete physical examinations of the children entered in the weighing and measuring tests. Such examinations were recommended by the bureau in its suggestions to local committees for conducting the tests, but were not made part of the brief test because the bureau realized how difficult it would be to secure physicians generally for this purpose now. But the Cali-
fornia State chairman, herself a physician, reports that “physicians have given hours of time and have received in return big lessons in physical fitness under 6. In many smaller towns the doctor has set aside special hours or days in his own office for this examination and for conferences about children.”

Physicians have been especially public-spirited in the work of following up the needs indicated by the examinations. Clippings, correspondence, and interviews show the result of the emphasis placed by the test on the importance of care for the slight defects which are often neglected in childhood to the detriment of health in later years. An increase in inquiries about these conditions is reported by doctors in their own practice and in their work at infant-welfare stations. One New York town reports that a city physician who made his summer headquarters there became so interested in the “follow-up” cases he had undertaken as his contribution to Children’s Year that he continued to give his help as a children’s specialist by correspondence even after he returned to his winter home. In thousands of cases parents have learned through the fuller physical examinations often given that the baby had remediable defects of which they were unaware. Many instances are reported to the bureau of babies who have been saved much future suffering by the knowledge which their parents gained in the test and the care which was provided as a result.

Indeed, cooperation may be called the keynote of the Children’s Year work. One southern town reports that the weighing and measuring campaign was the means of unlocking school doors for extracurriculum activities for the very first time. Many home demonstration agents of the Department of Agriculture, local health officers, teachers, preachers, and other public-spirited citizens have taken active part in the campaign. County fairs have gladly given space to child welfare activities, and at many such gatherings children’s examinations have been given and literature on the best modern methods of child care distributed. Libraries have provided up-to-date books on child welfare.

In several States the governors issued proclamations urging the work for Children’s Year, and a number of mayors have lent their sanction to Children’s Year in a similar way.

Children’s Year is showing the great need for more public-health nurses now. Many towns have reported that they have funds to pay such a nurse but can not secure one. The supply of nurses trained for public-health work was never large, and since they as well as private nurses have gone in large numbers to serve with the military forces the supply is more than ever inadequate now. Consequently the Child Welfare Department of the Woman’s Committee sent to its State chairman a plan urging that State supervising nurses be employed in a larger number of States and outlining ways by which such a nurse could help communities discover nurses fit for public-health work and provide the necessary additional training and supervision. Two States at least have adopted this plan—Colorado and Oklahoma.

An encouraging sign of Children’s Year is the number of places where public funds have been appropriated for public-health nurses, child-health centers, prenatal clinics, and generally for child-welfare work. No complete statement can be made at present of actual num-
bers; but many of the active efforts reported for securing funds, both public and private, to use in these ways have already been successful.

Dramatic ways have been devised to take Children's Year into rural communities. In the country it is hard to procure good medical and nursing care, and the bureau's detailed statistical studies have shown the great need for better care of rural mother and child. The motor clinics used by Cleveland in the territory surrounding and by the Connecticut committee in towns and small communities have afforded an effective way of carrying information about child care to isolated mothers. Michigan secured an interurban exhibit car from which model examinations are made in many communities of the State to help in getting weighing and measuring under way. The Children's House on Boston Common is a fine model of a type which could be modified, built, and equipped by school boys and girls in any town or country neighborhood.

Recreation is enumerated in the brief war-time program of the bureau adopted by the Woman's Committee. Realizing that every child needs decent recreation, and believing that more wholesome outdoor play was necessary to the well-being of the children, especially during the strain of war time, the child-welfare committees of the Council of National Defense, in cooperation with the Children's Bureau, organized a patriotic play week, which was celebrated in hundreds of communities. The recreation plans had the cooperation of a score of national organizations for the promotion of wholesome leisure-time activities. This fact is doubtless in large measure responsible for the permanent recreational work that has resulted. Playgrounds have been kept open which otherwise might have been closed as "nonessential." In several places a program of recreation will be carried out through the entire winter season in cooperation with the schools.

Still further cooperation with the schools is promised in the "back-to-school drive." Rumors of increased numbers of children leaving school for industry because of labor shortage, high wages, and high cost of living have been persistent. To learn the facts in the case the bureau's agents have made a series of investigations in typical commercial and industrial towns. The information thus secured will be placed at the disposal of the local child-welfare committees, who are urged in their own communities to study the reasons why children have left school. When the reason is found to be lack of family income adequate to meet present prices, the committee is urged to provide scholarships similar to those now offered in colleges, universities, and the schools of a few cities. All this can not, of course, be accomplished save with the cooperation of the school teachers of the country.

When President Wilson was informed of the purpose of Children's Year, he wrote the following letter:

THE WHITE HOUSE,
Washington, March 29, 1918.

MY DEAR MR. SECRETARY: Next to the duty of doing everything possible for the soldiers at the front, there could be, it seems to me, no more patriotic duty than that of protecting the children, who constitute one-third of our population.

The success of the efforts made in England in behalf of the children is evidenced by the fact that the infant death rate in England for the second year of the war was the lowest in her history. Attention is now being given to
eduction and labor conditions for children by the legislatures of both France and England, showing that the conviction among the Allies is that the protection of childhood is essential to winning the war.

I am very glad that the same processes are being set afoot in this country, and I heartily approve the plan of the Children's Bureau and the Woman's Committee of the Council of National Defense for making the second year of the war one of united activity on behalf of children, and in that sense a children's year.

I trust that the year will not only see the goal reached of saving 100,000 lives of infants and young children but that the work may so successfully develop as to set up certain irreducible minimum standards for the health, education, and work of the American child.

Cordially and sincerely yours,

Woodrow Wilson.

Hon. William B. Wilson, 
Secretary of Labor.

It is in the spirit of this letter that the bureau and the child-welfare committees are carrying forward the efforts of the year.

GENERAL SUMMARY OF THE YEAR'S WORK.

During the year, 1917–18, the statutory staff of the bureau has consisted of 73 persons. For this staff and for travel and other usual expenses the appropriation has been $164,640. The Child Labor Division of the Children's Bureau was given $150,000 by Congress for work preliminary to the operation of the law which went into effect September, 1917, and for enforcement to the end of the fiscal year, June 30, 1918. An additional appropriation of $109,120 was available to be expended outside the District of Columbia. The total for the year was therefore $423,760. In the administration of the act making the appropriation it became necessary to open a branch office. Chicago was selected because its position made it a convenient and economical center for work under way or anticipated, and especially convenient for the Gary, Ind., study of infant mortality and children of preschool age, which has employed a large force than any other single field investigation of the year.

About 100 persons are assigned to the office and field force of Chicago and Gary. All permanent and temporary appointees are obtained through the Civil Service Commission.

The greatly increased cost of living, especially in Washington, has led to a scale of salaries in the new war services much beyond those allowed by law for similar work in older bureaus, and the necessity of securing for the emergency war work competent personnel familiar with Government procedure has compelled certain transfers from the older to the new services. From the Children's Bureau certain transfers to services in this and other departments at higher salaries have been requested and permitted. Others have been made because appointees had taken civil service examinations for more responsible positions carrying higher salaries and were entitled to accept the advance when offered. In addition, several members of the staff have obtained positions in private employment at better pay than the bureau can offer.

It is true that the consent of the head of a bureau must be obtained before transfers are made, yet in practice it is impossible to refuse any applicant a legitimate opportunity to improve his condition or to refuse to recognize the emergency needs of a new service.
On the other hand, it is also true that every unnecessary transfer means a double cost to the Government, since two places must be filled instead of one and two persons instead of one adjusted to a new position.

Thus the bureau has suffered from the loss of a considerable number of valuable experienced appointees. While readjustments have been made and excellent candidates are constantly offering themselves there is naturally a spirit of restlessness and dissatisfaction which will continue to result in changes and waste of effort and resignations from the bureau until the permanent statutory salaries are made commensurate with those now obtainable in private employment or in the new Government services. The increased living cost bears heavily upon salaried people. Many of the members of the bureau staff have heavy family burdens, greatly increased by war conditions. Their duties, necessary to national welfare at all times, are now in the highest degree patriotic war service, as the President's letter in regard to Children's Year fully recognizes. It would be unfair to fail to state that overtime work is given unstintedly and in the most patriotic spirit by the members of the bureau.

The following publications have been issued during the fiscal year, 1917-18:

Fifth Annual Report.
Maternity and Infant Care in a Rural County in Kansas, by Elizabeth Moore.
Child Labor in Warring Countries: A brief review of foreign reports, by Anna Rochester.
Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and their Dependents, prepared under the direction of Capt. S. Herbert Wolfe, Q. M., U. S. R., detailed by the Secretary of War.
Infant Mortality: Results of a field study in Waterbury, Conn., based on births in one year, by Estelle B. Hunter.
Child Care, Part I. The Preschool Age, by Mrs. Max West.
Milk, The Indispensable Food for Children, by Dorothy Reed Mendenhall, M. D.
Juvenile Delinquency in Certain Countries at War: A brief review of available foreign sources.

In addition six Children's Year leaflets have been issued as publications of the bureau:
Children's Year, April 6, 1918, to April 6, 1919, prepared in collaboration with the Department of Child Welfare of the Woman's Committee, Council of National Defense.
Weighing and Measuring Test, Parts 1, 2, and 3.
Children's Year Working Program.
Patriotic Play Week.
Children's Health Centers.
The Public Health Nurse: How she helps to keep the babies well.
Juvenile Delinquency in Rural New York, by Kate Holladay Claghorn.

The following publications are in press:
Rural Children in Selected Counties of North Carolina, by Frances Sage Bradley, M. D., and Margaretta A. Williamson.
Maternity Care and the Welfare of Young Children in a Rural County in Montana, by Viota I. Paradise.
Infant Mortality: Results of a Field Study in Brockton, Mass., by Mary V. Dempsey.
Illegitimacy Laws of the United States, by Prof. Ernst Freund.

Provided by the Maternal and Child Health Library, Georgetown University
The following circulars and leaflets have been issued:

Decision of the United States Supreme Court as to the Constitutionality of the Federal Child-Labor Law of September 1, 1916.
From School to Work, Waltham, Mass.

The following reports will shortly go to press:

Maternity Benefits in Europe, by Dr. Henry J. Harris.
Infant Mortality: Results of a field study in Saginaw, Mich., by Nila F. Allen.
Infant Mortality: Results of a field study in New Bedford, Mass., by Jessamine S. Whitney.
Illegitimacy as a Problem of Child Welfare: A study of original records of agencies and institutions in Boston and in the State of Massachusetts, by Emma O. Lundberg and Katharine F. Lenroot.
Studies of Use of Milk by Families Having Little Children, III, New Orleans.

Brief circulars for Children’s Year were prepared and issued as follows:

Public Health Nurses Can Cut Down Peak.
Good Books and Pamphlets on Child Care.
Care of Mother.
Is Your Child’s Birth Recorded? If not, why not?
Breast Feeding.
Milk.
Bottle Feeding.
How to Prepare Artificial Food.
Feeding the Child.
Table of Heights and Weights of Children.

Others in preparation are:

Care of the Infant.
Clothing the Infant.
Prevention of Remedial Defects and Diseases.
Care of the Older Child.

Seventy-three thousand eight hundred and thirty-seven letters were received during the year and given due answer, an increase of more than 20,000 over the preceding year; 612,109 publications were distributed during the year, an increase of 181,620 over the preceding year; and 6,588,400 weighing and measuring cards have been distributed for Children’s Year.

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