the international activities of the children's bureau
Foreword

This pamphlet relates the story of the Children's Bureau's international activities on behalf of children, from their sporadic beginnings in 1912 to their present global scope. Through these activities, the Bureau has served children beyond the borders of this country by sharing the knowledge and experience gained through its programs with other countries and by receiving from them the benefit of their knowledge and experience.

From the vantage point of 1961, two things stand clear. The well-being of children in the United States is affected by the well-being of children in other countries. And, in turn, what our country does or fails to do for its children adds or subtracts from the well-being of children everywhere. What we do for children, we do for all mankind.

Katherine B. Oettinger
Chief
Children's Bureau
the international activities
of the children's bureau

SARAH S. DEITRICK, M.D.
director, Division of International Cooperation

DOROTHY E. BRADBURY
assistant director, Division of Reports
## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Early Years 1916-1929</td>
<td>2</td>
</tr>
<tr>
<td>The First World War</td>
<td>2</td>
</tr>
<tr>
<td>The Years Immediately After World War I</td>
<td>3</td>
</tr>
<tr>
<td>Years of Economic Crisis 1930-1939</td>
<td>5</td>
</tr>
<tr>
<td>International Labor Organization</td>
<td>5</td>
</tr>
<tr>
<td>Health Organization of the League</td>
<td>5</td>
</tr>
<tr>
<td>World War II and the Post War Years 1940-1949</td>
<td>6</td>
</tr>
<tr>
<td>Child Refugees</td>
<td>6</td>
</tr>
<tr>
<td>Civil Defense</td>
<td>7</td>
</tr>
<tr>
<td>Civilian Feeding</td>
<td>7</td>
</tr>
<tr>
<td>Child Health and Welfare</td>
<td>7</td>
</tr>
<tr>
<td>The United Nations and Its Related Agencies</td>
<td>8</td>
</tr>
<tr>
<td>Inter-American Programs</td>
<td>9</td>
</tr>
<tr>
<td>The Years 1950-1960</td>
<td>13</td>
</tr>
<tr>
<td>The Point 4 Program</td>
<td>13</td>
</tr>
<tr>
<td>Relations with International Agencies</td>
<td>14</td>
</tr>
<tr>
<td>Other International Agencies</td>
<td>16</td>
</tr>
<tr>
<td>Development of the Training Program</td>
<td>17</td>
</tr>
<tr>
<td>Training in Reverse</td>
<td>18</td>
</tr>
<tr>
<td>Contact with Individuals and Agencies in Other Countries</td>
<td>19</td>
</tr>
<tr>
<td>International Health Research</td>
<td>20</td>
</tr>
</tbody>
</table>
THE INTERNATIONAL ACTIVITIES OF THE CHILDREN'S BUREAU*

Since the concern for children and the problems that affect them know no national boundaries, the interest of the Children's Bureau soon after its establishment in 1912 extended to the conditions surrounding children in other countries.

That this concern was destined to cross national lines was evident even in the hearings held by the Congress on the act to establish the Bureau.

Lillian Wald, the originator of the idea for a Children's Bureau, said, "Other countries, too, have awakened to the import of efficient guardianship of their children, have gathered expert information, and are using it under the leadership of trained specialists. . . . The English children's bill, already enacted, is the best example of this. . . . The full responsibility for the wise guardianship of children lies upon us. We cherish belief in the children and hope, through them, for the future. No longer can a civilized people be satisfied with the casual administration of that trust." Other proponents for the Children's Bureau also spoke in terms of what was occurring to children in other countries.

Actually, of course, the main reason for the establishment of the Children's Bureau by the Congress in 1912 was the belief on the part of many people that children were the Nation's most important resource and that the Government of this country should foster their development and protection by setting up a center of research and information devoted to their health and welfare. But a concern for children could not be hemmed in by national boundaries.

After the enactment of the act establishing the Children's Bureau, President William Howard Taft appointed Julia C. Lathrop, close associate of Jane Addams at Hull House, to head the new bureau. With that appointment, the Bureau's active interest and participation in the international scene in behalf of children were assured.

Miss Lathrop with her Hull House background had a deep and abiding interest in people of other countries. Around this settlement house in Chicago were large foreign neighborhoods where English was seldom heard. Hull House, itself, stood in the midst of a large Greek colony. Immigrants were pouring into Chicago and the West Side offered shelter to large numbers from a great variety of countries. With them came many of the problems of Europe, particularly as they affected children. Miss Lathrop's interest in peoples of other lands was a very real force in her life even before she became chief of the Children's Bureau.

*No attempt has been made here to distinguish between activities in child health and child welfare. Often these are so intertwined they cannot be separated. In other instances, and for many parts of the world, the distinction, itself, is meaningless.
The Early Years 1916-1929

The story of the international activities of the Children's Bureau really began in 1916 when Miss Lathrop received a letter from a group of women in Argentina who had conceived the idea of a Pan American Congress devoted to the welfare of children. Miss Lathrop was enthusiastic about the idea, helped to organize a cooperating national committee in this country, and arranged for an unofficial representation of the United States to attend it.

Mr. Edward N. Clopper, the unofficial representative for the United States and the delegate of the National Child Labor Committee, read a paper at the Congress entitled "Present Status of Child Labor Legislation in North American Countries and the Manner in Which It Is Enforced." Since the Department of Labor "unfortunately... has no appropriation from which the expenses of a delegate could be paid," Miss Lathrop had to content herself with "inclosing my personal check for the entrance fee and the inclosed membership blank." The first Pan American Child Congress was held in Buenos Aires in July 1916.

The First World War

The first direct international activity of the Bureau occurred during World War I and was described by its chief in her 1917 report. The Bureau had, Miss Lathrop said, undertaken certain Studies of Child Welfare in the Warring Countries and Their Bearing Upon War Conditions in the United States.

The background of these studies is interesting. Immediately upon the declaration of war by the United States in 1917, the Children's Bureau began a systematic study of material on the welfare of children in the belligerent countries. The aim of the studies was to enable the United States to safeguard its children against the hazards growing out of wartime conditions. A special corps of translators and readers reported upon child labor, infant and maternal welfare, and juvenile delinquency and dependency in Great Britain, France, Germany, Italy, and Russia. Summaries of these reports were published through a series of articles, "Children in War Time," prepared for the public press.

One of these studies concerned with infant and maternal welfare included a description of the program in England and the development there in 1914, just before the war, of a national program of grants-in-aid to local sanitary authorities and voluntary agencies in carrying out plans for maternal and child welfare approved by the local government board. Miss Lathrop was impressed by this program and its results in the reduction of the infant mortality rate in England to its lowest in history, during the first two years of the war. She proposed, in her 1917 report, that our Government "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." 1

1Four years later, the Act for the Promotion of the Welfare and Hygiene of Maternity and Infancy (Sheppard-Towner Act) was passed, providing such grants to States, and was in force from 1921 to 1929. Later in the 1930's, this background of experience was to prove invaluable to the Children's Bureau in developing the child welfare, maternal and child health, and crippled children's grant-in-aid program under the Social Security Act of 1935.
These studies of child welfare in warring countries 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." The United States at the time had no allotment and allowance plans for soldiers' dependents. Consequently the Bureau decided to make a study of the provisions for soldiers' families in the various countries and concentrated first upon Canada, which presented the most available example.

The result was a report, Care of Dependents of Enlisted Men in Canada, which was followed by a second one titled Governmental Provisions in the United States and Foreign Countries for Members of the Military Forces and Their Dependents. These two reports made it abundantly clear that a system of compensation should be developed as a way for the Government to guarantee to the children of enlisted men the homelife and parental care which is "the common need of every child." On the basis of these reports from the Bureau, a bill providing aid to families of enlisted men was drafted for our own country, passed by Congress, and became a law.

The Years Immediately After World War I

In 1918, World War I ended. During the war, the Bureau had struggled to maintain certain basic standards as to the health and welfare of children. To the Bureau, it seemed a logical time to try to establish these standards on a firmer base. The second White House Conference on Child Welfare Standards held in 1919 was the result. In view of the international relationships that had grown out of the war, the Bureau decided to invite to this Conference some European child welfare experts.

Consequently, previous to the 1919 Conference, the chief and the assistant chief of the Bureau visited a number of agencies in Europe concerned with the health, education, labor, and welfare of children and arranged with them to send representatives to the Conference. Eleven came and six countries were represented. Dr. René Sands of Belgium was the leader of the group and Sir Arthur Newsholme of Britain represented health. The Conference consisted of a small meeting of specialists in Washington, followed by a series of eight regional conferences in various cities across the continent.

Grace Abbott, then director of the Bureau's Child Labor Division, served as secretary of the Children's Committee, meeting in Washington in the spring of 1919 in preparation for the First International Labor Conference. In August she represented the Children's Bureau on the organizing committee of this Conference, and she later took part in the first meeting of the Conference held in Washington in October.

In 1920 the chief of the Bureau, at the request of the President of Czechoslovakia, visited that country to consult on its child welfare and child health problems as intensified by the recent war. While there she prepared a memorandum, listing principles relating to character and scope of necessary child welfare legislation. She also made brief consultative visits to Poland and Yugoslavia. One of her conclusions is of special interest, since it was to be carried out some 20 years later. She states that ". . . the writer is convinced that one of the greatest services promising permanent results which can be rendered is to make possible the sending of educated young persons here (to the USA) for
purposes of study in our schools of applied science and of public health. Such students can select and carry back from foreign study that which best fits their home conditions."

Although the United States was not a member of the League of Nations, its Advisory Committee on Traffic in Women and Children, organized in 1922, recommended at its first meeting that the United States be invited by the Council of the League to appoint a member to serve on this Committee. An invitation was accordingly extended and the chief of the Children's Bureau was appointed by the Secretary of State to sit on the Committee in a consultative capacity. At the meeting of the Committee in 1923, she suggested that a scientific investigation of the international traffic in women and children was necessary as a basis for useful recommendations, and the Committee so recommended. Such a study was later carried out.

A reorganization of this Committee in 1925 resulted in a change of name to the Advisory Commission for the Protection and Welfare of Children and Young People and included the creation of a related Child Welfare Committee. The chief of the Children's Bureau consulted on the organization and functions of the new Child Welfare Committee. She was appointed to serve in the following years as an ongoing consultant to the Commission. She, or her representative, attended its annual meetings in Geneva and worked with its Child Welfare Committee on drafting materials on aspects of child welfare.

A representative from the Children's Bureau was an official delegate at the Fourth Pan American Child Congress held in Chile in 1924. These Congresses have continued at intervals of approximately four years, with United States delegations, including members of the Children's Bureau staff, attending. Certain of these Conferences will be presented in more detail later in this report.

Out of the Second Pan American Child Congress held in Montevideo in 1919 came the recommendation for the Inter-American Institute for Children, which was established in 1927 with headquarters in Montevideo, Uruguay. Its function was to serve as a Pan American center of research, consultation, and education, and social services for children and its contribution to the children of the Americas continues to the present time.

In 1928 Congress authorized the United States to become a member and the assistant to the chief of the Children's Bureau was designated by the Department of State as the United States member of the Directing Council of the Institute. 2

Beginning in the twenties, relationships with the Pan American Health Organization (later the Pan American Sanitary Bureau) were carried on informally over the years. Members of the Bureau staff attended various meetings of this organization, in Washington and in other countries of the hemisphere, and the Bureau prepared materials at its request.

2 Since 1928 the Children's Bureau has been the chief agency of our Government that carries on working relationships with the Institute. The assistant chief was a member of the United States delegates to the fourth, fifth, and sixth Congress. For many years the chief of the Bureau was the representative of the United States on the Directing Council of the Institute which meets annually.
Years of Economic Crisis 1930-1939

The depression years took their toll in international programs. The League of Nations was declining, governments were concentrating on the economic crisis faced by their people, and war was in the offing. Some activities in the international field went on but they were limited both in nature and in scope.

International Labor Organization

After the establishment of the International Labor Organization of the League, the Children's Bureau prepared informational material and recommendations on minimum age of employment and on other subjects relating to child labor for the use of the United States delegates to various international labor conferences called by ILO. In 1935 the chief of the Bureau attended the International Labor Conference at Geneva as a Government delegate. She served as chairman of the Committee on Unemployment of Young Persons.

In 1937 a representative of the Bureau attended one of the conferences in Geneva as a technical advisor on child labor to the United States delegates.3

Health Organization of the League

In 1937 the associate chief of the Bureau (a physician) participated in a meeting of experts called together in Geneva by the Health Organization of the League of Nations in connection with the work of its Technical Commission for the Study of Nutrition.

This group of experts considered nutritive requirements during the first year of life and methods of assessing the nutrition of children and adults. With reference to the first subject, recommendations were drawn up and submitted for comment and approval by the members of the group to the pediatric societies and associations in their respective countries. As to the second item, a plan was drawn up for future studies, to be coordinated by the Health Organization of the League.

In 1939 the director of the Division of Maternal and Child Health of the Bureau was an official delegate to the International Commission for the Decennial Revision of the International Nomenclature of Diseases in Paris. He presented the proposals of the United States concerning revisions of the list of causes of death relating to maternity, infancy, and stillbirths.

* * * * * * *

Throughout these early years, the Children's Bureau and its staff took advantage of the opportunities presented to them to work for the health and welfare of children in other countries. Often these opportunities were modest, indeed -- a visitor from France, a children's worker from Britain, a doctor from Italy who came to see what the Federal Children's Bureau was doing and to exchange views and information about what was going on in their own country. At other times, the chief or members of her staff served on committees or attended meetings sponsored by international agencies. But small as these beginnings were, they set the precedent for an international program in the Children's Bureau.

---

3Cooperation with the International Labor Organization continued until the Bureau was transferred from the Department of Labor in 1946, when its child labor activities were retained in the Department of Labor.
World War II and the Post War Years 1940-1949

Never before in its history were the opportunities to work for the health and welfare of children in other countries so great or so challenging as those presented to the Children's Bureau during and after World War II.

The work began in terms of the child victims of war -- and at the close of the war spread to planning for their rehabilitation, and finally to the welfare of children around the world in war and in peace.

Child Refugees

In the spring and summer of 1940, Belgium, Holland, Norway, and France fell before the German armies in rapid succession. After the nightmare of Dunkirk, Britain was threatened with invasion by air and sea.

The lot of the war-stricken peoples -- particularly the children -- tore at the hearts of the people of the United States. British parents wanted above everything else a safe refuge for their children. In America many American parents wanted to offer the welcome of their homes. Many did through various religious, social, and professional agencies.

Miss Katharine F. Lenroot, chief, and members of the staff of the Children's Bureau participated in preliminary conferences in the United States and Canada which led to the establishment of the United States Committee for the Care of European Children, organized June 20, 1940, to meet the need of a central agency to deal with the problem of providing a refuge in the United States for children from European war zones.

The director of the Child Guidance Division of the Children's Bureau was given leave of absence to serve as Director of the Committee's Child Care Division, responsible for the reception, placement, and supervision of the children who came to this country through its efforts. Two other members of the permanent staff of the Children's Bureau and three temporary appointees gave service for longer or shorter periods in connection with the Children's Bureau's part in the program. This included, in addition to the development of standards, the designation, in cooperation with the State welfare departments, of child care agencies to give service in the program, and the maintenance of a register of European children in the United States.

The largest single number of children (5,000) who came during the war, 1940-45, were British evacuees. Most of the others were from Germany, Austria, and then the other countries in the order in which they were overrun by the Nazis. Many had endured anxiety, terror, grief, hunger, and fatigue -- and they bore the scars of their experience. Placing these children required the highest skill of child welfare workers.

This venture in human relationships turned out to be very human indeed. In most of the placements, the difficulties were met and overcome, and the boy or girl was soon taking his or her place with other children in the family, the school, the church or synagogue, and the community generally.
About 3,500 of the British children had returned to England by April 1945. By the summer of 1946 some of the continental children had been reunited with their families; others were well on their way to becoming United States citizens.

At the end of the war, the United States Committee was again faced with planning for the care of European children in this country. In 1945, about 100,000 children under 14 years of age were reported to be in camps for displaced persons in Germany. Many of these children were with relatives but others were unaccompanied. The Committee immediately began making plans to bring up to 2,000 unaccompanied children into the United States.

On December 22, 1945, President Harry S. Truman issued a directive on the immigration from Europe to the United States of displaced persons. This directive facilitated the immigration of orphaned children within the limits of existing immigration quotas. The United States Committee was named their sponsor.

Thus the children coming at the war's end were children from the concentration camps, most of whom were older adolescents, beyond the age which fits easily into foster homes or at which children are usually adopted. By March 31, 1948, 1,275 children had arrived. Their new homes were in all parts of the Nation -- 30 of the 48 States.

Under later legislation, other refugee children continued to come to the United States. By 1953, these children had either been reunited with their parents or found permanent homes in this country, and the United States Committee disbanded, its purpose achieved. The Children's Bureau continued to cooperate less formally with other organizations involved in placing children from other countries.

Civil Defense

The associate chief of the Children's Bureau went to England early in 1941 as a member of a civil defense mission under the auspices of the Department of War to study the provisions for the health and welfare of the civilian population, with special reference to children. She spent February in the British Isles, visiting areas in England and Scotland.

Her report formed an invaluable foundation for planning in this country, especially for advance planning for evacuation of children under emergency conditions and for the development of volunteer services -- plans that fortunately never had to be used.

Civilian Feeding

Before the invasion of the European continent, the Quartermaster General of the Army requested help from the Children's Bureau in evaluating basic rations proposed for feeding civilians in areas to be liberated. The Bureau evaluated the proposed rations with respect to the feeding of children and pregnant and lactating women, and offered suggestions for improving a ration if it fell below the level of safety. Information of this sort was provided for rations proposed for Yugoslavia, Greece, France, Belgium, Holland, Norway, Denmark, Albania, Rumania, Bulgaria, and Japan.

Child Health and Welfare

Members of the Children's Bureau staff prepared material on child health and child welfare in certain occupied countries for the
Office of Foreign Relief and Rehabilitation Operations. After the transfer of such activities to the United Nations Relief and Rehabilitation Administration in 1949, consultation service was continued. The associate chief of the Bureau was appointed one of the alternates to the United States member of the UNRRA Technical Committee on Health.

In 1949, the associate chief of the Bureau was made available to the Office of Military Government for Germany (U.S.) for initiating planning of a survey of child health and child welfare needs in the United States Zone of Germany. She headed a staff that included herself, another physician, and a child welfare expert. Recommendations were made to the Military Government authorities in the zone.

The United Nations and Its Related Agencies

With the development of new instruments for international cooperation, new opportunities for service to the world's children came to the Children's Bureau and its staff in their technical capacities and as official representatives of the United States Government.

The United Nations came into being in 1945 and its related agencies were recognized soon thereafter. In 1946, the chief of the Children's Bureau served as secretary of the Temporary Social Commission of the United Nations, on whose recommendation the United Nations Economic and Social Council authorized the establishment of a permanent Social Commission.

During this same year, the associate chief of the Bureau served as vice-chairman of the United States delegation to the International Health Conference. This conference drew up a draft constitution for the World Health Organization. The Bureau also supplied a technical consultant to the conference that developed the plan for the Food and Agriculture Organization. It also worked with the International Labor Organization on its recommendations on the protection of children and young workers.

Toward the end of 1946, the United Nations International Children's Emergency Fund (UNICEF) was established as the channel through which contributions from governments and citizens could flow to the relief of children in war stricken countries. The chief of the Children's Bureau was appointed as United States representative on the Executive Board of this new agency.

The Bureau's relation to the United Nations agencies as they developed was a continuing one. In 1947, the chief of the Bureau was designated as alternate to the United States representative on the Social Commission. Later the chief of the Bureau acted as chairman of a United States working party on juvenile delinquency set up by the Division of Social Activities of the United Nations.

The associate chief was an official delegate to the Fifth Session of the Interim Commission of the World Health Organization and in the same year, 1948, was an official delegate to the First World Health Assembly. In the following year, she was chairman of a meeting of an Expert Committee on Maternal and Child Health of the World Health Organization and acted as an advisor to the United States delegation at an Executive Board Committee on Administration and Finance of the World Health Organization. In 1949, the associate chief resigned from the Children's Bureau to become assistant director of the World Health Organization.
The Children's Bureau played a major role in the development of UNICEF. Soon after it was established, the associate chief of the Bureau was granted a leave of absence to visit a number of European countries in connection with developing technical data for use in UNICEF program planning. She was also appointed as technical advisor to UNICEF and as United States member of the medical subcommittee of its Program Committee.

The fiscal year 1948 marked the transition of UNICEF from the preparation stage to that of operation. That year the chief of the Children's Bureau served as the United States member of the Fund's Executive Board, the Program Committee, and the Committee on Administrative Budget. The associate chief continued to serve as technical advisor.

Child feeding programs were put into operation in 12 countries and medical projects were being developed in cooperation with the World Health Organization. By 1949, the scope of the Fund's activities, originally limited to Europe, had been extended to include the Middle East, Asia, Central and South America, and North Africa.

Inter-American Programs

The Bureau's activities on the inter-American front expanded enormously during this period, as a result of two laws. One provided for temporary detail of United States Government employees to the other American Republics, the Philippines, and Liberia (Public Law No. 595 approved in 1938 and amended in 1949); another authorized the President to use the services of Government agencies in carrying out agreements reached by the 21 American Republics at inter-American conferences (Public Law No. 335 approved in 1949). This resulted in a quite different type of international activity for the Bureau than had been undertaken previously.

Following this legislation, an Interdepartmental Committee on Cultural and Scientific Cooperation with the American Republics was set up by the Department of State, and the chief of the Children's Bureau represented the Department of Labor on that Committee. It was to serve as an instrument of the United States Government to undertake a permanent, cooperative program for the development of economic, cultural, and scientific relations and to coordinate the activities of departments and agencies of the Government under the leadership of the Department of State, in undertaking cooperative projects in these fields in the Western Hemisphere.

In her 1940 report, the chief of the Bureau included in her recommendations one for increasing cooperation in Pan American child welfare work. In support of this recommendation, she stated:

"The Pan American agencies through which the health and well-being of children may be advanced, and the national agencies in a position to cooperate in Pan American work, should be afforded resources for continuing interchange of ideas and experience, through publications, motion pictures, opportunities for advanced study, field consultation and field studies, and conferences. The total defense of a hemisphere, like the total defense of the Nation, involves not only arrangements for military and economic cooperation but also the strengthening of the bonds of mutual interest in the ways in
which the daily lives of the people of all the Americas may be made more secure and more conducive to the development of those qualities which are essential to strong and free citizenship."

During the following year, projects were developed by the various agencies represented on the Committee, and in 1941 funds were allocated by the Department of State to carry out these projects. A representative of the Children's Bureau made exploratory visits to various countries in Latin America for the purpose of establishing contacts with maternal and child health and child welfare agencies to ascertain the need and interest in cooperation.

At this point, the Children's Bureau established a unit, later called the Division of International Cooperation, to handle this work. The program had two major aspects:

1. Sending consultant specialists to the Latin American countries to advise and help them in matters pertaining to child welfare and child health.

2. Providing training in these fields in the United States for Latin American personnel.

The first in the long list of projects undertaken by the Bureau was the assignment of a pediatrician and a social worker to Brazil in 1941 to assist in surveying and planning for the development of services for mothers and children.

The Children's Bureau played an important part in making arrangements for 15 directors of schools of social work in 10 of the other American Republics to visit the United States at the invitation of the American Association of Schools of Social Work and the Children's Bureau Advisory Committee on Inter-American Cooperation in Social Welfare Work.

During the 10 years from 1941 to 1951, the Children's Bureau sent 9 persons in the field of maternal and child health, including nurses and nurse-midwives, physicians, and nutritionists, on 43 missions to South America. During the same period, it sent 16 child welfare specialists, including child welfare workers, group workers, and a medical social worker on 55 missions. Nineteen Latin American countries received services from these professional workers during this 10-year period. Many people from Latin America were given training in the United States through the facilities of the Children's Bureau. These included physicians, nurses, social workers, and other specialists who received training in the various specialized fields of child health and welfare.

Pan American Child Congresses.--The Eighth Pan American Child Congress was held in Washington, D.C., in May 1942. The chief of the Bureau served as chairman of the organizing committee and was elected president of the Congress.

The program as originally planned early in 1941 was completely revised after Pearl Harbor. The Department of State and the United States Organizing Committee, after conferring with various agencies and officials in the United States and the other American Republics, decided that the Congress should be held, but that the program should be redrafted to face the realities of a world at war.
The Congress adopted far-reaching recommendations for the protection of children in wartime and witnessed the signing by official delegates of the 21 American Republics of a formal Declaration of Opportunities for Children, through which the Congress signified its intention "to restate and reaffirm the objectives of the Americas for their children and to insure that those objectives have a primary place in the planning for that just and lasting peace to which the nations of the Americas look forward." These opportunities were as follows:

"1. Opportunity for every child to grow up with the care and loving discipline of family life.

"2. Opportunity for every child to obtain the essential elements of wholesome, healthful living.

"3. Opportunity for every child to find out what his or her special abilities are, and to secure education and training to develop these powers.

"4. Opportunity for every child to develop responsibility and to learn to participate in the world's work.

"5. Opportunity for every child to use creatively part of the free time remaining from classroom or job, in learning and practicing freely chosen, enjoyable activities and skills, including participation in normal social activities with other children.

"6. Opportunity for every child as a citizen to take his place in the life of the community.

"7. Opportunity to take part in some of the many creative ways of transforming the raw materials of human life into usefulness or beauty."

The Ninth Pan American Child Congress was held in Caracas, Venezuela, January 1948. The Bureau's chief and the director of the International Cooperation Service of the Bureau were appointed by the Secretary of State as chairman and secretary, respectively, of the United States Delegation to this Congress.

The Congress affirmed the right of children to good health. The affirmation when issued by the Inter-American Institute for Children was known as the "Declaration of Caracas on Child Health."

During this decade work with Latin American countries went on in several other ways.

Other Activities.—In 1943, though the war was at its height, the State Department considered the cooperative program with the American Republics sufficiently important to have translated and to publish Spanish and Portuguese editions of *Prenatal Care, Infant Care*, and *The Child From One to Six*. These were distributed by the State Department throughout Latin America.

At the Inter-American Conference on Problems of War and Peace, held in Mexico City in 1945, the chief of the Children's Bureau represented the United States on the Committee on Postwar Economic and Social Problems. Of the five resolutions adopted by the Conference
As a result of the Committee's work, two related especially to children and the three others included child health and child welfare among their objectives.

The chief of the Bureau and a member of her staff attended the Third Annual Conference to the United States-Mexico Border Public Health Association in 1945. For the first time, this Conference included a roundtable on maternal and child welfare, attended by Federal officials and officials of the States on both sides of the border.
The Years 1950-1960

For the Children's Bureau, the 1950's ushered in an era of unprecedented activity in the international field. The years 1950 to 1959 saw a series of sweeping changes which opened a whole new array of opportunities in the international field.

Foremost among the great developments in the free world during these years was the recovery of Western Europe. These years also saw tremendous changes sweep through a large part of the world inhabited by well over a billion human beings. This great multitude was engrossed in a desperate search for a better life than had been their lot over the centuries. Thanks to modern communications and transportation, these people no longer lived in remote isolation, unaware of the world about them. Having obtained their political freedom, many of these people began to seek a larger share in the fruits of man's ingenuity which had so increased living standards in the Western nations.

Inevitably these worldwide movements were reflected in what nations were seeking and wanting for children.

In a sense the Bureau had anticipated what was to be the tenor of the 1950's. In her report for 1946, the chief of the Children's Bureau recommended that "The program of international cooperation through exchange of skills and information, (referring to the ongoing cooperative program with Latin American countries) as well as through cooperation in the work of agencies and commissions of the United Nations, should become world-wide." A long step in this direction was taken by the establishment of the "Point 4 Program" a few years later.

The Point 4 Program

In his inaugural address in January 1949, President Harry S. Truman urged a "fourth point" of strength to the Nation's foreign policy. This fourth point was a proposal to make the benefits of our scientific advances and industrial progress available for the improvement and growth of underdeveloped areas of the world. It was followed in 1950 by the Act for International Development, which authorized such a program, commonly called the Point 4 Program. Under this program, Children's Bureau staff helped in developing plans for children's services at meetings of the Inter-American Economic and Social Council and the Organization of American States.

This program gave the Bureau an opportunity to extend to other parts of the world the type of work it had carried on throughout the forties in relation to Latin America -- sending consultant specialists to these countries and providing training in the United States for personnel from the countries. The program was operated by a new agency, the Technical Cooperation Administration of the Department of State, later called the International Cooperation Administration. In 1951, the first year of its operation, the Children's Bureau recruited professional persons in maternal and child health and child welfare for Iraq, Peru, El Salvador, Pakistan, Egypt, Lebanon, and Mexico. In 1951, the Bureau also began to receive trainees from countries in which the program had just begun, as well as from Latin America.

The Children's Bureau continued throughout the fifties to participate in this program, which had by 1960 expanded to reach most of the less-favored countries of the world. In addition to recruitment and
training, the Bureau provides technical information and material in the fields of its competence for use by the International Cooperation Administration in its programs abroad, and answers requests for advice and help in relation to programs in specific countries.

Relations with International Agencies

During these years, the Bureau has actively cooperated with a variety of international agencies, although its principal activities have been with the United Nations Children's Fund.

UNICEF.--The early fifties saw a shift in the program emphases of UNICEF from relief in Europe to long-term benefit of children in underdeveloped countries. In 1953, UNICEF, originally an emergency program, was established as a permanent United Nations activity. It is the world's largest international agency devoted exclusively to the welfare of children.

The chief of the Children's Bureau has continued to serve under a Presidential appointment as the United States Representative on the Executive Board of the United Nations International Children's Emergency Fund since its creation in 1946. The deputy chief of the Bureau has functioned as Special Advisor to the United States Delegation since 1957.

Over the years, UNICEF's major concern as related to mothers and children has been with supplies, equipment, and training in the field of health. Because of the close association of UNICEF's interest with the World Health Organization and its program, a Joint Committee on Health Policy made up of members of the Executive Boards of the World Health Organization and of UNICEF was established beginning in 1949. The chief of the Children's Bureau, and later the deputy chief served on this Joint Policy Committee, the latter serving at the present time.

In 1958, child nutrition became a new program emphasis for UNICEF, and a working arrangement with the Food and Agriculture Organization of the United Nations was set up. To facilitate this, an FAO-UNICEF Joint Policy Committee was established. The United States was one of the countries selected by FAO to represent it on this Committee, and the deputy chief of the Children's Bureau serves as a member of this United States Delegation.

In 1958 also, at a meeting of the Executive Board of UNICEF, the chief of the Children's Bureau introduced a resolution suggesting the possibility of UNICEF aid in the area of child welfare, beginning with concern for children in institutions and day-care centers with special reference to the underdeveloped countries.

As a means for determining UNICEF's role in this area, she suggested that the United Nations Bureau of Social Affairs and UNICEF with consultation from WHO make a study in this area. This proposal was accepted by the Executive Board. A report of this study, with a proposed program, was presented to the Board at its 1959 meeting and approved. Since then, several country projects in this field have been approved and are getting underway. Hopefully, this beginning step will lay the groundwork for further extension in the field of child welfare.

In the past few years, both the chief and the deputy chief of the Bureau have made official visits to observe UNICEF activities in a number of countries in the Middle East, Asia, and North Africa.
Other International Agencies.--Work with the other agencies of the United Nations includes review of documents and preparation of comments, assistance in the development of position papers for sessions of the United Nations Social Commission and the Economic and Social Council, and contributions to regular and special United States reports that are requested by the United Nations.

In 1954, a member of the staff of the Bureau, the consultant on homemaker services, was loaned to the United Nations for a month to prepare material on "Home Help Services--A Review of Programs in the Various Countries."

In 1955, the director of the Division of Juvenile Delinquency was a member of the United States Delegation to the First United Nations Congress on the Prevention of Crime and the Treatment of Offenders and served as chairman of the delegation for the section on juvenile delinquency. In 1960 he went again as a member of the United States Delegation to the Second United Nations Congress on the Prevention of Crime and the Treatment of Offenders.

The World Health Organization promotes the health of the world's children through its various programs. These programs, since they are aimed at overcoming communicable diseases and strengthening national health services, are of utmost importance to children -- and, as was to be expected, they have involved various members of the Bureau's staff in its activities.

The most important of these relationships have included: the preparation of reports on United States programs; review and comment on appropriate parts of the Director General's annual report and proposed program and budget for the coming year; work on United States position papers in cooperation with the Public Health Service; membership on WHO technical committees that issue definitive reports, such as the Joint Expert Committee on the Physically Handicapped Child and the Expert Group on Prematurity; assistance in recruiting maternal and child health personnel; and provision of technical material as requested.

In 1953, a member of the Bureau's staff attended a meeting of a joint World Health Organization -- U.S. International Cooperation Administration Conference in Geneva, and in 1955 another Bureau staff member participated in a similar joint conference in Delhi. In 1955, the chief of the Children's Bureau was a member of the United States Delegation to the World Health Assembly in Mexico City.

The Bureau's relationships with the Food and Agriculture Organization of the United Nations have included participating in the preparation of position papers for the United States Delegation to that organization and in providing technical material as requested. In 1960, the chief of the Nutrition Section of the Division of Health Services of the Children's Bureau was given a four months' leave of absence to accept an assignment with the Food and Agriculture Organization in Chile. She was designated a Nutrition Officer to assist the Government in establishing a long-term program of school feeding, school gardening, and nutrition education.

The Bureau's cooperative relationships with the Inter-American Children's Institute have continued through correspondence, exchange of materials, and participation in the quadrennial Pan American Child
Congress for which the Institute is responsible. United States delegations to these Congresses have always included a representation from the Children's Bureau, and Bureau staff have worked on position papers and reports for the Congresses.

The Bureau also has relationships with the Organization of American States, and its secretariat, the Pan American Union, as well as with the Pan American Health Organization. This latter agency has established a Medical Education Information Center, which holds meetings of representatives of the Federal Government and of private agencies that are involved in the training of health personnel from the Latin American countries. This is for the purpose of coordinating the various agencies' plans for training, with an emphasis on medical education. The Children's Bureau is represented at these meetings by a member of its staff.

The South Pacific Commission, of which the United States is a member, has as its objective to promote the economic development and social welfare of the 17 dependent territories in the South Pacific Region. The Alternate South Pacific Commissioner for United States is a Public Health Service Officer stationed in Washington, who attends the meetings of the Commission. Since these islands have as a major concern the development of health services for mothers and children, beginning in 1955 the Children's Bureau has reviewed documents and requests from the Commission in this field and has drafted material and recommendations for the use of the Alternate Commissioner at the Commission's meetings. Progress has been made in planning for improved maternal and child health programs for these islands.

Other International Agencies

For many years the Bureau has had relationships with a variety of international agencies through attendance at international meetings, correspondence, exchange of materials, and occasional visitors. Representative of these are the following:

The International Children's Center of Paris, an agency of the French Government, which carries on a research program and provides training courses for professional persons working in the fields of child health and child welfare.

The International Society for the Rehabilitation of the Handicapped, which has affiliated organizations in 39 countries.

The International Union for Child Welfare, which has member organizations in 45 countries.

The International Social Service with branches in 14 countries.

The World Federation for Mental Health, at whose request a member of the staff of the Bureau made a consultation visit in 1957 to the Austrian Society for Mental Health on provisions for Hungarian refugee families and children.

The American-Jewish Joint Distribution Committee, under whose auspices a member of the Bureau staff, along with three other physicians, made a survey of medical and health problems in the Committee's programs in Israel and Iran, in 1958.
Development of the Training Program

Perhaps here it would be well to go back in this history to look at the Bureau's efforts in developing training programs for people coming from other countries before moving on into the intricacies of the training program that developed during the 1950's.

Since its beginning in 1912, the Bureau had welcomed visitors from other countries whose interests related to those of the Bureau. With the creation of the Interdepartmental Committee on Cultural and Scientific Cooperation with the American Republics in 1951 as recounted earlier, the Children's Bureau began planning specific programs of training and observation in maternal and child health and child welfare for persons from Latin America. Most of these persons came to this country for periods of a few months.

Beginning in 1947, when the United Nations developed a fellowship program in the field of welfare, the Bureau has also participated and planned programs for United Nations Fellows whose interest lay within its areas of responsibility.

Then for several years after World War II, the Bureau planned programs of observation for periods of three to six months for German specialists sent to the United States under auspices of the Department of State. The Bureau also planned similar programs for Japanese specialists brought over by the Department of Defense for a period of observation in the field of their specialty.

In addition, the Bureau assisted in a program for the exchange of leaders and specialists established by the Department of State during the war, and continuing on into the present. In this connection as requested, the Bureau assists in planning observation for such leaders and specialists whose interests relate to the Bureau's program.

Beginning in 1952, the Bureau planned programs of observation in the field of maternal and child health for trainees who were in the United States under the auspices of the World Health Organization. This activity continues.

From 1951, when the first "Point 4" trainee, a physical therapist from Colombia, arrived in the Children's Bureau, the number of trainees coming through the International Cooperation Administration of the Department of State steadily increased along with the growth and development of that agency's program abroad. At present they make up the bulk of the Bureau's so-called "long-term trainees."

In addition to the official agencies mentioned above, the Bureau assists voluntary organizations in the United States in planning programs for persons brought to this country under their auspices. Also, many individuals come to the United States on their own and seek help in planning their program of observation.

Looking back over the years to the beginning of the Bureau's training program, certain trends are apparent. Perhaps these trends in turn may help us look ahead into the future.

In the early years the length of a training grant was usually for not more than six months, and in many instances for less. This meant that the program for the trainee must be set up in the form of visits to
agencies to observe their activities. After a few years, the Children's Bureau and the agencies that sponsored the trainees began to see the limitations of such experiences for the trainees.

Certain things were clear. The maximum length of a grant needed to be lengthened — six months was too short a time for serious study. Observational visits should be reduced in number and the time for each should be increased in order to permit the trainee to participate as much as possible in the program of the agency visited. A trainee should visit first a program as nearly as possible similar to the situation in his own country and work up gradually, in later visits, to more highly developed programs. To be effective, training programs would need to be revamped with these factors in mind.

So it was that as the years moved on, more and more trainees came to this country for a full year of academic training, with several months at the end of their training for supervised observation visits. These trainees attended schools of public health and schools of social service, majoring in maternal and child health or in child welfare. A few years later, nurses as well as physicians began to come for academic training.

Then a further trend developed. Trainees began to appear who were interested in a specialty related to maternal and child health and child welfare. By 1957 the Bureau was planning training programs for physicians interested in maternal and child health, pediatrics, obstetrics, child psychiatry, and children's orthopedic surgery; a pedodontist with special interest in public health dentistry; nurses interested in pediatric, obstetric and orthopedic nursing; social workers interested in general child welfare, medical social work, group work, juvenile delinquency, child guidance, and social welfare research in relation to children.

The number of trainees in the field of health has been increasing, with a concomitant increase in training in the clinical specialties and a decrease in the public health field. At the same time the length of training has increased, up to two and sometimes even three years. This trend is related to the effort of international agencies to upgrade the schools of medicine and nursing by increasing the skills and knowledge of the faculties to which the trainees will return.

In addition to its specific training program, the Bureau continues to see a goodly number of "short-term visitors" who come at their own request or at the request of some outside source for brief periods. For these the Bureau arranges for appointments within its own staff and sometimes with other agencies in the Washington area for periods of not more than one or two weeks. The number of these visitors runs between 150 and 200 a year.

Training in Reverse

Training has become a two-way process for the Bureau in the past few years. The Bureau not only provides training for people from other countries but certain of its staff are receiving training abroad. In 1957, a member of the staff of the Bureau spent two months in Belgium and Sweden making a comparative survey of governmental provisions for the protection of children. She was one of five social workers in the United States selected to participate in a reciprocal exchange with five European countries under a cooperative program.
with the International Exchange Service of the Department of State and the United Nations.

In 1959, a physician on the staff of the Bureau took a two-week course on medical and social problems of children with cancer at the International Children's Center in Paris. She received a scholarship from the Center.

In 1959, a member of the Bureau staff took a two-month graduate study course on Social Trends in Western Europe conducted by Temple University in Europe. The course provided opportunity for firsthand study of social agencies, including child care agencies.

Also in 1959, a new program of short-term World Health Fellowships to and from this country was inaugurated. These provide opportunities for consultation here from experts from other countries and for personnel of this country to go abroad and study activities in their own field of specialized interest. Through this program the consultant services of the chief nurse in the Ministry of Health of Denmark were made available to the Bureau, and we were able to assist the director of the speech and hearing program of the Tennessee State Health Department in getting a fellowship to observe similar programs in Europe.

Contact with Individuals and Agencies in Other Countries

Correspondence and Exchange of Publications.--Perhaps because of the Bureau's long history of activity in the international field, it has become known abroad as a source of technical information in maternal and child health and child welfare. For many years the Bureau has carried on a voluminous correspondence with a variety of public and private agencies and individuals in other countries. Usually these agencies write for advice on program planning and operation and for technical information. Often they send publications and descriptions of their own programs. In one recent year, 584 letters from other countries were received and answered by the Bureau.

As a result of this correspondence, the Bureau has a sizeable amount of information on maternal and child health and welfare activities in the various countries of the world under international, national, State and local auspices. This information is brought to bear on the international activities carried on by the Bureau.

Translations of Bureau Publications into Other Languages.--Many of the Bureau's publications have been translated into other languages and used abroad. For example, Infant Care, the Children's Bureau's best known publication, has been translated into nine languages: Arabic, Korean, Japanese, Burmese, Hindi, Persian, Spanish, Portuguese, and French. Other publications of the Bureau have been translated into Chinese and Japanese as well as in the above languages. A number of requests for permission to make translations are received each year. But even so the Bureau's knowledge of translations is incomplete, since occasionally a copy of a new translation reaches us.

From talking with trainees and from visits to other countries, the Bureau finds that its series of publications on child care are translated and used as textbooks by health agencies for nurses and auxiliary health workers, by home economists in home extension work, by social workers in child welfare programs, and by personnel in community development programs.
International Health Research

A new vista for the Children's Bureau was opened by the passage of the International Health Research Act of 1960, signed by President Dwight D. Eisenhower on July 12. The law authorizes establishing fellowships and making grants for international health research. Under previously existing law, the Children's Bureau did not have authority for either of these activities.

Since the original introduction of an international health research bill in the Senate in 1958, the Bureau has given attention to this pending legislation and has worked on specific projects for international research of benefit to mothers and children, not only in the country in which the projects are carried on, but in many other countries, including our own. At this point, the knowledge gained by the Bureau through the years about professional persons, official and unofficial agencies, and programs in the health field in other countries is being used to the utmost advantage.

An international health research program will bring new vitality and richness to the present research program of the Bureau, and to other programs of the Bureau that are health-oriented or health-related.

There can be no question that the sweeping changes which have dominated the fifties are creating wholly new situations for the sixties in terms of international programs in the area of maternal and child health and child welfare.

******

The Children's Bureau's international activities go back almost fifty years. The Bureau has helped to mold the programs for children in many countries. In turn, it owes to other countries much inspiration for its own programs that are designed for the children of the United States. The old adage "Richness shared is richness multiplied" has been demonstrated once again in the Bureau's international program.