

Book was published by the U.S. Children's Bureau which
50th anniversary April 9. Authoritative child-care
was almost nonexistent in 1912 when the Bureau began
an education program. In 1915, when statistics were
bl one

PUBLIC HEALTH

Science New Letter, April 14, 1962

Baby Book Successful

United States Children's Bureau
50th Anniversary of the Children's Bureau:
Memory Book

Compiled in 1962

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*This scrapbook contains newspaper and
magazine articles, photographs,
proclamations, and statements of support
related to the 50th anniversary of the U.S.
Children's Bureau on April 9, 1962.*

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The Washington Post

For and about **WOMEN**

SOCIETY
FASHIONS
FEATURES

SUNDAY, APRIL 8, 1962

A New Day Dawned for Children



JULIA LATHROP
... headed staff of 16



GRACE ABBOTT
... fought hard times



KATHARINE LENROOT
... met wartime problems



MARTHA ELIOT
... accented mental health

By Dorothy McCordle

THE GOLDEN anniversary of child care as a prime concern of the U. S. Government will be celebrated Monday



Mrs. McCordle of child care in America is yet to come.

during all-day ceremonies at the Statler-Hilton. A speech by President Kennedy will spark the 50-candle celebration.

Yet the Golden Age

FIFTY YEARS ago the United States established the first Children's Bureau in the world. Since that historic day some 20 nations have followed the U. S. lead.

Lives of millions of children have been saved as a result of the legislation creating the Children's Bureau signed by President Taft on April 9, 1912.

In 1915, one baby of every ten born alive died before his first birthday. The baby death toll was close to 300,000 a year.

The newly organized Children's Bureau launched a gigantic infant life saving program. Today, fewer than three of 100 babies born alive die in infancy.

Even though progress has

been spectacular, Katherine B. Oettinger, the fifth Chief of the Children's Bureau in its 50-year history, is not satisfied. She sees goals ahead, as vital as these past achievements.

The new goals will be emphasized at Monday's birthday party which begins at 10 a.m. with an address by President Kennedy. The celebration will proceed through morning and afternoon sessions and a wind-up birthday dinner at the Statler-Hilton at 7:30 p.m.

At the dinner, today's challenges in the care of children will be discussed by Secretary of Health, Education, and Welfare Abraham Ribicoff and Dr. Buell Gallagher, president of City College in New York.

EACH OF THE FIVE women who have headed the Children's Bureau has made her own contribution to safeguarding a child's right to survive and to grow up in healthy, happy surroundings. Child labor, child health and child happiness have had the attention of all these dedicated women.

In 1912 Julia C. Lathrop was appointed by President Taft as the new Director of the new Children's Bureau. She had a staff of 16. Salaries and expenses ran \$25,640 a year. Now, a staff of 267 are working under an expense and salary appropriation of \$2,668,000.

MISS LATHROP chose infant mortality for her

first target. The death rate was studied in 9 cities. Remedial measures in each community dramatized these findings:

- Death rate of babies went down as father's earnings went up.

- More breast-fed babies survived the first year than bottle-fed babies.

- Babies whose mothers were in the home had a better survival rate than babies deprived of their mothers' care.

- Sanitary conditions were important factors in survival.

Miss Lathrop insisted the Bureau's responsibility extended to "all children." She introduced studies of the health, economic and social conditions of children—institutional care, juvenile delinquency, child labor, feeble-minded children, crippled children.

She prepared the first bulletins for parents. "Prenatal Care" appeared in

1913, and "Infant Care" in 1914 became and has remained the Government's all-time best seller.

GRACE ABBOTT succeeded Julia Lathrop in 1921 and concentrated her attention on the effect of hard times upon children and their parents. She looked at depressions, charted the paths of unprecedented numbers of boys and girls who took to the road in search of food and jobs.

She found that the itinerant boys and girls were unwelcome, usually were bedded down on jail floors. She took her findings to Congress, pointing out the social cost to the future of America in the problem of the needy. She made many courageous pleas for Federal aid for the needy.

KATHARINE F. LENROOT took over the Bureau in 1934. She served through the remainder of the depres-

sion years, the war years, and the start of the post-war years.

She concentrated on developing maternal and child health, crippled children and child welfare programs under the Social Security Act of 1935.

Under a war-time day care program inaugurated during Miss Lenroot's tenure, approximately 1,600,000 children were enrolled in nursery schools receiving Federal aid. After the withdrawal of Federal funds, Miss Lenroot continued to urge day care for children provided by Federal funds on a long-range basis.

"Failure to meet this need for day care is not only placing an impossible burden on many women who must work, but is also exacting a high toll in the health and welfare of children, she declared.

In July, 1946, the Children's Bureau, minus its child labor functions, was transferred. See CHILDREN, F24, Col. 3



U. S. Children's Bureau

ENDS CHILD DOOM—President William Howard Taft signed the Act creating the Children's Bureau on April 9, 1912. During the past 50 years, the Act signed by Taft has diminished inhumane industrial practices and

has led to a dramatic decrease in infant mortality and an end to child labor in sweatshops, mines and fields at slave wages. The Bureau had a staff of 16 and a budget of \$25,000 a year when it began under Julia Lathrop.



By Harry Naltchayan, Staff Photographer

LUNCHTIME IS CONFERENCE TIME—Today's Children's Bureau officials talk shop over lunch in the executive dining room at HEW. Left to right are Annie Lee Sandusky, Chief of the Bureau's Child Welfare

Grants Branch, Mildred Arnold, Chief of the Bureau's Division of Social Services, Katherine B. Oettinger, Chief of the Children's Bureau, and Helen L. Witmer, Chief Bureau research.

Bureau Has 10 New Goals

ferred from the Department of Labor to the Federal Security Agency.

DR. MARTHA M. ELIOT, a physician who specialized in pediatrics, took over leadership of the Children's Bureau in 1951.

Her accent in all programs of the Bureau was on the emotional well-being of children and the importance of understanding child development principles in working with children.

Juvenile delinquency came in for special study. A division of Juvenile Delinquency was set up in the Bureau.

The mentally retarded were given special attention, too.

Dr. Eliot also drafted authorities in the social, health and legal field to consider the problems of adoption.

MRS. OETTINGER, the fifth and present Chief of

the Children's Bureau, appointed in 1957, believes that the Nation still lags in spite of the "many gratifying advances toward the greater well-being of our children."

These are her tenets for the Bureau:

- Services essential to children's well-being must keep pace with children's needs.

- Research findings that could benefit children and their families must be translated into action throughout the country.

- A great variety of trained personnel for children's service is a prime requisite for the advancement and refinement of these services.

- Programs designed to advance the well-being of

children require the cooperation of professions and agencies at all levels.

- The Nation has a special obligation to remove or alleviate the handicaps suffered by children.

- Every child should have a home of his own, preferably with his own parents.

- The complexities of society make it necessary for young people to be helped to find their place in the world.

- The best knowledge and information about child growth and development must be readily available to parents who seek it.

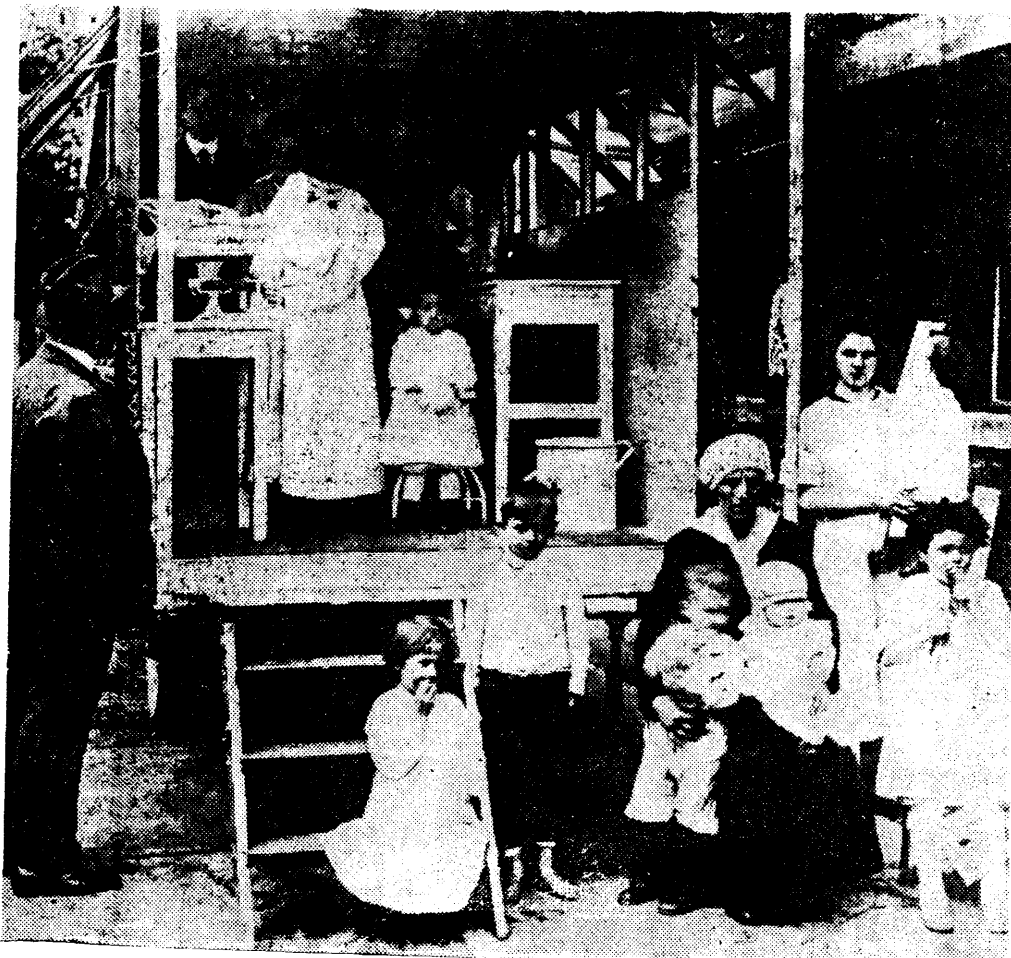
- Children, because they cannot speak for themselves, need a spokesman.

Children's needs know no national boundaries.

BABY SAVING SPECIAL—Traveling hygiene dispensaries like this were set up by the early Children's Bureau in its half century fight for better health services

for boys and girls. This picture was taken in Cleveland, Ohio during the days when ankle length skirts were fashionable for mama and the nurses.

Library of Congress



By Winzola McLendon

PRESIDENT KENNEDY got in a plug yesterday for his physical fitness program when he spoke at the opening session of the 50th Anniversary celebration of the Children's Bureau.



McLendon said, "There is nothing, I think, more unfortunate than to have soft, chubby, fat-looking children who go to watch their school play football every Saturday and regard that as their week's exercise," the President told an audience which filled the Presidential Room and spilled over into the Congressional Room of the Statler-Hilton.

He urged that everybody in the United States join in making sure that children participate fully in a vigorous and adventurous life.

Stating that the purpose of any anniversary or a holiday is to recommit ourselves to the unfinished business, the President recommended special health programs and called for a curbing of school drop-outs.

The President praised the accomplishments of the Bureau from the time when it was set up under legislation signed by President William Howard Taft on April 9, 1912.

He recalled that the United States was the first nation to establish a government bureau solely devoted to the welfare of children. (Twenty now have followed the example.)

In discussing work of the Bureau, President Kennedy said that in 1915 one baby out of every 10 born alive died before its first birthday. Fewer than three of 100 babies born alive today die in infancy, he said.

FIFTY YEARS AGO, he noted, more than 60 out of every 10,000 American mothers died in childbirth. Today the number of maternal deaths for every 10,000 live births has been reduced to 4.

"It is sometimes hard to remember," said the President, "that 50 years ago and less there was no program to provide services for

JFK Bears Down on



'Unfinished Business

INSPECTING THE GUARD: President Kennedy has reviewed many guards of honor but none more disarming than the one which greeted him yesterday at the Statler-Hilton Hotel when he mounted the platform to deliver an address commemo-

United Press International

rating the 50th anniversary of the Children's Bureau of the Department of Health, Education and Welfare. Here, the President grins as well-wishers applaud his entrance.

crippled children, artificial limbs for children born without limbs, regional heart centers for children born with congenital heart diseases, diagnostic services for epileptic children, child health clinics, school health programs, the expansion of foster homes, the improvement of adoption laws and basic standards for juvenile courts."

He mentioned these things, he said, as a reminder that the things now taken for granted were once regarded

as daring pioneer pieces of legislation.

REMINDING his audience that there is still work to be done, the President said there still are too many children dropping out of school; too many young children left at home by working parents; too many children not getting proper inoculations.

He said that the Government has a "supporting role" to teachers, church leaders and parents in help-

ing promote a better life for children.

Catherine B. Oettinger, Chief of the Children's Bureau, and Brandeis University Dean Melvin A. Glasser shared the speaker's platform with the President and Secretary Abraham Ribicoff.

SECRETARY Ribicoff said last night that he prefers to regard the 50th anniversary of the Children's Bureau not as a birthday celebration, but as the celebration of a "new birth."

He spoke at the Golden

The Washington Post-Times Herald, April 10, 1962

Provided by the Maternal and Child Health Library, Georgetown University

Anniversary dinner given in honor of the bureau of the Statler Hilton before hundreds of men and women who have been directly or indirectly connected in some way with the Children's Bureau since its beginning.

The occasion also celebrated his own 52d birthday.

Secretary Ribicoff wants the Children's Bureau to get going on a tremendous program for its second 50 years. He underscored juvenile delinquency.

He reported that juvenile delinquency costs the country \$4 billion a year. He said 2 per cent of the child population is referred to the courts each year because of delinquency.

"If this proportion holds, then an estimated 3 to 4 million children will come before the courts this decade," he said.

He predicted that the "soundest and most far-reaching investment that can be made in the country today will be improvement in the educational system." He urged the approval of the Kennedy Administration education bill.

Buell G. Gallagher, president of the City College of New York, discussed the two-way loss to the Nation among young who do not go to college for lack of funds or lack of interest.

He said that 100,000 high school graduates can't go to college because they can't afford it. Another 100,000 drop out of college because they are disinterested.

"The birth rate and population base are such that twice as many children are being born as before World War II," said Dr. Gallagher.

"But automation and technology are so altering the employment pattern that this doubled population cannot be absorbed into the labor market unless drastic improvements in education and training are made.

"By 1975, we are told, the demand for technical and professional personnel will show a 75 per cent increase; but the demand for unskilled and semi-skilled workers will fall by 25 per cent."

Dr. Leona Baumgartner, Commissioner of Health for New York City, presided. Ethel Barrymore Colt, the actress, read poetry about children.

APRIL 8, 1962

Improving Children's Chances

By DOROTHY BARCLAY

EARLY this summer the first of some 400,000 newborn babies, still in hospitals, will have small samples of blood drawn from their heels as the first step in a nation-wide project designed to yield more information about phenylketonuria, an in-born error of metabolism. Undetected, the condition can cause irreparable mental damage. Spotted early enough, its ravages can be controlled by placing the affected infant on a special diet.

This mass screening project will be carried on with the cooperation of state health departments, at the behest of and with practical aid from the United States Children's Bureau, which tomorrow celebrates its fiftieth birthday.



BETTER BABIES—Many advances in child-welfare gains can be traced to Children's Bureau research. Here a premature baby is checked in a modern specialized-care center.

This scientific effort to learn more about at least one cause of mental retardation highlights three things: the vast changes over half a century in knowledge and attitudes about many conditions affecting children, the importance of research in bringing these changes about and the vital role of the Children's Bureau in stimulating and coordinating necessary research and making the findings available.

Back in 1912, when the Children's Bureau was founded, "everybody knew" what ailed those children who

"weren't quite right." It was a shameful business—"sins of the fathers" and all that. In the absence of scientific knowledge such superstitions were free to flourish. Everybody knew, too, that childbirth was an awesome ordeal and that many babies died in infancy. But nobody knew how many, nor for what reasons. Nobody even knew for sure how many babies were born.

THE Children's Bureau's first major accomplishment was planning and directing the research that produced the facts needed to change this dis-

mal picture. The contribution these efforts have made to the welfare of mothers and children is revealed in the statistical reports, initiated originally by the bureau's efforts. In 1915, the first year for which figures are available, the infant mortality rate was 99.9 per 1000 live births—very nearly one baby died of every ten. In 1960 the rate was 25.7 per 1000, or about one in thirty-nine. Deaths of mothers in childbirth dropped over the same period from 60.8 per 10,000 live births to 3.2.

How does the Children's Bureau fulfill the research aspects of its large and varied over-all job? We discussed this with Mrs. Katherine B. Oettinger, chief of the bureau, which—for the record—is part of the United States Department of Health, Education and Welfare.

THE bureau carries out some direct research. Its first history-making study, the investigation into causes of infant deaths, referred to above, was carried out by researchers who went into homes where babies had been born within the year and gathered detailed information on conditions they felt would have significant bearing on survival—housing conditions, sanitary standards, quality of medical care received by the mother, quality of supervision and care given the child.

Today, in response to growing public concern over current youth problems, the bureau's research division is conducting a direct study of ado-

lescent needs and attitudes in cooperation with a mid-Western university. Direct action, however, figures less in the over-all picture than the bureau's functions as stimulator, coordinator and disseminator.

THE bureau's past experience, present knowledge and current contacts with agencies concerned with children all across the country keep them informed of present problems facing the young and alert to any sign of new ones. When trouble is spotted or seems about to arise, the bureau's knowledge of what needs to be done and who is best equipped to do it helps them instigate the right action in the right places. For example:

In 1957, well before the public in general had become alarmed, the bureau was aware of the problem of excess exposure to radiation. Tactfully avoiding any mention of increased dangers resulting from fall-out, the bureau called a conference of radiologists, pediatricians, obstetricians, dentists and public health workers to consider one aspect of the problem they could do something about—"the wisest use of X-rays" in the care of children and pregnant women. Their resulting statement to health workers was restrained but its meaning was clear: "X-rays are a valuable diagnostic tool. But handle with special care!"

The bureau maintains a Clearinghouse for Research in
(Continued on Following Page)



LOOK AT THE TEENS—One of the bureau's current studies is of adolescents' problems. Above, a student guitar fest at an Eastern camp.

APRIL 8, 1962

One-half century is infinitesimal in time, but the list of accomplishments made by the Children's Bureau during these fifty years is tremendous. Polio, rickets, scurvy, tuberculosis of the bone; the diagnosis and treatment of mental retardation; and repair of a malformed heart, are only a few of the long list of the disease categories which have been greatly reduced or aided through the influence and efforts of the Children's Bureau. In addition, the concept that not only the handicapped but every child deserves a better life, epitomizes the Children's Bureau's philosophy which we hope will continue in the second half century of the Bureau's life. Our thanks to the Bureau for its consultation, guidance and support.

Richard L. Sleeter, M.D.
Director
Crippled Children's Division
University of Oregon Medical School

With such a firm foundation of sound philosophy, and with devoted efforts of its dedicated leaders, the future of the Children's Bureau will match and surpass its past history of nationwide service.

Joseph Prendergast
Executive Director
National Recreation Association

Congratulations to you and the Children's Bureau Staff-- past, present and future--on creative and dedicated service to the Nation and its children.

Luise Addiss
Director
Home Economics and Nutrition Service
Community Service Society of New York

You and the members of the Bureau staff are consistently working to better the lives of the American children. I extend my best wishes for continued successful and beneficial work.

J. W. Fulbright
United States Senate

While I cannot be there in person, I do wish to express my appreciation of the 50 years of distinguished service during which the Children's Bureau has promoted the well being of the children of this country. Out of this history of 50 years of service I am hopeful that the Bureau will take fresh courage and inspiration for the continuing task of creating the opportunities in which the children of this nation will find their fulfillment.

Robert H. MacRae
Associate Executive Director
The Chicago Community Trust

All of us who are interested in the welfare field know

My sincerest congratulations to you and our friends who are so interested in the well-being of our children. The Children's Bureau has been a great help in our progress as a nation by offering assistance a helping hand. An investment in children yields of better citizens are grateful to the Children's Bureau. I know that the same devotion that has been present since 1912 will continue to porters of the Children's Bureau meet the challenges and great ahead.

Lister Hill
Chairman
Committee
United Sta

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you and our friends who contribute so much to the well-
being of our children. Since its establishment in 1912,
the Children's Bureau has contributed greatly to our
progress as a nation by offering children in need of
assistance a helping hand. All of us who realize this
investment in children yields great dividends in terms
of better citizens are grateful that we have a Children's
Bureau. I know that the same spirit of dedication and
devotion that has been present in the Children's Bureau
since 1912 will continue to pervade the staff and sup-
porters of the Children's Bureau, thereby enabling you to
meet the challenges and greater responsibilities that lie
ahead.

Lister Hill
Chairman
Committee on Labor and Public Welfare
United States Senate

The celebration of the birth of the Children's Bureau is
a period of rejoicing for us as well as for you. Citizens
interested in children and youth are proud of what the
Bureau has accomplished. Created as a result of the first
White House Conference on Children and Youth, the Bureau
has been a demonstration of the Nation's concern for its
children. Appropriately, the Children's Bureau played a
leading role in the establishment of the 1960 White House
Conference on Children and Youth. We hail the achievements
of the Children's Bureau and anticipate even greater accom-
plishments in the field of service to children and youth.

Pearl G. Herlihy
Chairman
National Committee for Children and Youth

We have grown up together. . .With the guidance, funds, and
invaluable assistance of the Children's Bureau, our state
program, predating the national one by a scant three months,
has triumphed over many childhood diseases, and made signif-
icant improvements in other aspects of maternal and child
health. We are happy to pay tribute to the pioneer work of
the Children's Bureau which has benefitted all American
children.

W. J. Rein, M.D.
President
Louisiana State Board of Health

My admiration for past performance and my earnest hopes
for future accomplishment.

Edward B. Shaw, M.D.
Professor and Chairman
Department of Pediatrics
School of Medicine
University of California

Because of my long and close association with the Bureau
and because of my personal knowledge of what a powerful
influence it has been for improved services of many types
to mothers and children in Maryland, I am very disap-
pointed not to be on hand to help celebrate. I want to
wish the Bureau the same vitality, imagination, and human
touch which have been its hallmarks since the beginning.

With such a firm foundation of sound philosophy, and with devoted efforts of its dedicated leaders, the future of the Children's Bureau will match and surpass its past history of nationwide service.

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Robert H. MacRae
Associate Executive Director
The Chicago Community Trust

All of us who are interested in the welfare field know of the outstanding leadership the CB has given.

Mrs. Walter N. Rothschild
President
Maternity Center Association

Just a word to let you know how unhappy I am that I cannot be present on April 9 to help celebrate the Fiftieth Anniversary of the Children's Bureau. This truly will be a great occasion. The Bureau has played an increasingly vital role in the lives of our children and has attained new heights.

Robert C. Taber
Director
Division of Pupil Personnel and Counseling
School District of Philadelphia

The celebration of the birth of a period of rejoicing for us as interested in children and youth Bureau has accomplished. Great White House Conference on Children has been a demonstration of the children's leading role in the establishment of the Children's Bureau and its accomplishments in the field of service.

Pearl G. Herlihy
Chairman
National Committee

We have grown up together. . . . The invaluable assistance of the Children's Bureau program, predating the national program, has triumphed over many childhood ailments and brought about significant improvements in other aspects of child health. We are happy to pay tribute to the Children's Bureau which has benefited so many children.

W. J. . . .
President
Louisiana State University

My admiration for past performance and for future accomplishment.

Edward . . .
Professor
Department of
School of
University

Because of my long and close association and because of my personal knowledge and influence it has been for me a privilege to point out to mothers and children in Maryland the Bureau the same vitality and touch which have been its hallmarks. Many more happy and progressive steps are being taken with the nation's most valuable asset.

Edward Davenport
Deputy Commissioner
Maryland State Department of Health

This school has for many decades maintained working relations with the Children's Bureau and that this will be true in the future.

W. L. . . .
Dean
School of
Tulane University

This is indeed a momentous occasion and we know that the attention of the public to the fine work of this bureau of the Department of Health is being given appropriate ceremonies marking its fiftieth anniversary.

Helen R. Le . . .
Dean
College of
Iowa State University

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Edward Davens, M.D.
Deputy Commissioner
Maryland State Department of Health

This school has for many decades had close and gratifying working relations with the Children's Bureau, and we trust that this will be true in future decades.

W. L. Kindelsperger
Dean
School of Social Work
Tulane University

This is indeed a momentous occasion. It is heartening to know that the attention of the public will be called to the fine work of this bureau of the government through appropriate ceremonies marking its fiftieth year.

Helen R. LeBaron
Dean
College of Home Economics
Iowa State University

(Continued from Preceding Page)

Child Life that collects information about current studies and makes it available to libraries and qualified workers in the field. This procedure helps the right hand know what the left hand is doing, thus reducing duplication of effort, encouraging the cooperation of specialists from different fields and making gaps in current investigation easier to see.

SINCE 1948 the clearinghouse has collected some 4,000 reports of studies on intelligence, personality and education, and on psychological, emotional and environmental factors in children's growth and development. Since 1956 reports on programs and services in the welfare field have also been included.

From its unique position as a clearing house of activity in the field, and because of its varied contacts, it is particularly well qualified to bring together problems to be studied, personnel qualified to study it, and funds to support the work. Late this year the Russell Sage Foundation will publish the findings of a study of "independent" adoptions (not supervised by a social agency), financed by the Florida State Department of Public Welfare and guided by the bureau. In another instance—to pick an example at random—the bureau prepared for publication a study of reactions and adjustments of family members to a mongoloid child living at home. The study, carried out by a graduate student in quest of a Ph.D., was originally sponsored by the Pennsylvania Association for Retarded Children and the Graduate School of Public Health, University of Pittsburgh.

The bureau's concern for children goes, of course, clear across the board: chronically ill children, crippled children, children of working mothers, children abused by their parents, chil-

dren without proper homes, children in trouble with the law.

A recent bureau study revealed that 400,000 children of working mothers were completely without supervision while their mothers were on the job. These findings, like the facts on infant mortality half a century ago, have been a powerful factor for reform and have jolted community leaders and at least some legislators into working for more day care facilities.

Other studies the bureau would like to see, Mrs. Oettinger said, would provide a clear picture of long-run dollar costs to the community when unskilled mothers, unable on the low wages they can command to pay the costs of proper day care, are forcefully "encouraged" by public pressure to "go get a job."

They would like a clearer picture, too, of the costs to community, mother and child when a highly skilled woman, anxious to work and needed by the community, is pressured to stay at home. (Some research strongly suggests that even her child benefits when she can go back to her job.)

The bureau is also concerned with matters of more direct professional interest: What causes the high rate of employment turnover among child welfare workers? What standards should be used in deciding when to terminate the parental rights of adults who have—in actuality but not in legal fact—abandoned their children? What has actual experience shown to be the wisest court procedures in situations involving children.

THE specialists in the Children's Bureau, Mrs. Oettinger made clear, know there are no quick answers and few permanent solutions to the difficulties that beset living, growing beings in an ever-changing world. But getting the facts about these difficulties and making them known—in other words, research—is still the surest way to arouse public interest and stimulate necessary action.

ONLY YESTERDAY

A child shrimp-cannery laborer of the Twenties symbolizes one of the abuses which have been eliminated largely through efforts of the Children's Bureau. The agency marks its fiftieth birthday tomorrow.



THE NEW YORK TIMES MAGAZINE

WASHINGTON, 20 P.C. -- "Infant Care," the all-time

Government best seller, deserves some of the credit for reducing the death rate of infants since books on babies became popular.

The book was published by the U.S. Children's Bureau which celebrates its 50th anniversary April 9. Authoritative child-care publications were almost nonexistent in 1912 when the Bureau began its studies and education program. In 1915, when statistics were first available, one baby out of ten born alive died in its first year of life.

Science News Letter, April 14, 1962

Baby Book Successful

Today, fewer than three out of 100 babies born alive die in infancy. Poor sanitation and low income, found to be largely responsible for the high death rate when studies were begun in 1914, have given way to higher standards reaching every community. The Children's Bureau points out that much remains to be done in reducing infant mortality alone. This country has slipped from sixth to tenth place in recorded infant mortality rates for the major nations of the world. The U.S. program includes maternal and child health, crippled children and child welfare services under the Social Security Act. Before 1920, when more than six out of every 1,000 women died while giving birth to a child, the Bureau made studies of such deaths. Instructions to the mother and better care during and after confinement through maternity programs over the years have reduced the number of maternal deaths 94%.

"INFANT CARE," the all-time Government best seller, deserves some of the credit for reducing the death rate of infants since books on babies became popular. The book was published by the U.S. Children's Bureau, which celebrated its 50th anniversary April 9. Authoritative child-care publications were almost nonexistent in 1912 when the Bureau began its studies and education program. In 1915, when statistics were first available, one baby out of ten born alive died in its first year of life. Today, fewer than three out of 100 babies born alive die in infancy. Poor sanitation and low income, found to be largely responsible for the high death rate when studies were begun in 1914, have given way to higher standards reaching every community. The Children's Bureau points out that much remains to be done in reducing infant mortality alone. This country has slipped from sixth to tenth place in recorded infant mortality rates for the major nations of the world. The U.S. program includes maternal and child health, crippled children and child welfare services under the Social Security Act. Before 1920, when more than six out of every 1,000 women died while giving birth to a child, the Bureau made studies of such deaths. Instructions to the mother and better care during and after confinement through maternity programs over the years have reduced the number of maternal deaths 94%.

Crippling conditions, both seen and unseen—the amputees and epileptics, those with congenital heart conditions or cystic fibrosis—are being helped in partnership programs between the states and the Children's Bureau.

The child welfare program of the Bureau encourages states and localities to offer any child and family, regardless of economic status, race, religion or geographic location, special services that will protect the rights of the child and promote healthy family life.

Juvenile delinquency is still a national problem of grave concern. The number of children referred to the courts for delinquent acts (including traffic offenses) went up from 235,000 in 1949 to over 700,000 in 1960. The Bureau is working closely on this problem with the President's Committee on Juvenile Delinquency and Youth Crime. The Bureau is broadening its own activities to include a special Youth Development Unit.

The original law in 1912 directed the Bureau to have special concern for "infant mortality, the birth rate, orphanage, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, legislation affecting children in the several states and Territories."

These concerns have been widened to an international scope, partly brought about by the world wars with their harmful effects on children.

• Science News Letter, 81:229 April 14, 1962

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U.S. CHILDRENS BUREAU



Rickets could be prevented by sunshine and codliver oil, a Children's Bureau study in 1924 proved. Here infants receive their baby carriage sunbaths outside a Children's Bureau clinic.



This traveling dispensary made preventive health care available for Cleveland mothers and their children in the early 1920s. The Children's Bureau administered the Maternity and Infancy Act of 1921.

THE CLEVELAND PLAIN DEALER
Sunday April 8, 1962

A Break for Children

By FAITH CORRIGAN

WITH THE STROKE of President William Howard Taft's pen 50 years ago tomorrow, the United States Children's Bureau came into being, the first of its kind in the world.

It represented a victory for social workers who long had advocated that children be given the same consideration by their government as the farmer's animals.

Today in Washington the bureau begins a two-day golden anniversary celebration. President Kennedy will address assembled social workers and guests tomorrow in Hotel Statler-Hilton there.

Many of the great social advances in child and maternal health in the century can be traced to the Children's Bureau, which began as part of the Department of Labor. It now is under the Social Security Administration of the Department of Health, Education and Welfare.

When President Taft, Lillian Wald and Florence Kelley met in the White House that April day in 1912, death in childbirth and the loss of infants under one year of age were considered inevitable tragedies.

For the first time the power and force of the federal government were put to work to stop the waste.



President William Howard Taft signed the act creating the first U.S. Children's Bureau on April 9, 1912.

Poverty Meant Doom

Why did the babies die? Bureau workers set out on their initial task—the first comprehensive studies made anywhere on infant mortality.

The death of every baby under one year in nine representative cities was studied. It was found that as the earnings of the father increased the death rate of infants went down. Poverty meant doom.

Breast-fed infants thrived when bottle babies died. This, he social workers decided, came from lack of proper sanitation. Between 1915 and 1921, infant mortality in this country was cut 24% because of the pioneering efforts of the bureau in extending the pasteurization of milk and improving sanitary conditions.

One of the first publications of the bureau, "Infant Care," first issued in 1913 and revised many times since, has become the all-time best-selling government document. It was a crusading work leveled against the superstitions and ignorance of its day. It pleaded for sunshine, pure water and clean milk.

Today new mothers receive the bulletin from their congressmen, but when it first was published it was a daring venture. The government telling mothers how to raise babies? Unheard of!

Pregnant women today go to their obstetricians each month for a checkup, but before this custom could become established the bureau had to gather the shocking facts on childbirth deaths that proved prenatal care was of prime importance.

Studied in the 1920s proved that 65% of the deaths in childbirth were preventable. Nearly half the deaths could be attributed to infection. Today, through improved prenatal and post-delivery care, the number of maternal deaths in the country has been cut 94% since 1912.

Gathered Child Labor Facts

Bureau workers were among the first to gather the shameful facts about child labor. They poked into the abuse and exploitation over bitter opposition. The result was the first child labor law of 1917. It was declared unconstitutional nine months later, but child labor laws were a continuing fight through the 1920s until passage of the Fair Labor Standards Act of 1938.

The Social Security Act of 1935 gave the bureau new duties of administering grants in aid to states in the fields of preventive health care for mothers and children, child welfare and crippled children. Today much of the work of the bureau is in fields formerly thought hopeless—mentally retarded children and children with unusual diseases.

Many schools excluded children with epilepsy until the

bureau spread news of new drugs that could control seizures in 80% of the cases. The same percentage of children born with congenital heart conditions could be cured or improved with surgery, the bureau proclaimed. Cystic fibrosis, a rare and terrible disease, now is being studied by bureau experts, and states are being encouraged to expand their crippled children's services.

Prevention is the hallmark of the bureau's program for the mentally retarded child. Recognizing the drain of public funds caused by the mentally retarded, the bureau is taking steps to set up a program for the detection of phenylketonuria, an inborn error of metabolism that causes mental retardation.

This can be controlled by a special diet if started early enough. During 1960, 25 newborn infants with this condition were detected and put on the special diet they needed. If the condition had gone unnoticed, \$2 million would have been spent in public funds for institutional care of these children.

City Well Represented

Ohio has served as a major training ground for the bureau's professional personnel.

Black market babies? See Ursula M. Gallagher, top U.S. specialist in unprotected adoptions and services to unwed mothers. Well known in Cleveland, where she was a caseworker with the Child Welfare Board and district supervisor of Children's Services, she has had much to do with development of standards for homes for unwed mothers and for adoptive services.

Cleveland long has been known for the excellence of the Cuyahoga County Juvenile Court, and the Children's Bureau recruited top juvenile delinquency service staff members here.

The assistant director of the service, William H. Sheridan, was chief probation officer of Juvenile Court.

Merritt C. Gilman, who heads the bureau's juvenile delinquency training branch, formerly directed case work at Youth Services here.

Continued on Page 17AA, Col. 3

50th ANNIVERSARY OF THE CHILDREN'S BUREAU -- April 9, 1962

50th ANNIVERSARY

We should like to congratulate the Children's Bureau on the excellent service provided to us in the past and we look forward to many more years of close relationship with them.

Lloyd M. Farner, M.D.
Commissioner
Arizona State Department of Health

I am one of many hundreds of thousands of people who well know the tremendous contributions which the Children's Bureau has made to our nation and to our society during the past 50 years.

Charles B. Brink, ACSW
Dean
School of Social Work
Wayne State University

As one who has been intensely interested in the Bureau for half its life-history and quite intimately associated with its activities for nearly 20 years I would particularly enjoy attending this celebration. My warmest greetings and my sincere wishes for continued success of the Children's Bureau in the next 50 years.

Alfred H. Washburn
Child Research Council
University of Colorado School of Medicine

As a representative of health and of the privileged Children's Bureau though they have thorough conviction of the next 50 years of the Bureau truly has a request for financial educational will be favored of the Children's

Because we are residing in the state my own the Children's housing, with young people help realize and the participated in this

The Children's tion it has the family. tion we need for visitors sponsorship of World Health

- April 9, 1962

50th ANNIVERSARY OF THE CHILDREN'S BUREAU -- April 9, 1962

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As a representative of one of the state maternal and child health and crippled children programs since 1936, I have had the privilege of working closely with members of the Children's Bureau staff. The high standards, idealistic though they be, somehow do get established by dint of thorough communication and understanding--initiated by your conviction of serving the whole child and his family. May the next 50 years bring with them an increasing appreciation of the leadership of the Children's Bureau. The Bureau truly has a unique responsibility in the world today. The quest for freedom from disease, for better living standards, educational opportunity, and social justice for all people will be favorably influenced by the objectives and programs of the Children's Bureau.

Martha L. Clifford
State Department of Health
Connecticut

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Because we have more than one million children and youth residing in public housing developments, you can well appreciate why our agency has a special interest in the work of the Children's Bureau. With the cooperation of our local housing authorities we are attempting to secure for these young people the kind of services and counseling which will help realize the constructive goals of the Children's Bureau and the recommendations made by citizens who have participated in White House Conferences on Children and Youth.

Marie C. McGuire
Commissioner
Public Housing Administration
Washington, D. C.

of Medicine

The Children's Bureau may justly be proud of the contribution it has made in providing services for the benefit of the family. We wish to express appreciation for the cooperation we receive from you and your staff in arranging programs for visitors from abroad who come to this country under the sponsorship of the Pan American Health Organization and the World Health Organization.

Marcos Charnes, M.D., M.P.H.
Chief, Fellowships Branch
Pan American Health Organization

THE PLAIN DEALER

CLEVELAND, SUNDAY MORNING, APRIL 8, 1962



WASHINGTON Post & Times Herald—April 9, 1962

By Ellsworth Davis, Staff Photographer

CHILDREN'S CHIEFS--Dr. Jessie Wright (left), president of the American Academy for Cerebral Palsy, is greeted by Melvin Glasser, chairman of the Citizens Committee, at the Homecoming Reception yesterday honoring the chiefs of the Children's Bureau on the Bureau's 50th anniversary. In the receiving line are (left to right)

Katherine F. Lenroot, Dr. Martha M. Eliot, both former chiefs of the Bureau, and Katherine B. Oettinger, the present chief. The reception, which was held in the Statler-Hilton Hotel, began the birthday celebrations which will continue today. This morning President Kennedy will address the group.

Children

★ From Page 1AA

Consultant Mary E. Blake first learned about group work and community services, her speciality in the juvenile delinquency service, when she was branch director of the YMCA here and director of the girl's department at Hiram House.

Pat O. Mancini another community services consultant, was executive secretary of the Ohio Welfare Conference and assistant superintendent of the Ohio Juvenile Placement Bureau.

The bureau's specialist in social services for the mentally retarded child, Michael Begab, gained much of his expertness when director of social services at Lima State Hospital and as director of the reception and diagnostic center of Columbus State Hospital.

Mrs. Jane Butler, now assistant chief of the program development branch of the bureau's division of social services, took part in a famous Cleveland project. As a caseworker in the Tremont Service Bureau, she participated in a major sociological study "Between Spires and Stacks" which is considered to be a milestone in social research.

Starting with a staff of 16 and an appropriation of \$25,640 50 years ago, the Children's Bureau now has 267 employes and spends \$2,668,000 a year. Today its interest is international, and the next 50 years will see its activities affecting the children and mothers of the world.

**Cleveland Plain
Dealer--April 8**

I appreciate your invitation most highly to be a special guest at the Fiftieth Anniversary Celebration of the Children's Bureau. I wish I could accept but, unfortunately, a previous commitment for the same time prevents my doing so and I regret it more than I can tell you.

Harry Truman
Formerly President of the United States

Over many years the relation between the American Friends Service Committee and the Children's Bureau has been an intimate one, always with benefit to our committee. I want to express my deep appreciation for the intelligent and effective administration of the Children's Bureau over these 50 years. Greetings to my friends and former associates who attend, and blessings for the future of the Children's Bureau.

Clarence E. Pickett
Executive Secretary Emeritus
American Friends Service Committee, Inc.

Greetings and congratulations. You and your associates and your predecessors have contributed to a distinguished record of accomplishments in behalf of the children of our country and the children of our world. You have combined with technical skill and trained leadership concern, compassion and commitment. The 50th Anniversary of the Children's Bureau is a landmark for all of us who have been associated with the Bureau in any way through the years. We pledge continuing cooperation and action for children and youth.

Norman S. Marshall
Commissioner
The Salvation Army

50th ANNIVERSARY OF THE CHILDREN'S BUREAU -- April 9, 1962

My heartiest congratulations on this event and wishes for a future as bright as the past.

A.M.M. Payne, M.D., M.R.C.P.
Chairman
Department of Epidemiology
and Public Health
Yale University School of Medicine

As you can well appreciate, there is nothing I would enjoy doing more than having the opportunity of being a part of such a program. During the period of time that I served as Secretary of Health, Education and Welfare, I came to have the highest regard for the services that have been and are being rendered by the Bureau.

Arthur S. Flemming
Former Secretary of Health,
Education and Welfare

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Am in W. Pakistan. Would love to come, but it is impractical. Best wishes.

Boyd McCandless
Iowa Child Welfare Research Station
University of Iowa

t of the United States

I join with the many millions of friends of the Children's Bureau in wishing for it and the people who make it succeed many more years of fruitful service to the children of our nation.

Kenneth A. Bateman, Ed.D.
Principal
Livonia, Michigan, Public Schools

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I was very happy to receive your letter advising me that the Children's Bureau will be celebrating its 50th birthday on April 9. I deeply regret that I cannot be present. I have always supported measures before the Congress of benefit to our children, and it shall be my purpose to continue to do so.

Robert S. Kerr
United States Senate

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The American Nurses' Association has long held an interest in the Children's Bureau and its programs.

Mathilda Scheuer, R.N.
President
American Nurses' Association, Inc.

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Beatrice French Bolt
Berkeley, California

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Lora Lee Pederson, ACSW
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Arthur S. Flemming
Former Secretary of Health,
Education, and Welfare

Having been educated by Miss Edith Abbott and Miss Breckinridge, I have long been a devotee of the Children's Bureau. In addition it was my privilege, during World War II, to serve as a Consultant on Guardianship of Children on the staff of the Children's Bureau. I deeply regret that I shall be unable to join with you on this memorable occasion.

Mary Stanton, Ph.D., Consultant
Mental Health Development Project
Los Angeles Region Welfare Planning Council

Congratulations to the Children's Bureau on its anniversary. Its efforts to improve the standards of services to children in the states has been a great contribution toward improvement of these services on a national basis.

Gertrude Allen, ACSW

I was very happy to receive you. The Children's Bureau will be very glad to have you on April 9. I deeply regret that I have always supported measures for the benefit to our children, and I continue to do so.

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The American Nurses' Association
in the Children's Bureau and in

Mathilda Scheu
President
American Nurse

50th ANNIVERSARY OF THE CHILD

I wish to thank you for the 50th birthday celebration. My first reaction was that Dr. Payne was "once" -- for he was with the earliest years until he passed. I have inscribed photographs of each among his great treasures. I am celebrating by proxy.

This will, indeed, be an historic life.

Lora Le
Director
School
Universities

I would like to take this opportunity to thank the Children's Bureau on the fine work it has done in the past fifty years and to express my hope that it will bring greater accomplishments in the future.

I believe this to be a unique opportunity to share the gains made and the needs met.

Henry A. Riederer
President
National Council of

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'S BUREAU -- April 9, 1962

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Henry A. Riederer
President
National Council of Juvenile Court Judges

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50 Years of Help to Children

For all the anguished cries from the right wing extremists about "welfareism" which they blame upon the dangerous Democrats of Wilson's, Roosevelt's and Truman's administrations, there is no likelihood that America will reverse its course and head for the "good old days" of the turn of the century.

This year marks the golden anniversary of the establishment of the Children's Bureau, now a part of the Department of Health, Education and Welfare. It was set up under that "radical" president, William Howard Taft. Here is a picture of conditions that led Congress to authorize this first step to promote child health and welfare:

"At that time, in 1912, tens of thousands of babies would not live through their first summer. Many mothers did not survive childbirth. Parents often died young, leaving children to grow up in orphanages. Families hid defective children in attics. Crippled children were doomed to half-lives without the opportunity to use their capabilities. Children worked in sweatshops, mines and fields for a pittance a day."

The description is by John Natteford, chairman of the local chapter of the National Association of Social Workers, which is participating in observance of the Children's Bureau's 50th anniversary, and reminding the public of the gains made in meeting human problems through federal and state co-operation.

Today, because of regulatory laws and development of health and welfare services at all levels of government, child health and welfare are vastly improved. This is due in part to advances in medical knowledge, but also in large part to the development and use of new skills by doctors, social workers, nurses, psychologists and members of other professions.

In the half century there has been a dramatic reduction in infant mortality rates; a 94 per cent reduction of maternal deaths associated with childbirth; the substitution of care in foster homes, instead of orphanages or institutions, for neglected or dependent children. Crippled and handicapped children are getting greatly increased help, including those suffering from conditions once considered incurable, such as congenital heart disease, epilepsy, rheumatic fever and hearing impairment.

The number of children requiring and receiving help is growing fast—along with the general population. So there is no likelihood of preventing increases in expenditures of tax monies to meet these needs. The best hope lies in the perfection and use of better techniques and methods to achieve long-range constructive results in the field of rehabilitation and prevention—employing the most skilled workers in the social welfare and health professions and providing them with adequate facilities and tools.

Kennedy Lauds Child Bureau On Birthday

President Kennedy today saluted the Children's Bureau on its 50th anniversary and called for continued efforts in the next 50 years to make America a "happier nursery

and place for children to grow up."

The Chief Executive addressed the opening session of the all-day birthday party of the Federal bureau at the Statler-Hilton Hotel.

Mr. Kennedy praised the bureau for its work to combat many evils affecting children in the past, and expressed the hope that everyone in the future also will make sure that well and privileged children take part in the life around them.

"There is nothing more unfortunate than to have soft, chubby, fat-looking children, who go to basketball games on Saturday and think that's their week's exercise," the President said.

Notes Fitness Programs

He noted his own administration's efforts to stimulate physical fitness, and said that two or three months' participation in fitness programs have worked wonders for some children.

Mr. Kennedy was introduced by Secretary Ribicoff of the Department of Health, Education and Welfare, which includes the Children's Bureau.

Mr. Kennedy observed that today's birthday party was actually a double celebration, since the Children's Bureau is 50 years old today and so is Secretary Ribicoff.

This is an awkward birthday

for Mr. Ribicoff. Mr. Kennedy observed, because he is "too young to retire and too old to be President."

America's Lead Cited

The Children's Bureau was founded April 9, 1912 by a bill signed by President Taft. Mr. Kennedy pointed out that America was the first country to establish a government bureau solely devoted to the welfare of children. Twenty nations have since followed our lead.

"We realize on this 50th anniversary that we still have a good deal to do," Mr. Kennedy said.

Too many children are dropping out of school in the eighth grade or even earlier, while one thing the country will have little need for in the future is unskilled labor, Mr. Kennedy said.

Our most valuable resources are educated, talented, capable young men and women, and there is no sense in wasting them, Mr. Kennedy said.

He stressed the importance of motivating children to stay in school and get as much education as possible. Mr. Kennedy cited as a milestone in his administration the first bill passed by Congress last year, **extending the aid-to-dependent children program to cover youngsters whose fathers are unemployed.**

There is no work closer to the hearts of all of us than helping children, Mr. Kennedy declared.

Responsibility Stressed

Another speaker, Dr. Brock Chisholm, former director general of the World Health Organization, told the meeting that this generation is the first with the capacity to either destroy the human race or take charge of its own destinies.

Today's youngsters must learn to function as members of the human race and have real concern for world problems like starvation and food distribution if mankind is not to end in annihilation, he said.

Dr. Jerome B. Wiesner, special assistant to the President for science and technology, said the real problem of the world is to create a generation of children with more judgment and better balance than their parents.

April 10, 1962
**CHILDREN'S UNIT
MARKS 50TH YEAR**

**Kennedy, at Bureau Fete,
Urges That U. S. Be Kept
as 'a Happy Nursery'**

ASKS CONTINUED GAINS

**Cites Better Schools, More
Foster Homes and Aid for
Retarded as Needs**

By MARJORIE HUNTER

Special to The New York Times

WASHINGTON, April 9 — President Kennedy challenged adults today to continue trying to make the United States "a happy nursery" for children.

The President spoke at the opening of a day-long fiftieth birthday party for the United States Children's Bureau, a pioneer in advancing the well-being of children.

The bureau was created during the Administration of President Taft. It is now an arm of the Department of Health, Education and Welfare, headed by Secretary Abraham A. Ribicoff.

Mr. Kennedy was smiling broadly when he told the more than 1,000 party-goers in the Statler Hilton Hotel:

"This is a double birthday party today. The Children's Bureau is fifty years old and so is Secretary Ribicoff. This is an awkward birthday for the Secretary, because he is too young to retire and too old to be President."

Ribicoff's Really 52

Mr. Ribicoff actually marked his 52nd birthday today. He is expected to leave his Cabinet post to seek a Senate seat from Connecticut this fall.

The President praised the accomplishments of the last fifty years—child labor laws, school health program, services for crippled children and a reduction in infant and maternal deaths.

"I mention all these things because I think it is a welcome reminder that the things which we now take for granted were once regarded as daring pioneer pieces of work," Mr. Kennedy said.

What is now regarded as daring and new, he continued, "will fifty years from now be regarded, I hope, as part of the normal, everyday life of Government and of people."

He spoke of the challenges of the future—better schooling, more foster homes for those now in institutions and efforts to bring the problem of mental retardation "from under the

clouds and the darker corners of the rooms, out into the open.

Urges Fitter Children

Mr. Kennedy also spoke of efforts to improve physical fitness of school-age children.

"There is nothing, I think, more unfortunate than to have soft, chubby, fat-looking children who go to watch their school play basketball every Saturday and regard that as their week's exercise."—President Kennedy said.

The President's message, largely an optimistic one, was followed by a gloomy look into the future by Dr. Brock Chisholm, former Director General of the World Health Organization.

"We have been slow to recognize that we are the first generation that holds the veto power over continuation of humanity," Dr. Chisholm said.



The Commissioner's Page

Fifty Years of Service to Children

On April 9 the United States Children's Bureau will celebrate its fiftieth birthday. Mrs. John F. Kennedy is serving as honorary chairman of the committee of citizens making plans for the all-day celebration which is expected to attract approximately 1,000 persons.

According to a preliminary announcement, four sessions will be devoted to a review of the Bureau's history, universal concern for children, the child of today, and a look at the future of children during the next fifty years.

Establishment of the Bureau in 1912 was a significant landmark in the history of child welfare services. A formal recommendation for such an agency was made at the first White House Conference on the Care of Dependent Children called by President Theodore Roosevelt in 1909, although the idea that problems relating to the welfare of children are national in scope had been developing for several years.

The original law establishing the Bureau insured its concern for all children, well or sick, rich or poor, cherished or neglected. Special attention was directed to "infant mortality, the birth rate, orphanages, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, legislation affecting children in the several States and Territories."

From the beginning the Bureau has carried out this mandate by working to stimulate action to improve the lot of the nation's children. Its leadership has been responsible for legislation to improve standards of care and to protect children from exploitation, neglect and abuse. Through grants to the states for maternal and child health programs, crippled children's services and public child welfare services, and through consultation with state and local agencies, the Bureau has been able to raise the level of child care and treatment throughout the country. Especially significant has been the provision of funds to pay for professional training of personnel to work with children in these fields.

Of equal importance is the Bureau's interest in fact finding. It not only serves as an information center, but carries on a broad publications program, both for the general public and for professional workers, and is continuously involved in research on matters that may adversely affect the well-being of children.

A field in which the Children's Bureau has taken an especial interest is juvenile delinquency. In 1954 a special delinquency section was set up to study the problem and offer technical assistance to states and local communities in their programs of prevention and treatment.

Through the Bureau's pioneering efforts much has been accomplished; its influence will certainly continue to be felt as research throws new light on conditions affecting the health and welfare of children. The Tennessee Department of Public Welfare joins agencies and individuals all over the country in sending congratulations to the Children's Bureau and best wishes for many more years of service to children.

Mrs. C. Frank Scott

THE BOSTON HERALD

THE BOSTON HERALD--Editorial Page, Thursday April 12, 1962

Bully for the Children's Bureau

"Bully! Come down and talk to me about it!"

That's what President Theodore Roosevelt wired in 1906 to two women who asked his help in reducing the high rate of infant mortality and deaths of mothers in childbirth.

It took some six years of talking before Congress finally established the Children's Bureau in 1912. Action followed fast and by the time the Bureau celebrated its 50th birthday this week, it had been instrumental in cutting infant deaths by 74 per cent and mothers' deaths by 94 per cent.

Those are records to be proud of, as are the

agency's achievements in curbing child labor, establishing school health programs and extending aid to crippled youngsters.

Massachusetts can take special pride in the Children's Bureau's accomplishments, since it has provided two of its five directors, Mrs. Katherine Oettinger, the present chief, and her predecessor, Dr. Martha Eliot.

But women's work is never done, and the Bureau has staggering chores ahead of it in tackling juvenile and adult delinquency. We say "bully" for the first 50 years and "good luck" with the next 50.

Children's Bureau Anniversary

Some 1,000 persons helped celebrate the 50th birthday of the Children's Bureau on April 9, 1962. Secretary Abraham A. Ribicoff pointed out that the United States was the first Nation in the world to establish a bureau specifically concerned with protecting the interests of children.

"During all its lifetime, the Children's Bureau has had a distinguished record of accomplishments in reducing infant and childhood mortality, in preventive health, and in helping dependent, neglected and delinquent children," he said.

"We were very glad to have a group of distinguished leaders in the medical, social, and religious fields join us in planning the Bureau's birthday party," the Secretary said.

A Citizens' Committee was formed for the celebration, headed by Melvin A. Glasser, Dean of University Resources, Brandeis University, as chairman, and Mrs. John F. Kennedy as honorary chairman.

"April 1962 represents a landmark in National progress for improved child care in this country," said Dean Glasser. "In its unique fashion, the Bureau has been a pioneer in initiating and strengthening research and services for children.

"It has established principle and has shown the way for Federal responsibility and leadership in the prevention of child labor and in programs of health and welfare which subsequently were reflected in activities far beyond the children's field itself."

Dean Glasser saw the anniversary event as "a rare occasion to dramatize to the Nation our concern for children and young people." The commemoration was designed to review the past 50 years of programs advancing the well-being of children and youth to determine goals for the next half century of these services, he explained.

Mrs. Randolph Guggenheimer, president of the National Committee for the Day Care of Children,

Inc., and a vice chairman of the Citizens' Committee, was chairman of the program committee for the celebration at the Statler-Hilton Hotel, Washington, D. C.

Bertram Beck, associate executive secretary of the National Association of Social Workers, said that his organization enlisted its chapters throughout the Nation in helping with arrangements for the celebration.

Two former Chiefs of the Children's Bureau have been working on the Citizens' Committee: Katharine F. Lenroot, who served from 1934 through 1951, and Dr. Martha M. Eliot, from 1951 through 1956.

Mrs. Katherine B. Oettinger, present Chief of the Children's Bureau, has served as HEW liaison to the Citizens' Committee. Said Mrs. Oettinger:

"This offered an opportunity to bring together the best minds of the country to see what goals for children and youth should be. Certainly they should reflect our joint concerns to promote the total well-being of children."

In addition to Dean Glasser and Mrs. Guggenheimer, officers of the Committee included Dr. Robert A. Cooke, Johns Hopkins University; Judge Donald E. Long, Circuit Court, Fourth Judicial District, Portland, Ore.; Miss Ruth Freeman, Johns Hopkins University, and Mrs. E. Lee Ozbirn, General Federation of Women's Clubs.

Alabamians will be especially interested in knowing that Loula Dunn, Director of the American Public Welfare Association and former Commissioner in Alabama, was on the Committee. Both Commissioner Alvin T. Prestwood and Mrs. Edward Gresham, Director of the Bureau of Child Welfare, were invited to participate in the Anniversary celebration.

It should be noted that Alabama is a State with a long history of public child welfare services. The predecessor of the present pensions and security program was the State Child Welfare Department established in 1919.

Fifty years for children

From a coffee break in 1903—a time when 1 in 10 infants died within a year of birth—came an idea that led to the creation of the United States Children's Bureau, which celebrates its fiftieth anniversary April 9. While sipping coffee with a friend, Miss Lillian Wald—social worker and founder of New York City's Henry Street Settlement—noted a news story that the secretary of agriculture was going south to survey crop damage from boll weevils. "If the government can have a department to take such an interest in what is happening to the nation's cotton crop," Miss Wald wondered aloud, "why can't it have a bureau to look after the nation's crop of children?"

Not until 1912 did the idea mature into law. With the creation of the Children's Bureau, the United States became the first nation to have an agency specifically devoted to the health and welfare of children. That first year's appropriation of \$25,640 has grown to an annual \$52 million for grants and \$2.5 million for expenses and salaries. The staff, which numbered 15 in 1912, is now about 250.

Limited initially to gathering facts on birth rates, infant mortality, child labor, accidents and diseases of children, orphanages, and juvenile court conditions, the bureau has expanded over the years. Under the short-lived Sheppard-Towner Act, the bureau became, in 1921,

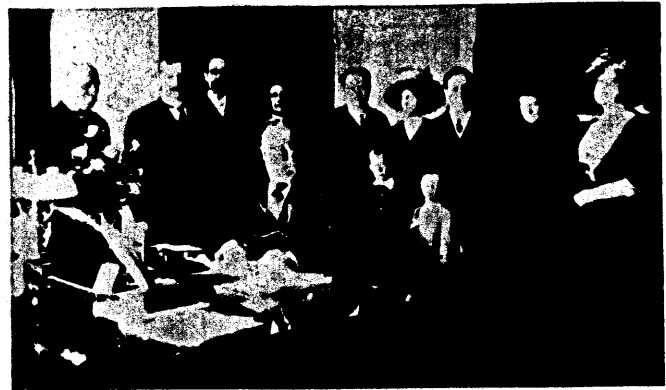
Continued on page 12

the first federal agency to administer a system of grants-in-aid to stimulate state health and welfare activities. The experiment was precedent for the wider system written into the Social Security Act of 1935. Within ten months after grants became available, all states were participating.

While conducting no basic scientific research, the bureau carries on program-related research, acts as a clearinghouse for technical information, and furnishes consultation to states wishing to establish or expand services for children. The bureau also puts out publications for parents on child-rearing practices. Among the most popular have been "Prenatal Care," "Infant Care," "Your Child from One to Six," and "The Adolescent in Your Family." In preparing these publications and setting standards of care, the bureau has worked with such professional groups as the American Medical Association and the American Academy of Pediatrics.

Federal funds are channeled through the bureau to the states for training professional workers in child health. Largely due to this impetus, all but one state health department now have such projects, none of which existed before 1954. Working with state agencies, the

Continued on page 16



President William Howard Taft signing the act that created the Children's Bureau, April 9, 1912. At the far right is Lillian Wald, who advanced the idea for the agency.

bureau has established regional centers for the surgical treatment of congenital heart defects and has stimulated development of centers where child amputees can be fitted and trained to use prostheses. A new project is mass screening of the newborn for phenylketonuria and other metabolic defects that lead to mental retardation.

The April 9 observance will bring to Washington 1,000 leaders of medical, social welfare, religious, educational, voluntary, and other organizations. Mrs. Katherine B. Oettinger, chief of the bureau, says the occasion will bring together the best minds of the country to determine what the goals for children and youth should be in the bureau's next half century.



Julia C. Lathrop

Katherine B. Oettinger

The first and the present chiefs of the Children's Bureau

MODERN MEDICINE, The Journal of Medical Progress, is published on alternate Mondays by MODERN MEDICINE PUBLICATIONS, INC., 84 So. 10th St., Minneapolis 3, Minn. Yearly subscription United States and Canada \$10, foreign \$12.

Editorial Director: Louis M. Cohen

Publisher: M. E. Herz

Executive Editor: Mark S. Parker, Science News Editor: Wendell Weed, Science Writers: David Morgan, John L. Prockman, Mal Schechter, Shirley Allison, G. Mary Bradley, M.B., M. I. Brookier, M.D., Betty Brown, C. H. Cisman, M.D., D. M. Cohen, M.D., R. W. England, M.D., Beth Hershberger, Mary Hoff, D. V. Jordan, M.D., Katherine Laine, M.D., G. B. Prozan, M.D., H. J. Quarforth, Muriel Ryden, Joyce Shapiro, H. J. Zwang, M.D.

EDITOR'S COLUMN

Fiftieth Anniversary greetings to the Children's Bureau

IN THIS month, which represents the Fiftieth Anniversary of the Children's Bureau, the Editorial Board of the JOURNAL OF PEDIATRICS takes cognizance of the significant achievements which the Bureau has made possible in the field of Child Health. The opportunity is also taken to express confidence in the continuation and growth of the

Bureau's work and influence. We pledge our support to aid in whatever ways are possible.

Dr. Philip Barba, Liaison Representative of the American Academy of Pediatrics with the Children's Bureau, has also been given the opportunity to express his greetings in these pages.

The Children's Bureau (April 9, 1912—April 9, 1962)

The Bill creating the Federal Children's Bureau and signed by President William Howard Taft was a recognition of the importance of children to our nation, and the need for a national governmental agency to keep the administrative and legislative branches of the government aware of and informed on conditions and needs relating to the health and welfare of our young citizens.

Voluntary organizations had developed at local and at national levels with interests in various fields such as Child Labor, Orphans, Education and Welfare. Individuals in these organizations were enthusiastic in their support of "The Bureau," and through the years this interest has continued so that cooperative endeavor has been a strong feature of the activity of the voluntary agencies and the Children's Bureau.

In the fifty years since the creation of the Bureau much has happened to our way of life and to our thinking. Two major wars, in addition to minor "conflicts" and "episodes" not officially dignified by the designation "war," have affected our economy and lacerated our emotions. A feverish inflation and a terrifying depression have also aroused our basic instincts of self-preservation. Over the world we have seen sweeping changes in commerce, in transportation, in political ideologies, and perhaps even in the ideals which have characterized the various religions of the world. Certainly we have seen one atheistic philosophy grow in physical, if not in the spiritual, domination of people.

In April, 1912, The Federal Children's Bureau was charged "to investigate and report upon all matters pertaining to the wel-

fare of children and child life among all classes of our people." Especially was it charged to investigate "infant mortality, the birth rate, orphanages, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, legislation affecting children in the several States and Territories." During the fifty years of its existence Julia Lathrop, Grace Abbot, Katherine Lenroot, Martha Eliot, Katherine Oettinger have in turn served as Chief of the Bureau and John F. Kennedy is the ninth President in whose administration they have functioned regardless of political affiliation. Through the various political changes and the social and economic muta-

tions and vicissitudes already mentioned they and their staffs have devotedly, patiently, and resolutely carried out the assignment originally given to the Bureau and the new assignments allotted to them by Congress. With vision and courage as well as determination they have stimulated the development of such new assignments when the needs became evident.

We can be sure that the next fifty years will produce change, varieties of stress, and many dangers. We can hope that we will have dedicated people with wisdom and courage to strive for the best for children and for the nation.

PHILIP S. BARBA, M.D.

THE CHILDREN'S BUREAU

ON April 9 the fiftieth anniversary of the creation of the Children's Bureau will be fittingly celebrated in Washington by a great gathering of old and new friends. The *Journal*, as it starts its hundred and fifty-first year, salutes the vigorous, young, and still adventurous Bureau at the start of its fifty-first. The first bill proposing a children's bureau in the federal Government, introduced by Senator Crane and Congressman Gardner, of Massachusetts, was scrutinized, studied and debated for six years until, with strong public support, a new bill, of which Senator Borah of Idaho was the sponsor, was enacted into law. The mandate given the Bureau was to "investigate and report upon all matters pertaining to the welfare of children and child life among all classes of our people," and specifically to include matters that related to infant mortality, diseases of children, employment, many social problems and "legislation affecting children in the several States and Territories." It was intended that there should be a place in the Government to which the states, the towns and all persons concerned could look for information and help in protecting the health and improving the care of children. Testimony on the bills made clear that the Bureau, after investigating adverse conditions, should push for corrective action and take leadership in helping the states improve their laws and programs for the benefit of mothers and children.

The Children's Bureau has been industriously and successfully fulfilling this charge in the fifty years that have passed. Its studies of infant and maternal mortality have become classics and laid the groundwork for the spectacular fall in these mortality rates. Investigations of oppressive child labor prepared the way for protective legislation and, equally important, pioneered in the development of reasonable and effective methods of enforcement. Studies of public and private programs of child welfare in cities and rural areas helped to establish a new conception of the responsibilities for children of state departments of public welfare.

Out of the knowledge gained from such studies, and experience in administering the Maternity and Infancy Act of 1921, the Children's Bureau was well prepared to respond to the request of President Roosevelt's Committee on Economic Security, in 1934, for proposals for children's programs to be included in the Social Security Act. The broad principles of federal grants-in-aid to the states to enable them to extend and improve maternal and child health, crippled children's and child-welfare services were the fruit of twenty-three years of careful studies and considered experience.

In its search for means of stimulating better standards of care the Bureau has emphasized qualifications of personnel by fostering the requirement of full-

time appointments based on a merit system rather than on patronage. It has encouraged for a quarter century personnel training through project grants (not requiring matching) to assist medical schools, schools of public health, social work and nursing and other university programs in their training of specialized personnel.

Soon after the Crippled Children's program was established (the first continuing federal-state program of medical care) the Bureau introduced the principle of payment for hospital care on a cost-per-patient-day basis. Before this, hospitals were paid by public agencies at negotiated rates — often far below cost. The Children's Bureau recognized that hospitals would be ready to improve services when they knew that public agencies would increase the rates of payment as improved quality led necessarily to increased costs. The formula, worked out with the American Hospital Association, was endorsed in 1942 by the Association of State and Territorial Health Officers and adopted by the Office of Vocational Rehabilitation in 1944 and by the Indian Health Service of the Public Health Service in 1955, and formed the basis of Blue Cross policy in this respect.

Fears have been expressed from time to time that the Children's Bureau would assume undue authority, usurp the place of parents or place rigid and dangerous requirements upon health and welfare services. In the 1912 debates on the creation of the Children's Bureau, one senator foresaw that a "\$900 clerk 'drest in a little brief authority'" could invade an American home and *vi et armis* assemble the family around its hearthstone and interrogate the parents regarding their care of their children. Other fears, equally groundless, have occasionally been voiced.

On this fiftieth anniversary, on the contrary, there is an impatient desire that the Children's Bureau go forward with full speed to undertake the urgent jobs of the times precipitated by the population explosion, the heavy migration from rural to urban areas, automation and the stresses and strains of the nuclear age. The large central cities, beset with increased burdens and decreased financial capabilities, and the smaller towns and rural areas, all need help to provide new arrangements between health departments with their community services, the hospitals and outpatient obstetric and pediatric services and practicing physicians, that will assure comprehensive, high-quality, continuing care for mothers throughout the child-bearing period and for children and adolescents, especially those in families with social, economic and emotional barriers to health.

There is much work ahead for the Children's Bureau — some along old lines, some along new. Its past record warrants continuing and constructive support of all thoughtful citizens.

Children's Bureau

(Continued from Page 1)
Children's Bureau was created "to investigate and report on all matters related to child life and to increase the opportunity for the full development of all children by promoting their health and social welfare."

The United States was the first nation in the world to establish such an organization which grew out of the first White House Conference on Children and Youth called by President Theodore Roosevelt in 1909.

The interests and the accomplishments of the bureau have been reflected in the White House Conference held every decade since.

The bureau has played a major role in bringing about and implementing such history-making gains for children as:

- The Maternity and Infancy (Sheppard-Towner) Act of 1921 which provided that the Federal Government contribute to the development of facilities for better protection of mother and children.

- The Social Security Act of 1935 and the "Needs and Rights" set forth in the historic Children's Charter of that year.

- The establishment of the National Citizen's Committee—a non-governmental structure through which recommendations of the White House Conferences are implemented.

- A broadening of the scope of public and voluntary services to children.

* * *



Katherine B. Oettinger
Chief, U. S. Children's Bureau



MICHAEL J. BEGAB
Specialist
Social Services to
Retarded Children



MARY C. EGAN
Chief, Nutrition Section



RUTH TAYLOR
Chief, Nursing Section
Children's Bureau Page



RUDOLPH P. HORMUTH
Consultant on Health
Services to Mentally
Retarded Children

U. S. Bureau Marks 50 Years of Aid

On April 9, the U. S. Children's Bureau celebrated 50 years of service to America's children.

More than 1,000 persons gathered at the Statler-Hilton Hotel in Washington, D. C., to pay tribute to the distinguished record of the bureau and to formulate plans for the next half-century.

President John F. Kennedy made the opening address at the anniversary meeting and Mrs. Kennedy served as honorary chairman of the Citizens' Committee for the Children's

Bureau's 50th Anniversary — a group of distinguished leaders in the medical, social and religious fields — that planned the celebration.

Chairman of the citizens' committee is Melvin E. Glasser, dean of university resources, Brandeis University. Dr. Gun-

Children's Bureau photos and a tribute by NARC President Vincent J. Fitzpatrick will be found on Pages 2 and 3.

nar Dybwad, the NARC's executive director and a member of

the committee, attended the anniversary meeting.

AFTER THE PRESIDENT'S speech, talks were given by Brock Chisholm, former director-general of the World Health Organization and Dr. Jerome B. Wiesner, special assistant to the President, who gave a forecast of what life will be like for children 50 years from now.

"A Look at the Needs of Children Around the World," was given at the luncheon meeting by D. Q. R. Mulock Hower, secretary-general, International Union for Child Welfare.

The afternoon session was de-

voted to a slide documentary presentation of the history of the Children's Bureau narrated by Ben Grauer.

Abraham Ribicoff, Secretary of Health, Education and Welfare, and Dr. Buell Gallagher, president of City College, N. Y., discussed today's challenge to the care of the children at the dinner session.

A reception honoring Mrs. Katherine B. Oettinger, chief of the U. S. Children's Bureau and two former chiefs, Katharine F. Lenroot and Dr. Martha M. Eliot, was given the evening before the birthday celebration.

ON APRIL 9, 1912, the U. S.
Continued on Pg. 2



Mrs. Laura Dittman, specialist in health services, helps retarded youngster feed himself.

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WHEN IT was created in 1912, the bureau was placed in the Department of Commerce and Labor. In 1913 it was transferred to the newly-established Department of Labor and in 1946 it was placed under the jurisdiction of the Federal Security Agency in the Social Security Administration.

In 1953, when the Federal Security Agency became the Dept. of Health, Education and Welfare, the bureau retained its relationship to the Social Security Administration within the new department.

In the beginning the bureau consisted of its chief, Julia C. Athrop and 15 staff members and operated on a federal appropriation of \$25,640.

The Social Security Act of 1935 greatly expanded the bureau's responsibilities, adding Maternal and Child Health, Crippled Children and Child Welfare Services and grants-aid programs.

In 1935 the total appropriation to the bureau amounted to \$553,000 and an additional \$8,000 was transferred from Dept. of Labor funds.

As the bureau continued to grow, so did its appropriations. For fiscal 1963, total appropriations for grants, programs, salaries and expenses totaled 71,768,000. But despite the tremendous increase in its responsibilities, the bureau's staff has remained relatively small.

AS EARLY as 1915, the Children's Bureau was responsible for a study on mental retardation. The title, *Mental Defectives in the District of Columbia*, appeared in one of the first reports ever undertaken by the Bureau.

An excerpt: "While it is impossible to supply missing mentality through any course of training, many individuals who

are deficient mentally may be useful to themselves and society if they can be trained under proper conditions . . ."

The 1915 report was a harbinger of the continuing efforts made by the bureau on behalf of mentally retarded children. In the first six years of its existence, the bureau undertook three studies on mental retardation.

Grants for maternal and child health and crippled children's services are administered through the bureau's Div. of Health Services. This division works with state agencies and provides consultation on diagnosing and medically treating and developing services for all handicapped children.

* * *

AGENCIES use these funds to provide such services as maternity clinics for pre- and post-natal care of mothers, child health conferences, health services for pre-school and school-age children and programs for the mentally retarded and other children with special needs.

The staff of the Div. of Health Services includes specialists in medical and related fields such as mental retardation, pediatrics, nursing, medical social work and nutrition.

Under Director Arthur J. Lesser, M.D., the Div. of Health Services includes two branches, Program Services and Administrative Methods. In Program Services are three sections: Nursing, Medical Social Work and Nutrition. The remaining department is the Regional Staff which administers the bureau's programs on the state and local level.

The various branches and sections correspond to staff positions in the regional offices of the bureau. There is a regional medical director, social work

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consultant, nursing consultant, nutrition consultant and administrative methods consultant who work and co-ordinate their activities with those on the Washington staff.

Regional offices are located in Atlanta, Charlottesville, (N.C.), Chicago, Dallas, Denver, Kansas City, (Mo.), and San Francisco. The services of the New York and Boston are combined into one region.

RUDOLPH P. HORMUTH is the division's consultant on mental retardation. A psychiatric social worker by profession, Hormuth was assistant to the executive director of the New York City AHRC before joining the bureau in 1956.

Hormuth also has served as social work supervisor at the Jewish Hospital of Brooklyn where he took part in the establishment of one of the first clinics for retarded children in the United States.

Of known mental retardation cases, 90% are related to prenatal factors. With this in mind the efforts of the Div. of Health

Services focus on prevention, said Hormuth.

"We now work with 46 state health departments to provide for the total child. In other words we feel that services for the retarded should not be separate, but a part of the whole total program for all children."

* * *

IT IS NOT one of the division's aims to establish a clinic in every community, Hormuth said. "This is not feasible or practical."

According to a recent survey on the number of pre-school children expected to be classified as retarded, it would take 5,000 clinics to serve them. To date, the division of health services has helped establish 92 clinics for the mentally retarded -- 64 of them through maternal and child health grants.

"What we do want to do," said Hormuth, "is set up demonstration clinics -- at least one in every state -- to serve as models for and spread knowledge to future clinics."

NURSING SERVICES to the retarded and their families have grown tremendously in recent years, observed Ruth Taylor, director of the division's Nursing Sec.

Some 28,000 public health nurses have received instruction through the Children's Bureau on working with the retarded and, as a result, nurses are coordinating their services with schools, health departments and institutions to improve the health of the retarded child.

Treatment and care of the retarded has been added to teaching curricula for nurses in colleges and universities. "We are sending to all schools of nursing educational material on the retarded," said Miss Taylor. "and advanced courses of study for pediatric nurses now include supervised field experience with the retarded."

Several studies relating to mental retardation now are in progress. Among them is a survey to determine the most effective techniques and attitudes of attendants in institutions toward the retarded. These will be compiled into one publication which will be available to all institution attendants.

Another publication, soon to be issued, will provide public health nurses with a guide to working with families of retarded children with leading problems.

* * *

ELEANOR HAWLEY, assistant to Miss Taylor, emphasized the willingness of the public health nurse to help parents with home management problems. Consultants also are available to meet with parents or speak to parent associations. To arrange for these services the nearest regional office of the Children's Bureau should be contacted.

Nutrition services to the re-

Continued on Next PAGE

What the NARC Means To the Children's Bureau

Efforts of the National Association for Retarded Children in creating a fuller understanding that retarded children can be helped and in pinpointing their needs—have been a constant source of stimulation and inspiration to the staff of the Children's Bureau.

NARC, through an aroused citizenry—especially those in the association-initiated parents' movement—has made an invaluable contribution in improving and expanding better public health and welfare programs for mentally retarded children on a local, state and national level. We, at the Children's Bureau, look forward in the years ahead to continuing the close relationship that has proved so fruitful in working toward our mutual aims.

— *Katherine B. Oettinger, Chief*
U. S. Children's Bureau



BABY CARRIAGES lined up in front of Children's Bureau office during Study on Rickets made by bureau in 1921.—Children's Bureau Photograph.

Salute to the Bureau

On behalf of the Board of Directors of the National Association for Retarded Children and its more than 950 member associations throughout the nation, I extend to the United States Children's Bureau on its 50th Anniversary, heartfelt thanks and warmest wishes for its future.

Tens of thousands of families of retarded children have received invaluable guidance and assistance from the Children's Bureau's timely pamphlets and leaflets on mental retardation. Increasingly these families also are benefiting from the achievements of the bureau in bringing aid to the retarded through the establishment of diagnostic clinics, the training of public health nurses, child welfare workers and other personnel and through its concern with nutritional needs of the retarded and other such problems.

No governmental agency has been more responsive to the needs of the retarded or more cooperative in working with our staff.

We salute this distinguished office of the U. S. Government whose outstanding performance throughout half a century of service has gained not only the appreciation of millions of American citizens, but has won world-wide acclaim, and pledge it our continued loyal support.

— *VINCENT J. FITZPATRICK, President
NARC*

Children's Bureau

Continued on Preceding PAGE

tarded—both at home and in the institution—also are expanding rapidly.

"We nutritionists work with clinics, day care and other group-care facilities," said Chief Mary C. Egan, "and we are available to help mothers and infants and school-age retardates with proper diet planning.

"But," declared Miss Egan, "it is of the greatest importance that the family is willing to follow through on dietary rules."

* * *

THE SET-UP of the bureau's Div. of Social Services is similar to the Div. of Health Services in that it coordinates its activities with regional offices throughout the country. In each regional office is a child welfare representative. At present there are four foster-care consultants in the regional offices with plans for five more.

Grants-in-aid for public child

welfare services and grants for research and demonstration projects (the latter done in close collaboration with the Children's Bureau's Division of Research) are the responsibility of Social Services' small central and regional staffs.

The division also has specialists in foster-care, social services to children in their own homes, day care and homemaker services and state child welfare legislation, all of which include services to the retarded.

Michael J. Begab, specialist on mentally retarded children in the division, stated that a survey completed by the bureau last year shows that "at least 10 percent of the 375,000 children receiving child welfare services are mentally retarded" and "the figure may be even higher."

* * *

RECENT legislation passed by Congress provides more appropriations for Child Welfare Services. This is good news for

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Wins Plaudits from Rep. Fogarty

parents of the retarded, said all agencies in planning services for the retarded. Parents and professionals should work together toward that end much more than they do."

"In the past, most of the efforts of parent groups have gone into providing diagnostic and evaluation services. programs. In the future we hope that an increased emphasis will be placed on day care services for the retarded," said Begab.

"Representatives of our division often meet with state and local units of the NARC and we recognize the great importance and influence of these groups," Begab commented.

"Retarded children's associations often have established and operated facilities that can and should be operated by public agencies. We must take advantage of the resources of

all agencies in planning services for the retarded. Parents and professionals should work together toward that end much more than they do."

* * *

PUBLIC WELFARE representatives and others have suggested that the Children's Bureau has outlived its usefulness and should be absorbed by one of the larger units of the Department of Health, Education and Welfare.

In sharp contrast to this view is a recent statement by Rep. John E. Fogarty of Rhode Island, chairman of the House Sub-committee on Appropriations for the Department of Labor and Health, Education and Welfare:

"It has been suggested to every Secretary of the Department of Health, Education and Welfare and every administrator of the Federal Security Agency that it is wrong to relegate the Children's Bureau to a third level position.

"The committee strongly feel that the responsibilities and the activities of the Children's Bureau are of significant importance to warrant placing it on level directly below the Secretary rather than being just another office in the Social Security Administration.

"The Secretary has always had the authority to make such an organizational change and give the Children's Bureau the recognition that it deserves."

* * *

EVER SINCE its beginning 50 years ago, the U. S. Children's Bureau has actively demonstrated its willingness to deal with the problem of mental retardation on all fronts.

From the very first study of mental retardation to its recent grant for screening 400,000 newborn babies for phenylketonuria the Children's Bureau has been a constant source of inspiration and encouragement to America's mentally retarded and their families.

THE U. S. CHILDREN'S BUREAU: A HALF- CENTURY OF PROGRESS

• The United States Children's Bureau, one of your children's best friends, celebrates its fiftieth birthday this month. Its dramatic history goes back to one morning in 1903, when Lillian D. Wald of the Henry Street Settlement and Florence Kelly of the National Consumers' League had coffee together and shared two letters. "Why is it that so many children die like flies in summer?" read one. In the other, a heartbroken widow said she would have to put her children into an institution while she earned their support.

"There must be thousands of

by **Edith M. Stern**
*Author of many books and articles on
mental health, child welfare and medicine*



Miss Julia C. Lathrop, 1912-1921



Miss Grace Abbott, 1921-1934



Miss Katherine F. Lenroot, 1934-1951



Dr. Martha M. Eliot, 1951-1956



Mrs. Katherine B. Göttinger, 1956-

mothers in just such situations," Miss Wald said. "I wish there were some agency that would tell what could be done . . . Why not a government bureau?"

A friend to whom she passed on the idea wired to President Theodore Roosevelt. "Bully!" he wired back. "Come down and talk to me about it."

But it took eight bills in the House and three in the Senate before the one founding the Children's Bureau was passed in 1912. This enabling act gave a staggering order to a staff of fifteen with a budget of \$25,640: "To investigate and report upon all matters pertaining to the welfare of children and child life among all classes of our people, and especially to investigate the questions of infant mortality, the birth rate, orphanages, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, legislation affecting children in the several States and Territories."

The first Chief of the Bureau, Julia C. Lathrop, was a gentle middle- (Continued on page 84)

*These five dedicated women
directed the Children's Bureau
during its first fifty years.*

westerner who combined statesman-like breadth of vision with the practicality to tackle first things first. She must find out at once, she decided, about all those babies who died—an estimated one in ten.

But there was no statistical basis for studies—nobody knew how many babies were born, or how many died, or why they died. To determine the reasons for the high death rate, Bureau representatives conducted studies in nine representative cities. The agents from the Bureau went from door to door asking, "Has a baby been born here this year?" The history of every baby born was traced from birth through the first twelve months, or as long as the baby lived in that first year. Other questions on "the social, industrial and economic surroundings of the family" were asked so that the Bureau might learn how these related to death in the first year of life.

AS you might guess, a direct connection between poverty and poor sanitation, ignorance and infant mortality was revealed. In one city, one baby in seven from poor homes died before the age of one year, as compared to one in twenty-seven from wealthy homes.

Miss Lathrop then talked to the Census Bureau about birth registration, and was urged to do what she could to improve its coverage. The first Children's Bureau publication was a pamphlet on the subject. Armed with it, Miss Lathrop approached the president of the General Federation of Women's Clubs, who enlisted volunteers to do the actual surveying to determine if births within an area were being recorded. This was one of the steps that led in 1915 to the establishment of birth registration in ten states and the District of Columbia. By 1933 there was birth registration in all the states and this constituted a real base for health programs and for measuring progress. Meanwhile, the Bureau stimulated mothers' pensions in the states and made studies of a number of problems, including juvenile courts and child labor.

President Wilson proclaimed 1918 Children's Year, as part of this campaign. The first health-mobile began its travel about the country. The activities of Children's Year reached out across the nation and involved 11,000,000 women who saw to it that thousands of children were measured and weighed—often in markets on storekeepers' scales. Today's baby-saving crusades follow this tradition.

Julia Lathrop, the first of "the dedicated old maids" who directed the Bureau, was succeeded in 1921 by big, raw-boned Nebraskan, Grace Abbott, also a courageous fighter for children who, like Miss Lathrop, was exposed to ridicule and abuse which she took with dignity and equanimity.

Again there were speeches in Con-

gress on "that old maid" who that right had she to tell people how to bring up their children. Once when a Senator had taunted Miss Lathrop, demanding, "Have you ever been a mother?" her quick, quiet-spoken reply was, "No, Senator, have you?" Later when Grace Abbott, proposing a child labor amendment, corrected a Senator who had made a misstatement, another Senator tried to put her in her place: "Does Miss Abbott mean to imply that she knows more about this subject than one of the Senate's foremost constitutional lawyers?" "Yes," said Miss Abbott, "for the Senator has never had responsibility for seeing that a child labor law is properly enforced, and I have!"

Unflinchingly, Grace Abbott carried the Bureau through stormy times. After World War I, she came under fire for having listed a Russian publication on maternity care in a Bureau bibliography. (It happened to have been issued initially by the Czar's printing office.) To her critics Miss Abbott said she didn't care what a writer's politics were so long as he was on the side of pure milk.

Powerful lobbies, which accepted Federal aid to states for pigs and plants and roads, fought grants-in aid programs for services to mothers and children.

"Sometimes when I get home at night," Miss Abbott wrote in the early 1930's, "I feel as though I had been in a great traffic jam . . . all kinds of vehicles moving up toward the Capitol. The Army . . . tanks, gun carriages, trucks . . . hayricks and binders and plows of the Department of Agriculture, handsome limousines in which the Department of Commerce rides (looking a little bit shabbier this year) . . . a noisy patrol in which Department of Justice officials sometimes appear. It . . . becomes more congested and more difficult, and then because the responsibility is mine and I must, I take a very firm hold on the handles of the baby carriage and I wheel it into the traffic."

IN 1934, Grace Abbott's friend and assistant, Katherine F. Lenroot, took over and began to wheel the baby carriage on the Hill. The following year, the Social Security Act, which provides for the present grants-in-aid programs, was passed. The Fair Labor Standards Act of 1938 included a national minimum standard for child labor and provided for enforcement.

Some big battles had been won, but there was much to consolidate and much more to do about maternal and infant mortality, untrained midwives, dependent children, new and complex diseases and conditions, broken families and a host of other problems. As chief, Katherine Lenroot was a diplomatic negotiator whose cool, quiet manner belied the force, conviction and persistence that underlay it. Among the greatest accomplishments of this dedicated woman, who has been called "foster mother to millions," are the high standards she set

for safeguarding adoption, for obstetrical care and for foster homes.

During the Lenroot regime, the Children's Bureau administered the largest public maternity program—the Emergency Maternity and Infant Care program (EMIC)—ever undertaken in the United States. Although it had the warm support of citizen groups and the young soldiers and their families, a storm of criticism greeted the program from some of the organized medical groups. Tens of thousands of pregnant young wives of servicemen in the lowest pay brackets were far from home, short of funds and frightened. Congress responded to the Bureau's pleas by giving it special funds to administer EMIC. Mothers and babies got good care. Fathers who were serving their countries breathed more easily. Invaluable information was compiled, and in some areas the importance of prenatal care was recognized for the first time. But many doctors raised a hue and cry of "socialized medicine" because fees were set by EMIC.

Dr. Martha Eliot succeeded Miss Lenroot in 1951. She continued the fight—to combat juvenile delinquency, for more and better medical care, for improved adoption procedures—until she resigned in 1956.

Today's Chief breaks the unmarried-woman precedent. She is Mrs. Katherine Brownell Oettinger, mother of two sons, former Dean of Boston University's School of Social Work. But she makes no break with the historical aims of the Bureau.

Take, as an example, the publications issued by the Bureau. Although their content and style have changed over the years, they are, as always, based on an over-all assessment of the best informed opinion of the time, painstakingly sorted, organized and written in readable form. For example, the edition of "Your Child From One to Six," now in preparation, has had seventy expert reviewers.

It is fascinating to review the development of Bureau publications. In a 1914 edition of "Infant Care," mothers were warned not to bathe the baby while the water in the tub was still heating on the stove, and given

(Continued on page 96)

THE U.S. CHILDREN'S BUREAU

(Continued from page 88)

instructions for making an icebox with a wooden box, two tin pails, a piece of pipe and five cents worth of ice! As for clothing, it was stated that a baby's dress and petticoat need not come more than ten inches below the feet. And food? Well, mothers were urged never to give the baby pork, pickles, beer or doughnuts!

During those days, it was recommended that toilet-training begin during a child's third month or earlier. Today, a Bureau publication notes that many children "are not ready for it" until they are a year and a half or two. A father's attention is considered highly desirable to the child—but once fatherly playing with an infant was thought to lead to nervous disturbances!

IN the 1914 version of "Infant Care," solid foods were not recommended until the baby was over a year old; currently, they're recommended within the first few months. If a baby cried during the 1920's and early 1930's, mothers were told to turn him over, change him, give him water and put him back to bed, but not to hold him or nurse him until the exact hour for feeding. By 1942, individual differences among infants were recognized—although regular feeding times four hours apart were recommended. By 1945, no exact time between feedings was mentioned but feedings were still supposed to be regular. Today, self-demand reigns.

All in all, the Bureau's publications have become increasingly relaxed, taking account of individual differences among children and being based on babies' needs.

You can get the catalogue, "Publications of the Children's Bureau," by writing to the Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C.. Most pamphlets—and the Bureau publishes many valuable ones—cost only a few cents. The Bureau also publishes a magazine, "Children," which is an interdisciplinary journal for the professions serving children, and numerous leaflets, pamphlets and reports for professionals.

Even if you have had some contact with the Children's Bureau through one of its pamphlets, you may not be aware of the way it works continually to further your children's well-being. As a nationwide clearing-house of information about child health and welfare, it brings to every state reliable facts and word of new developments.

When situations such as juvenile delinquency, or black-market adoptions, or lack of lifesaving care for premature babies, or children left to fend for themselves, loom as national problems, the Children's Bureau stimulates action in the states and draws on the knowledge of the various professions to help find remedies.

One of the Bureau's main jobs is administering \$69,000,000 worth of federally appropriated grants-in-aid to the states, to help them improve and expand services to children.

Last year, for example, under the Crippled Children's program, 340,000 American youngsters had their suffering ended or alleviated by getting medical service. The understanding of just what comes under the heading of "crippled" is becoming increasingly broad. Today very few states limit their crippled children's services to youngsters who have malformed or missing limbs and need orthopedic care. Most states include rheumatic fever; others also include cerebral palsy, cleft palate, cross-eye, burns, hearing impairments and other conditions.

Due partly to Bureau grants, children living anywhere in the U.S. now have access to surgeons who have the special skills required to undertake heart operations, which will cure most congenital heart disease, thus saving many babies from early death or invalidism. If there is no one in your own community qualified to perform heart surgery, the Bureau will steer you to one of the five regional heart centers serving the nation.

Should a child be born lacking an arm or leg or lose one through accident, he can get artificial limbs even if their cost is beyond his parents' means. More than that, the Bureau has helped establish and finance centers where prosthetic devices can be designed and fitted, and children taught how to use them.

Millions of dollars which the Bureau is instructed to use in the interest of children go to establish projects such as "multiple handicap" clinics to treat children who are afflicted with various combinations of conditions—for example, children suffering from epilepsy and cerebral palsy, or mental retardation and perceptual defects. The opportunity to go to such clinics saves parents from a dreary specialist-to-specialist round. At the clinic, social workers, special education teachers, occupational therapist, nurses and doctors, working in cooperation, learn, serve, teach, heal.

OFTEN ideas for a project originate in the Bureau. In 1950, Bureau members became greatly concerned over the neglected youngsters who suffered from convulsive disorders. At that time few of them were included in Crippled Children's programs, and few doctors knew how to treat epilepsy, or even knew that there were new drugs which could end seizures in eighty per cent of the cases. The Children's Bureau offered \$35,000 to any state that would set up a pilot project, and Maryland jumped at the chance.

Physicians from special clinics in medically advanced Baltimore went

out to the counties to see children and talk with doctors. In rural Charles County, the first to which the specialists went, every practicing physician sent in a patient.

In county after county, the specialists adapted themselves to local conditions, making their examinations in the local health department. Most of the children could be treated without leaving home. The minority could not, or needed more study, were sent to Baltimore. And effective medical care wasn't all of it. Project personnel talked with school people, teaching the truth about epilepsy—that it is not something sinister and disgraceful, but just a sickness which can usually be controlled. School doors proceed to open for the unfortunate children who had formerly been shut out.

The project's feasibility and success became known. Other states began to develop similar programs—Alabama and Colorado among the first.

Today, over half of our states either have special clinics for epileptics or include epileptic children in their general program.

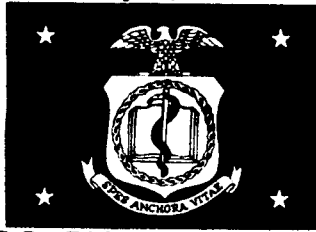
Beginning in 1956, the Children's Bureau was allotted funds ear-marked for services to mentally retarded children. By 1961 it had helped 49 states and three Territories to set up demonstrations, service or training projects in the field of mental retardation. The emphasis in study and therapy was on infants and preschoolers, for it is among young children that most can be done. When researchers discovered that a simple urine test on a wet diaper could detect phenylketonuria—which causes severe retardation unless treated by diet early in life—the Children's Bureau stimulated more than half of our State Health Departments to see that the test was routinely given to newborns.

One reason that the Children's Bureau can search out and come to the rescue of handicapped, deprived and retarded children is because it has been so influential in raising the nation's general level of child care through its Maternal and Child Health program.

ANOTHER Bureau program is Child Welfare—devoted to youngsters who are handicapped socially—the illegitimate children, the children of migrants, the minority group members. Wherever there are youngsters, the Children's Bureau cares about what is happening to them, and does what it can to help child welfare workers with facts, funds and consultation.

These and many other things which young parents take for granted today, were originally pioneered by the Bureau, and are the product of the long hard and unremitting battles fought by "the dedicated old maids." For past accomplishments, present work and future goals, it is fitting that all parents join to wish the Bureau a happy birthday and many more. **END**

McCALLS MAGAZINE
May 1962



ALL TO THE GOOD



BY ABRAHAM RIBICOFF

SECRETARY OF HEALTH, EDUCATION, AND WELFARE.

A MONTHLY PAGE OF FACT AND OPINION BY THE

MEMBER OF THE PRESIDENT'S CABINET WHO CAN ANSWER THE QUESTIONS OF IMMEDIATE CONCERN

TO YOU . . .

I read in a newspaper that the Public Health Service is doing valuable research work to find out the causes of mental retardation, by examining blood taken from thousands of pregnant women. Could you tell us more about these experiments?

Probably you read about a vast research study of the disorders of infancy and early childhood, in which medical specialists from fifteen hospitals throughout the country are collaborating. They are seeking new knowledge about pregnancy, labor, delivery, and the first months of life, and its possible bearing on the occurrence of such disorders as cerebral palsy, mental retardation, birth defects, blindness, and deafness. More than 13,000 mothers and 8,000 babies are involved in the project, now in its third year. Eventually, some 50,000 mothers and their children will be studied. The National Institute of Neurological Diseases and Blindness, one of the research institutes of the Public Health Service, is coordinating the study.

My doctor says a new Blue Shield medical policy has been developed that will provide care for the aged, and he tells me this has been approved by the American Medical Association. If this is so, why are you still asking for medical care for the aged under Social Security? Because the AMA-Blue Shield plan has nothing to do with the biggest, most devastating medical cost older people have: hospital cost. It's that simple. Their plan takes care of doctors' bills. I'm for that. But the AMA is starting to show some awareness of the fact that older people are having trouble meeting medical bills. Now maybe they will join us in pushing for a program to meet the staggering cost of hospital care in the serious illnesses that face elderly people and can swiftly wipe out the savings of a lifetime.

It was very admirable of Mr. Kennedy to increase the pensions of elderly widows; but why discriminate against the spinsters Fate already has discriminated against all along the line? Widows usually get insurance, sometimes a house, maybe two, perhaps a car or two, and in many instances a portfolio of stocks—and the income from the securities doesn't jeopardize their pensions. But the single woman, who stands

to get nothing, isn't permitted to take a job without loss of her pension—money she could save for the day she cannot work. Surveys conducted by our department have shown that widows have fewer resources than any other group of beneficiaries. But it is probably true that spinsters whose benefits are based on very low pay scales receive the smallest checks from the Social Security fund. This is due to the long-standing wage differential between women and men workers in many industries. President Kennedy has taken a constructive interest in finding and correcting this and other such inequalities by naming a Commission on the Status of Women, with Mrs. Franklin D. Roosevelt as chairman. I am proud to serve on this committee. We have been instructed to consider the effects of the federal social-insurance programs and tax laws on the earnings of women.

How can I find out about free educational projects for adults? I should like to go on with the education I had to give up, when I went to work, thirty years ago. I am employed, so I would have to take any courses at night or weekends. Is a college degree available this way? To qualify, would I have to take many courses that do not interest me? Are there any free correspondence courses? It's wonderful that you want to go back to school. More power to you. There are many ways adults can resume their formal education. Your local school superintendent and the director of adult education of your state department of education are in the best position to advise you.

Most of the school systems in larger communities offer adult-education programs. In addition, most junior community colleges, liberal-arts colleges, and universities have evening courses in which a qualified person can enroll as a part-time student. It is quite possible to earn a degree this way, though of course it takes somewhat longer than the usual four years to acquire enough credits.

Then there are the extension courses offered by many colleges and universities. These alone do not lead to a degree; but they do give you a way to cut down substantially the amount of time you need to spend as a resident student of the university offering the courses. Residence requirements vary.

You have a good deal of choice about

specific courses required for a degree. However, certain fields of study are required. The extension division of your state university can probably advise you as to what correspondence courses are available. Information may also be obtained by writing to the National University Extension Association, University of Minnesota, Minneapolis, or to the National Home Study Council, 2000 K Street, NW, Washington, D.C.

I brought up my children according to the baby booklets issued by the Children's Bureau about twenty-five or thirty years ago. Now I have a new grandchild, and when I give my daughter-in-law any of the information that was so helpful to me, she says the booklets today don't advocate the procedures they did when my son was born. Is this true? Have the booklets changed?

Yes, they surely have. Time passes; pediatricians gain new knowledge; and our Children's Bureau gives your daughter-in-law the benefit of up-to-date information in the current edition of *Infant Care*. As medical science has made new discoveries, the experts have changed their views. And our Children's Bureau, which last month celebrated its fiftieth birthday, has been flexible enough to change accordingly and give the views of the best medical experts. *Infant Care* is the federal government's most popular publication; more than 44,000,000 copies have been distributed. More than a hundred specialists contribute to it regularly, as a public service.

I WANT TO SAY THIS:

We all want to be strong. We all want to survive. Some people are saying that in order to defend ourselves and in order to survive, we must clamp brakes on our domestic legislation, on our efforts to improve our people's lives here at home. Our security must come first. But if we lose our power and our will to educate our children properly, to keep our people healthy, to work and enjoy the benefits of a just society, we weaken ourselves and our nation. We must intensify our fight for improved education and better health for all Americans. These are part of our power, too—and the best basis for future strength and growth.

My heartiest congratulations on this event and wishes for a future as bright as the past.

A.M.M. Payne, M.D., M.R.C.P.
Chairman
Department of Epidemiology
and Public Health
Yale University School of Medicine

As you can well appreciate, there is nothing I would enjoy doing more than having the opportunity of being a part of such a program. During the period of time that I served as Secretary of Health, Education and Welfare, I came to have the highest regard for the services that have been and are being rendered by the Bureau.

Arthur S. Flemming
Former Secretary of Health,
Education, and Welfare

Having been educated by Miss Edith Abbott and Miss Breckinridge, I have long been a devotee of the Children's Bureau. In addition it was my privilege, during World War II, to serve as a Consultant on Guardianship of Children on the staff of the Children's Bureau. I deeply regret that I shall be unable to join with you on this memorable occasion.

Mary Stanton, Ph.D., Consultant
Mental Health Development Project
Los Angeles Region Welfare Planning Council

Congratulations to the Children's Bureau on its anniversary: Its efforts to improve the standards of services to children in the states has been a great contribution toward improvement of these services on a national basis.

Gertrude Allen, ACSW
Director
Child Welfare Services Division
Arizona Department of Public Welfare

I want to send my good wishes to the Citizens Committee and to the staff of the Children's Bureau who have made the work of the Bureau so significant in the development of human values in this country. No other function of government can be of greater importance than that of working toward assuring for each individual the essential resources for the development of his potentialities so that he can experience a sense of fulfillment in life and offer some enrichment to society. Each of us in this country who has a function in the development of children has had the support of the Children's Bureau as a symbol of national attitude as well as a practical help in our work. I should like to express my personal appreciation of all that the Children's Bureau continues to mean to me in my professional activities.

Margaret B. McFarland
Associate Professor of Psychology
University of Pittsburgh School
of Medicine

I would very much have wanted to join in this celebration to honor the Children's Bureau, which has given such extraordinary leadership to this field.

I wish to thank you for the fiftieth birthday celebration. My first reaction was that "once" -- for he was with the earliest years until he past inscribed photographs of among his great treasures. celebration by proxy.

This will, indeed, be a life.

I would like to take this opportunity to thank the Children's Bureau on the fine past fifty years and to express my hope that the future will bring greater accomplishments.

I believe this to be a unique opportunity to realize the gains made and the needs.

Henry A. Riederer
President
National Council of

As a member of the American Academy of Child Health and State Chairman for Oregon during the Academy's study of child health, I have appreciated the Bureau as an organization. I have appreciated the tremendously fine work of the Children's Bureau and Youth, especially the Conferences which I was privileged to attend as Director of Maternal and Child Health. I appreciate the guidance and support of the Bureau staff. This nation owes a great debt to the Children's Bureau for what it has done during the past half century. I wish for an even brighter future.

Carl G. A
Director
Maternal
Oregon St.

I am both pleased and honored to participate in the Fiftieth Anniversary celebration of the Children's Bureau. As a person who has

this event and wishes for

M.D., M.R.C.P.

Epidemiology
Public Health
School of Medicine

There is nothing I would enjoy
more than the opportunity of being a part of
the celebration of the 50th anniversary
of the Children's Bureau. I served
in the Department of Health, Education
and Welfare, I came to
the Bureau to provide services that have been and
will continue to be of great value to the
Nation.

Flemming
Secretary of Health,
Education, and Welfare

Miss Abbott and Miss
Devotee of the Children's
Bureau, during World War
Guardianship of Children
Bureau. I deeply regret
that I cannot be with you on this memorable
day.

Consultant
Development Project
Welfare Planning Council

Children's Bureau on its anniversary
celebrates the high standards of services to
which it has made a great contribution
on a national basis.

Director, ACSW
Children's Services Division
Department of Public Welfare

As a member of the Citizens Committee
for the Children's Bureau who have made
a significant contribution in the development
of the Bureau's other function of
providing a service more effective than that of
any other individual the essential
potentialities so
fulfillment in life and
Each of us in this
development of children
's Bureau as a symbol
of practical help in our
personal appreciation
continues to mean to me

McFarland
Professor of Psychology
University of Pittsburgh School
of Medicine

participate in this celebration
which has given such
meaning to the

I wish to thank you for the letter announcing plans for the
fiftieth birthday celebration for the Children's Bureau.
My first reaction was that Dr. Bolt would say, "Accept at
once" -- for he was with the Children's Bureau from its
earliest years until he passed away in August 1959. The
inscribed photographs of each Chief of the Bureau were
among his great treasures. I hope to join the birthday
celebration by proxy.

Beatrice French Bolt
Berkeley, California

This will, indeed, be an historic day in our national
life.

Lora Lee Pederson, ACSW
Director
School of Social Work
University of Texas

I would like to take this opportunity to congratulate the
Children's Bureau on the fine work it has done during the
past fifty years and to express the hope that the future
will bring greater accomplishments to the Bureau.

James C. Auchincloss
Member of Congress

I believe this to be a unique opportunity to dramatize the
gains made and the needs known for children.

Henry A. Riederer
President
National Council of Juvenile Court Judges

As a member of the American Academy of Pediatrics and as
State Chairman for Oregon during the period of the
Academy's study of child health services, I first devel-
oped a deep and personal appreciation for the Children's
Bureau as an organization. I have also learned to
appreciate the tremendously fine guidance which the
Children's Bureau gave to the White House Conferences on
Children and Youth, especially the 1950 and the 1960
Conferences which I was privileged to attend. Now as a
Director of Maternal and Child Health, I more than ever
appreciate the guidance and support of the Children's
Bureau staff. This nation owes a deep debt of gratitude
to the Children's Bureau for what it has accomplished
during the past half century. My congratulations and best
wishes for an even brighter future.

Carl G. Ashley, M.D.
Director
Maternal and Child Health Section
Oregon State Board of Health

I am both pleased and honored to be invited to the
Fiftieth Anniversary celebration of the U.S. Children's
Bureau.

having been educated by Miss Edith Abbott and Miss Breckinridge, I have long been a devotee of the Children's Bureau. In addition it was my privilege, during World War II, to serve as a Consultant on Guardianship of Children on the staff of the Children's Bureau. I deeply regret that I shall be unable to join with you on this memorable occasion.

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Margaret B. McFarland
Associate Professor of Psychology
University of Pittsburgh School
of Medicine

I would very much have wanted to join in this celebration to honor the Children's Bureau, which has given such extraordinary leadership to this field.

Peter B. Neubauer
Director
Child Development Center
New York City

May I wish the group that attends a happy and fruitful meeting as it helps the Children's Bureau embark on its second fifty years.

Cornelia H. Allen
Professor of Social Work
University of Buffalo

I would like to take this opportunity to express my appreciation to the Children's Bureau on the fine past fifty years and to express my hope that the gains made and the needs met will bring greater accomplishment in the future.

I believe this to be a unique opportunity to express the gains made and the needs met.

Henry A. Riederer
President
National Council of

As a member of the American Academy of Child Health and State Chairman for Oregon during the Academy's study of child health care, I have appreciated a deep and personal appreciation of the Children's Bureau as an organization. I have appreciated the tremendously fine work of the Children's Bureau and Youth, especially the Conferences which I was privileged to attend as Director of Maternal and Child Health. I appreciate the guidance and support of the Bureau staff. This nation owes a great debt to the Children's Bureau for what it has accomplished during the past half century. I wish for an even brighter future.

Carl G. A.
Director
Maternal and Child
Oregon State

I am both pleased and honored to participate in the Fiftieth Anniversary celebration of the Children's Bureau. As a person who has worked in connection with public and private child welfare and who was a student of Grace H. L. I am much to be able to attend.

Richard G. A.
Director
Graduate School
University

I have the invitation to attend the celebration. A variety of events precede the party. However, there is no room for me with you and extend my congratulations. Some of the most interesting meetings I have been in connection with CHILDREN'S BUREAU children of my own, I appreciate your assistance as a sort of expert on the subject. In return for your courtesies, I thank you.

John S.
Hastings
University

Grace Abbott and Miss
devotee of the Children's
privilege, during World War
Guardianship of Children
Bureau. I deeply regret
with you on this memorable

I would like to take this opportunity to congratulate the
Children's Bureau on the fine work it has done during the
past fifty years and to express the hope that the future
will bring greater accomplishments to the Bureau.

James C. Auchincloss
Member of Congress

., Consultant
Development Project
Welfare Planning Council

I believe this to be a unique opportunity to dramatize the
the gains made and the needs known for children.

Henry A. Riederer
President
National Council of Juvenile Court Judges

s Bureau on its anniver-
o standards of services to
a great contribution
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en, ACSW
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rtment of Public Welfare

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s potentialities so
ulfillment in life and
Each of us in this
development of children
's Bureau as a symbol
ractical help in our
personal appreciation
ontinues to mean to me

As a member of the American Academy of Pediatrics and as
State Chairman for Oregon during the period of the
Academy's study of child health services, I first devel-
oped a deep and personal appreciation for the Children's
Bureau as an organization. I have also learned to
appreciate the tremendously fine guidance which the
Children's Bureau gave to the White House Conferences on
Children and Youth, especially the 1950 and the 1960
Conferences which I was privileged to attend. Now as a
Director of Maternal and Child Health, I more than ever
appreciate the guidance and support of the Children's
Bureau staff. This nation owes a deep debt of gratitude
to the Children's Bureau for what it has accomplished
during the past half century. My congratulations and best
wishes for an even brighter future.

McFarland
Professor of Psychology
of Pittsburgh School

Carl G. Ashley, M.D.
Director
Maternal and Child Health Section
Oregon State Board of Health

in in this celebration
ch has given such
aid.

Neubauer
Development Center
City

I am both pleased and honored to be invited to the
Fiftieth Anniversary celebration of the U.S. Children's
Bureau. As a person who has worked a great deal in
connection with public and private child welfare services
and who was a student of Grace Abbott, I would like very
much to be able to attend.

Richard G. Guilford
Director
Graduate School of Social Work
University of Nebraska

happy and fruitful
Bureau embark on its

Allen
Social Work
of Buffalo

I have the invitation to attend your anniversary celebra-
tion. A variety of events prevents my coming to the
party. However, there is no reason why I cannot rejoice
with you and extend my congratulations and best wishes.
Some of the most interesting meetings I have ever attended
were in connection with CHILDREN. Never having had any
children of my own, I appreciated the opportunity to serve
as a sort of expert on the subject. For this and for many
courtesies, I thank you.

John S. Bradway
Hastings College of the Law
University of California

The Children's Bureau— Pioneer in Social Welfare

by KATHARINE F. LENROOT

IT is interesting that the only substantive initiative and support for change that would involve the dismemberment of the Children's Bureau come, today, from those engaged in the field of public welfare. In earlier days, such suggestions came from those concerned with public health.

In the 1930 White House Conference on Child Health and Protection, for example, a group working on proposals for child health, reflecting predominantly the views of public health officials, proposed the transfer of the health functions of the Children's Bureau to the Public Health Service. This proposal was stoutly opposed at the Conference by many groups, including representatives of women's organizations who were among the most vehement in their support of the Bureau.

Despite these and other proposals, made from time to time by various groups and committees, the Children's Bureau has remained intact, except for the loss of its child labor functions when in 1946 it was transferred from the Department of Labor, its original home, to the Federal Security Agency.

Since then, maternal and child health and crippled children's programs administered by the Bureau have been greatly expanded; excellent relationships are maintained with the Public Health Service. Leaders in public health and child health have expressed strong support for the augmentation, rather than the weakening, of the strengths and values of the Children's Bureau.

The principal focus of current pro-

Miss Lenroot was chief of the Children's Bureau from 1934 to 1951.

ponents for reorganization is their concern for the aid to dependent children, program (ADC), which affects 2.5 million children at any one time and which is urgently in need of reorganization and strengthening. There is no difference of opinion concerning the importance of this program and the need for reorienting it so as to include, as a substantial component, services designed to strengthen family life and encourage self-reliance and self-support when such an objective will not interfere with the mother's care of her children.

Functions and Services

In approaching the question of reorganization we have to consider the functions and services of the Children's Bureau in all the broad aspects of its work: its relation to public assistance and other public welfare programs, as well as to other services; the conditions under which the services the Children's Bureau renders, or should render, to the children of this country can best be carried on; and the relations of these services to all others affecting the health, education, and welfare of children and the conditions of home and family life.

The Children's Bureau was established in 1912 by Act of Congress directing it to investigate and report on all matters pertaining to the welfare of children and child life. Thus, the Bureau was to be a focal point for rallying concern for children, based upon knowledge of their needs, throughout the nation.

Among the initiators and chief proponents of the idea of a federal Children's Bureau were the great pioneers in the social settlement movement, a

movement completely free to enter into any service and promote any cause which experience in the slum neighborhoods of our great cities indicated.

From the beginning, the Children's Bureau, enjoying a wide range of both citizen and professional support, encouraged national, state, and local concern for children, planning, fact-finding, coordination of effort, demonstrations, and services. Its example has been followed by many other countries.

Its Changing Role

The Bureau's early concerns, under the wise leadership of its first chief, Julia C. Lathrop, were to enlist the cooperation of citizens, especially women; to provide a place to which mothers—and fathers too—could turn for information on any aspect of child care; and to determine what among the many urgent problems of child life were most in need of investigation.

An example of the first was the enlistment of the cooperation of women's organizations, with the Bureau of the Census and the Children's Bureau, in tests of the completeness of birth registration. We did not know how many babies were born and hence could not determine the rate of infant deaths.

To reach parents the Bureau developed its famous series of pamphlets, beginning with *Infant Care* and *Prenatal Care*.

The Bureau decided that the most urgent subject of investigation, embracing economic, social, medical, and health factors, was infant mortality, and it obtained funds for a series of comprehensive studies.

Its early activities also embraced studies, and in some cases demonstrations of services pertaining to child health, child labor, illegitimacy, mentally defective children, juvenile delinquency, juvenile and domestic relations courts, mothers' aid, foster care, child welfare laws, state and local child welfare organization, and rural child health and child welfare.

It encouraged the development of state commissions for the study and

revision of child welfare laws and, in cooperation with others, worked out standards for state legislation on such subjects as illegitimacy and juvenile courts and standards for services in various fields.

Its studies led directly to the Shepard-Towner Maternity and Infancy Act, the pioneer federal aid legislation in this field; federal child labor legislation; and the children's provisions of the Social Security Act, including ADC.

During the First and Second World Wars, the Children's Bureau developed a number of different programs, with the cooperation of many groups, to serve the special wartime needs of children. The second year of the First World War was designated by the President as Children's Year, and the Children's Bureau, working with the Women's Division of the Council of National Defense, endeavored to maintain standards and services despite the pressure of war conditions.

Among the many activities of the Children's Bureau directly related to World War II was the Emergency Maternity and Infant Care program, growing out of the Bureau's administration of maternal and child health grants to states. This provided free maternity care for 1,222,500 wives and medical care to 230,000 infants of men in the four lowest pay grades of the armed forces. Other wartime activities pertained to civil defense planning for children; day care; youth protection; and general efforts to maintain services for children and youth.

In the milder depression of the early 1920s and the great depression of the 1930s, the Children's Bureau carried on special studies of the effects of unemployment on children and cooperated with other agencies, public and private, in endeavoring to safeguard youth. These activities during the 1930s included monthly collection of relief statistics and studies of the conditions of children in the families of unemployed coal miners, the effects of unemployment on child health and welfare, transient youth, and the needs of unemployed youth.

They also included cooperation with the Department of Agriculture in relation to the nutritional problems of children; work on day-care standards and services; and efforts to obtain information concerning—and to stimulate efforts to counteract—the curtailment of child health and child welfare services as a result of diminished financial resources.

To bring greater focus to governmental efforts in behalf of children in the postwar period, the Children's Bureau organized the Interdepartmental Committee on Children and Youth comprising representatives of over 30 federal agencies. The Bureau has been the organizing or initiating agent for all but one of the decennial White House Conferences for children and youth. Throughout its history it has played an important part in international work for children.

Present Functions

The Children's Bureau, now in the Department of Health, Education, and Welfare, continues its research and informational activities including: the publication of popular and technical pamphlets; collection of statistical information; research activities relating to programs and services for children; special meetings and conferences on the development of standards and services in various fields, such as juvenile delinquency and adoption; and administration of grants to states under the Social Security Act for maternal and child health services, services for crippled children now covering a wide range of handicapping conditions, and child welfare services.

Under these grant programs, whose purposes have emphasized the extension and improvement of services, development of trained personnel, and special demonstrations, pioneer work has been done in many fields.

Of great importance is the work done under the leadership of the Bureau in bringing together a number of different professional services within a single program. Medical social workers have joined with physicians, public health nurses, nutritionists, and other professional workers in

maternal and child health and crippled children's services.

Training of personnel for all these services is a prime necessity, and the programs of educational stipends and educational leave, financed in major part by federal funds, have greatly augmented the professional services available for children.

In 1957, fifty-eight percent of public child welfare employees had some graduate social work training, and 28 percent of these had two years or more. The 1960 report of the Advisory Council on Public Assistance, in contrast, showed that 2 percent of the caseworkers in public assistance programs were qualified social workers and about 15 percent more had partial social work training.

In the child welfare program, emphasis has shifted from the child in the foster home as the predominant concern to substantial services directed toward making it possible for children to remain in their own homes. The Bureau has contributed to such programs as homemaker service and day care. Services have been developed for special groups, such as the mentally retarded, the emotionally disturbed, the neglected and abused, the delinquent. Cooperation between child welfare and ADC programs has been encouraged. Today, 47 percent of rural counties and 70 percent of urban counties have child welfare workers in public programs.

Problems Confronting Us Today

These differ in many ways from the problems of earlier years. Are they of a nature to require a strong focal point of concern for children in the federal government around which the interests of citizens, public and voluntary agencies, and professional groups can be brought into relationship?

Continued effort is needed on problems already included in the Children's Bureau program. Of late, for example, there has been some increase in the infant mortality rate. Concern for the great increase in illegitimate births and juvenile delin-

(Continued on page 20)

quency is widespread. How to provide better conditions for children in the families of agricultural migrants—long a concern of the Bureau—has not been solved.

The rising birth rate, great changes in rural, urban, and suburban living, increased employment of mothers, family disorganization, adolescent instability—all call for a comprehensive approach to the problems of children and youth and their families, cutting across many different interests and professional fields. To the extent that the Children's Bureau is now able to give service of this broad type, its resources should not be dissipated; they should be strengthened.

We must of course take into account the place of the Bureau in the federal structure and the many other federal agencies concerned, in some way, with family life, health, education, and welfare of children, as well as nongovernmental, state, and local services.

The service of an agency focused on *children*, and not on *functions*, is especially needed because in the states and local communities work for children is generally divided along functional lines. There is no reason why such an agency in the federal government cannot work with different state agencies which are functionally oriented and serve to strengthen their cooperative relationships.

To be effective, an agency broadly concerned with the children and youth of our country must have:

- A position in the federal structure that makes it possible for it to have a part in the formulation of general policies affecting the welfare of children;

- A status that assures recognition and the development of cooperative relationships with other federal agencies, national voluntary organizations, citizens' groups, and state and local agencies;

- Functions, resources, and personnel sufficient to make its voice and influence count.

Location of the Children's Bureau

Since its transfer to the Federal Security Agency (now the Department of Health, Education, and Welfare), the Children's Bureau has been a part of the Social Security Administration, whose main functions are related to the social insurance and public assistance programs. The Bureau has a subordinate status in the structure of the Department in comparison with the Public Health Service, Office of Education, and Office of Vocational Rehabilitation.

This is not the situation which prevailed when the Children's Bureau was in the Department of Labor. There it had the status of a major unit, coordinate with the Bureau of Labor Statistics, Wage and Hour Division, Bureau of Labor Standards, and Women's Bureau. Recently, the director of the Women's Bureau has also been made an Assistant Secretary of the Department. The concerns of children and youth have no such high-level representation in the federal government.

Recommendations of the Task Force

The recommendations of the Task Force on Health and Security for the American people,* if carried out, would have the following effects on the Children's Bureau:

- It would be elevated from its present location within the Social Security Administration to the Secretary's office.

- It would, however, become a "staff agency," stripped of all research and grant-in-aid functions. It would be "concerned with all the problems of child life and the promotion of new programs to meet them rather than with program operation."

- Research functions in the child welfare field would be vested in an "Institute of Family and Child Welfare Research" associated with the Social Security Administration.

*Report to President-elect John F. Kennedy, January 10, 1961.

- Basic research in the physical, intellectual, and emotional growth of the child would be vested in a National Institute of Child Health within the National Institutes of Health under the Public Health Service. Curiously enough, in view of the recommended splintering of the functions of the Children's Bureau, the report states that "such a research program will have a profound impact on the medical care and practice in this nation by emphasizing the care of the whole individual rather than the fragmentation of the patient into particular diseases." No provision is made in the report for program-related research in the child health or maternal health fields.

- Administration of the maternal and child health and crippled children's grant programs would be transferred to the Public Health Service.

- Administration of the child welfare services grant program would be transferred to the Social Security Commission pending the development by the Secretary of Health, Education, and Welfare of a "Family and Child Welfare Services Plan" which would "bring together in one program the resources of federal aid to the states under the Social Security Act for assistance and social services to needy families and children and community social services in such areas as juvenile delinquency prevention, services to the aging, and other related programs designed to strengthen family and community life." Although this plan would bring together assistance and social services to needy families and children, it would separate assistance and services to the aging, since the Assistance Titles of the Social Security Act relating to the aging and the blind would not be affected.

The Task Force Report comments that the proposed plan would "combine the advantages of assuring spokesmen for the needs of children and older persons at the top level of policy decision . . . with those implicit in a comprehensive approach to research, health, and welfare services at the operational level." Under this

plan, the Children's Bureau, deprived of all power to conduct research or to aid in the development of programs and probably without field staff to keep in touch with people and services, would be a feeble spokesman indeed.

Conclusion

No one can deny the importance of transforming the program of aid to dependent children into a true program to conserve, strengthen, and rehabilitate family life so that children may have adequate care in their own homes. Development of family and child welfare services for families receiving public assistance are of vital importance. As originally presented to the Congress, aid to dependent children was a part of the broad programs for children to be authorized, and, as passed by the Senate, administration was placed in the Children's Bureau.

Development of the Children's Bureau, placed directly under the Secretary of Health, Education, and Welfare, into an Office responsible for **research and services for both family and child welfare**, as well as other aspects of child life, including maternal and child health and crippled children, and the problems of youth, would provide a means not only for

strengthening the work of the Children's Bureau but for developing family and child welfare services as an increasingly important part of public welfare programs, including public assistance.

Some would transfer entire responsibility for aid to dependent children to such an Office. On the other hand, ways could be developed by which family and child welfare services could be closely related to financial assistance even though it were the responsibility of a different unit within the Department of Health, Education, and Welfare.

Whatever arrangements are made, family and child welfare services must not be restricted to financially needy families, but must be made available to all children and families whose problems require them. Standards slowly and painfully built up in the children's programs must not be lost, but used to elevate standards for all public services. And the advantage of a comprehensive and effective approach to the child and young person in these coming years of stress **and strain, probably beyond any we have known**, must be maintained.

See also "The Children's Bureau and the Public Welfare Challenge," Public Affairs section of this issue.

PUBLIC AFFAIRS

The Children's Bureau and the Public Welfare Challenge

EDITORS' NOTE: This article should be read in conjunction with "The Children's Bureau—Pioneer in Social Welfare," by Miss Katharine F. Lenroot on page 7 of this issue. Both are based on the authors' presentations at the September 1961 meeting of the National Public Affairs Committee; each approached the function and place of The Children's Bureau from a different point of view. (See also "For the Welfare of Children," News and Views section, THE YWCA MAGAZINE, December 1961.)

Although no bills to alter the present status of the Bureau are expected to be introduced in this session of Congress, already two administrative changes within the Department of Health, Education, and Welfare have been made by Secretary Ribicoff which may be related to later reorganization in structure: As of January 1, 1962, the title of the Bureau of Public Assistance was changed to the Bureau of Family Services; the position of assistant Social Security Commissioner has been created to coordinate social service programs.

RECENTLY a number of proposals have been made affecting the location and functions of the Children's Bureau. These involve principally two questions: its present status within the Social Security Administration—some would like to see it given separate Bureau status with direct responsibility to the Secretary of Health, Education, and Welfare; and whether it should continue to administer operational programs within the fields of public health and public welfare—some have advocated that it concentrate its efforts on the promotion of the well-being of all children as it did under its original mandate of 1912.

Current questions regarding the most effective role for the Bureau are the result of the rapid social evolution of the past 50 years in which its own crusading efforts played a major role. The Children's Bureau was the original pioneering social welfare agency of the federal government.

In 1912, there was no Department of Health, Education, and Welfare, no social security program, no grants-in-aid for health and welfare to the states, and very little public welfare

at any level of government. In its first 20 years, its pioneering was instrumental in preparing the way for much that followed.

Some Historical Background

It was really the vast and unprecedented hardships of the depression years that forced a greater measure of welfare responsibility on government and especially on the hitherto-resistant federal government. One of the first actions of the Roosevelt administration in 1933 was the passage of the Federal Emergency Relief Act under which relief grants were made to the states. Some had urged the President to use the Children's Bureau as a base for this new welfare program, but he preferred to set up a separate Federal Emergency Relief Administration, perhaps feeling that a temporary agency would gain easier acceptance.

In 1935, the plans were ready for a more permanent social welfare program, and the Social Security Act was passed. Again the role of the Children's Bureau was an issue. An independent Social Security Board was to administer the bulk of the so-

cial insurance and public assistance programs, but there was a school of thought which held that the Bureau should administer the Aid to Dependent Children (ADC) program. Congress decided, however, that all assistance grants should be administered in the same agency, in the belief that their income maintenance features constituted the principal common denominator.

Under Title V of the Social Security Act, three programs were placed in the Children's Bureau: grants to states for child welfare services; maternal and child health services; and crippled children. In the beginning their limited scope and financing gave them a largely stimulative and demonstration character. As their resources and legislative base expanded, they have moved more clearly into the area of a continuing shared operational responsibility.

The passage of the Fair Labor Standards Act in 1938 gave the Children's Bureau, then located within the Labor Department, operational responsibilities with respect to its child labor provisions. Thus the character of the Bureau as an exclusively fact-finding and promotional agency was considerably changed.

In 1939, with the creation of the Federal Security Agency, the scattered health and welfare responsibilities of the federal government were brought together for the first time. And in 1946, the Children's Bureau, regarded as falling primarily within this grouping, was transferred to the new agency, and its child labor responsibilities were left behind.

At that time serious consideration was given to a functional regrouping within the new agency (later to become the Department of Health, Education, and Welfare) that would

contributing to infant mortality and maternal mortality, produced a body of facts on which social action could be taken. These studies produced facts that led directly to congressional action in 1921 aimed at improving maternal and child health.

"Pioneering" should be coupled with the word "action" to describe the Children's Bureau program, for many of its activities have been firsts. The Maternity and Infancy Act, familiarly known as the Sheppard-Towner Act, was an early example of action to improve the care of infants and mothers during childbearing. In 1917, Julia Lathrop, the Bureau's first chief, saw the possibilities of adapting Federal grants-in-aid to States, then used for public roads and agriculture, to meet the health needs of mothers and infants. After a long and arduous campaign, conducted chiefly by organized women, the Maternity and Infancy Act was passed late in 1921. The act strengthened State and local public health services for mothers and children and brought to mothers, especially in the smaller towns and cities, knowledge about good maternity care as well as infant and preschool child care. Though the Maternity and Infancy Act expired in June 1929, much was learned from it which proved of great value when the Congress in 1935 reestablished under the Social Security Act the program of aid to the States for maternal and child health.

A second pioneering program for which the Children's Bureau laid the groundwork in the twenties was the crippled children's services which were included in the Social Security Act of 1935. This program has many unique characteristics. It was the first Federal-State venture in medical care, and as such offered the Bureau an opportunity to develop with the States policies and procedures that had a far-reaching effect on many health programs. It provided for crippled children's comprehensive medical care. The act required States to include in their programs services for finding children who were crippled or suffering from diseases that might lead to crippling and to provide them with medical, surgical, and corrective services and care, and facilities for diagnosis, hospitalization, and aftercare. The act itself contains no definition of a crippled child and puts no limit on the types of crippling con-

ditions a State can include in its plan, leaving the way open for broad programs. The States can also use funds for ill children in danger of becoming crippled.

The administration of the crippled children's program has been guided by two principles: that a public medical care program can be and should be of high quality, and that the program should broaden its scope and coverage as research produces means for treatment of handicapping conditions and as highly qualified personnel become available. From an orthopedic program in the beginning, the crippled children's program has broadened to include a wide variety of handicapping conditions. Rheumatic fever was included as a handicapping condition in 1939 and today, as a result of medical advances and of services to make these advances available, rheumatic fever is on the decline as a public health problem of childhood. Epilepsy and congenital heart disease are other examples of handicapping conditions which the crippled children's programs have incorporated as soon as medical advances made their attack possible.

Still another pioneering activity for which the Children's Bureau was responsible was the emergency maternity and infant care program during World War II. Operating from 1943 to 1948, the EMIC program provided complete maternity care for the wives of servicemen in the four lowest pay grades without cost, as well as health supervision and medical care for their infants up to 1 year of age. Though this program was in existence for only a few years, it met a great emergency need and it provided a laboratory for developing administrative techniques which have proved useful in other medical care programs.

Inevitably, a pioneering agency will find some of its ideas ahead of the times, and thus impractical. Ideas once considered radical may appear, in another form and under other auspices at a later date, as acceptable programs. One example of such delayed action is child health research. Stimulated by the Children's Bureau following World War II, legislation was introduced into the Congress for a comprehensive program of grants for research in child-life, but no action was taken. Today, 13 years later, legislation for the same purpose, provid-

ing for an Institute of Child Health and Human Development at the National Institutes of Health is before the Congress. Similarly, with the development of the Salk vaccine and the success of the field trials an all-out campaign was advocated by the Children's Bureau to put this important discovery to work. Today the President proposes a mass immunization campaign against diphtheria, tetanus, whooping cough, and poliomyelitis. Had child health research been given adequate support a decade ago, could we have prevented the rise in infant mortality which occurred in 1957 and 1958? If the Salk vaccine had been provided for all children in 1955, could we have prevented the 23,801 cases of paralytic poliomyelitis occurring in the intervening years?

The contribution of the Children's Bureau to maternal and child health has been not only in new programs to meet emerging needs, but in the administrative and program policies which have shaped its programs and contributed to high quality of service in public programs. Profoundly affecting the progress and the quality of maternal and child health and crippled children's services was the early decision to "reserve" a portion of fund B (the half of the appropriation which the States do not have to match) in order to provide for special projects of regional and national significance. This Reserve Fund B has made possible pioneering by the States to try out new methods and develop new and exciting programs. Most of the new programs got started in this way. Rheumatic fever was the first, with special project grants made to a number of States beginning in 1939. Later these programs were absorbed by the States under their regular programs. Special project grants to five States provided regional centers for evaluation and treatment of congenital heart disease, when operative treatment for this condition became possible. Most States now have facilities in which children with operable heart conditions can be cared for through regular funds. The epilepsy program started with a special project grant in 1 State, and now 31 States have such service. In 1956, when virtually nothing was being done by State health departments for mentally retarded children, the Congress earmarked \$1 million for this purpose. Today 46 States have such programs in

operation. The kinds of special projects States have undertaken are many—speech and hearing, medical services for migrant children, medical care for unmarried mothers, and a host of others. The value of this method of program stimulation which the Children's Bureau developed is reflected in its subsequent incorporation in programs of other agencies.

An emphasis on training as a program policy has proved valuable over the years. The Children's Bureau was the first to use Federal funds for this purpose, beginning in 1922 when it provided training for nurses under the Sheppard-Towner Act. In 1947 the first training grant to a school of public health, a special project grant, was made by the Bureau for the teaching of maternal and child health. In its health programs the Bureau has always encouraged States to be liberal in policies on training and to encourage the maximum use of funds for training of health personnel in all fields, for both long-term and refresher courses.

An early decision by the Bureau to support the integration of maternal and child health services into basic public health services proved to be a sound one. Though retaining their identity, these services have taken their place in a total community plan. Their identity, effectiveness, and quality have been maintained through adequate maternal and child health supervision and consultation.

Basic to the concept of what constitutes a good maternal and child health or crippled children's service is the team approach which developed early in these programs. To make the team complete, the Children's Bureau encouraged the development of medical-social and nutrition consultation in State health and crippled children's agencies. Most crippled children's agencies and many State health departments now have consultants from these two disciplines, and, when needed, other special members of the team, such as physical therapists, speech and hearing specialists, and psychologists, are added.

In arriving at policy decisions the Children's Bureau has made good use of advisory groups, sometimes technical, sometimes lay and technical. The advice of these groups, especially at the beginning of a program, has been invaluable. These advisory groups have not only

helped develop policy and advance quality of services but they also have been a medium for interpreting policies to the professional groups and to the public.

Its decisions on forward-looking program policy have been possible for the Bureau because its legislative base is so broad. Both basic laws under which the Children's Bureau operates are couched in broad language which makes great flexibility possible. The Basic Act of 1912 is a one-page document which establishes the Bureau and directs it to investigate and report "upon all matters pertaining to the welfare of children and childlife" and follows this with certain examples, such as infant mortality, the birth rate, accidents, and diseases of children. Title V of the Social Security Act is also broad in stating its purpose to assist the States to extend and improve their health and welfare services for children. The absence of limiting language has been conducive to growth of program in content, in quality, and in scope.

Fund B, the unmatched portion of the appropriation which relates to the financial capacity of the State to carry out its plan, has made possible the allotment of funds in a fashion which tends to equalize the great disparity between the States.

The flexibility and variation possible in State programs is a great asset. These health programs for children are State programs, built on the principle of Federal assistance to help States develop their own programs. There is no overall Federal plan which States must meet. Each State assesses its own needs and meets them in its own way. Progress made by the States over the years is proof that this principle is sound.

The greatest asset of the health programs for children is their setting in an administrative structure which combines health and welfare and which takes into account the social and environmental influences on health. Child health is but one facet of childlife.

Though the idea of a Children's Bureau may seem to some people to be an administrative anomaly, it is a philosophical truth which 50 years of experience has proved to be of great value to the children the Bureau seeks to serve.

combine all grants to state health departments in the Public Health Service and all welfare grants in a single welfare bureau, thus restoring the Children's Bureau to its original promotional role. Because this proved controversial, a compromise decision placed it within the Social Security Administration, apparently with the intention of emphasizing its welfare role.

Two Schools of Thought.

Over the years various trends have made this compromise increasingly unsatisfactory. On the one hand, those groups whose primary interest lies in the crusading role of the Children's Bureau with respect to all aspects of child life have felt that this limited its effectiveness as a spokesman for children and placed it too far from the center of policy-making decision.

On the other hand, those concerned with the functional development of public health and public welfare services have felt that the divided responsibility at the federal operational level handicaps the achievement of coordinated policies and programs.

In the public welfare field this difficulty has been compounded by the tremendous growth in the social insurance program which increasingly serves those whose primary need is for simple cash income with subsequent change in the kind of problems coming to the public welfare agencies. Public welfare programs have become more concerned with families whose difficulties arise from social factors.

Thus, for example, the distinctions among programs for Aid to Dependent Children, Child Welfare Services and those relating to juvenile delinquency have become less clear cut. At the same time, there has been a definite movement toward approaching these problems on a family-centered basis rather than in terms of individual entitlements or services.

The current problem surrounding the Children's Bureau may thus be summarized in two ways:

The enormous growth in public programs affecting families and children has largely developed along functional lines. At the community and state level such services are not organized on an age-group basis but are administered by Departments of Education, Public Health, Public Welfare, Public Recreation, etc. In the federal government, however, these operational responsibilities are now divided between functional bureaus and the Children's Bureau.

It seems unlikely that this pattern will be reversed, and this leads to the conclusion that federal operational responsibilities (as represented by the grant-in-aid programs) would be clarified if they were combined within functional bureaus, including a federal public welfare unit comparable in scope to a state or local public welfare department.

This movement toward functional administration does, however, intensify the need for a coordinating and promotional agency to concern itself with the special needs of children *in their totality*. This would seem to justify the contention that the Children's Bureau cannot satisfactorily fulfill this role within one operational agency—the Social Security Administration. There is also a very real question whether an agency can successfully promote and stimulate other bureaus when it must at the same time concern itself with its own operational responsibilities.

Experience would seem to indicate that the two functions are better carried out separately in terms of the "staff and line" concept. Thus it seems quite logical that, if the Children's Bureau were relieved of operational responsibilities and made an independent Bureau in the Department, it might again regain the single-minded crusading spirit that characterized its earlier years.

ELIZABETH WICKENDEN
*Social Policy Consultant
National Board, YWCA,
National Social Welfare Assembly,
and other national agencies.*

WASHINGTON BULLETIN
March 1962

IN THE NEWS

The Fiftieth Anniversary of the Children's Bureau will be celebrated on April 9 in an all-day observance at the Statler-Hilton Hotel, Washington, D.C. The planning is in the hands of a Citizen's Committee of which First Lady Mrs. John F. Kennedy is the Honorary Chairman. The announcement from HEW Secretary Abraham Ribicoff states that the opening session will be entitled "2012—A look at the future of children for the next 50 years." "Children—Our Universal Concern" will be the subject of the luncheon session. The afternoon session is entitled "1912—A visual presentation of the Bureau's past." The dinner session will be called "1962—Today's Children."

* * * * *

A Half Century of Pioneering for Child Health

KATHERINE BAIN, M.D.

IN 1912 when the Children's Bureau was established by act of Congress the infant mortality rate, a sensitive thermometer of the health status of a people, was 100 deaths or more (under 1 year of age) per 1,000 live births. Fifty years later, in 1962, it probably will be 25 deaths per 1,000. If the rate of 1912 prevailed today, about 428,000 babies would die during the 50th anniversary year of the Children's Bureau. Instead, the loss will be about 107,000. Equally striking figures could be quoted for the drop in maternal mortality. Today few women die in childbirth, and the true orphan, deprived of parental care by death of parents, is rare indeed.

Many factors have contributed to this phenomenal change, and no one agency or program or discovery can take total credit. A higher standard of living, upgrading of medical education, clean milk and water, more effective control of the common housefly, more and better hospitals, rapid transportation, the growth of the mass media, and the citizen's increased knowledge of health are some of the many changes in American life in the last half cen-

ture that have produced this favorable response in maternal and child health.

But to the Children's Bureau should go some of the credit for many of these advances, since infant and maternal mortality studies represent the Bureau's longest continuous and consistent effort to investigate and report to the people and to the Congress upon a specific condition affecting children's well-being as well as the Bureau's earliest service program for mothers and children.

On the occasion of the 50th anniversary of the Children's Bureau it is appropriate to look in some detail, with the perspectives of 1960, at the unique role the Bureau has played in its efforts to improve the well-being of American children. Agencies, like people, have certain characteristics, derived from their purpose and molded by their leaders. From its beginning in 1912 the Children's Bureau has been an action agency. Established to investigate and report "upon all matters pertaining to the welfare of children and childlife among all classes of our people," the Bureau interpreted this mandate, as was clearly the intent of the Congress as revealed in the hearings for the basic act, to mean the establishment of facts for the purpose of stimulating action for children. Its first studies, on the social and environmental factors

Dr. Bain is deputy chief of the Children's Bureau, Social Security Administration, Department of Health, Education, and Welfare.

FOR THE VERY YOUNG WIFE BY HELEN VALENTINE

■ At a recent dinner party I met a man whose name had been familiar to me for many years and whose work is known and admired around the world.

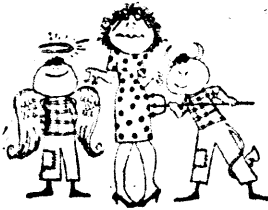
I reacted as many of you younger women probably would: I wondered what kind of person he would be. Would he be formal? Would he look and or act important? Would I find it hard to talk to him? Would he be dull, as some very dedicated people are? Would I *enjoy* being with him?

Well, there he was! Looking like the man you would most want to have around if you were in trouble, acting like a relaxed and charming anybody, serious about his work and willing to talk about it when prodded, never dull, never pompous, merely delightful.

So, I thought, this happily proves my theory (and yours, I'm sure) that important people never act that way. They prove their worth by what they do, so they needn't try to prove *anything* by the way they behave.

Lest you swamp me with letters to ask who this man was, I hasten to tell you here and now—he was Dr. William Menninger of the famous Menninger Foundation in Topeka, Kansas. If you want to

know about the work of this Foundation devoted to psychiatric treatment, education and research, drop me a note.



World's Naughtiest Boy

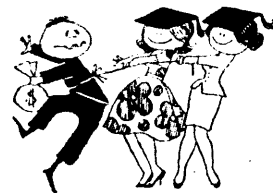
■ If your young son's kindergarten teacher sends for you to report your offspring's horrendous behavior, here's a little tale to remember.

When asked about a man who had been her pupil many years ago, a teacher said, "... the naughtiest boy in the class. I used to think of him as the naughtiest boy in the world."

What became of this boy? Did he follow along in his wicked way and grow up to be a criminal? Scarcely! He was none other than Sir Winston Churchill. The story of his boyhood is spiced with episodes of mischief and rebellion, but the saga of his manhood is one of power and magnificence.

My only point is that it is unwise to attach too much importance to acts of exuberance and independence. Only when they are malicious or harmful to others do they warrant serious concern.

How well I remember one of my son's kindergarten teachers saying, "I just don't see how a boy who looks like such an angel can be such a devil." He *was* a mischievous and high-spirited lad, but today he is a man of gentleness, integrity and strength, a happy family man doing a constructive job. No mother could ask for more.



Millionaires Wanted

■ In a speech at a recent luncheon, General Eisenhower said, "To make a distinction between men's and women's education is, to my mind, as silly as the value of equal education is obvious." This started me thinking about the existing need for greater support

of women's colleges. A little digging revealed the fact that although almost half of those who entered college in 1961 were women (41%, to be exact) 72 major corporations reported that only 1.3% of their gifts to higher education went to independent women's colleges.

It is estimated that by 1970 the number of women in our labor force will be 30 million—an increase of 25%. In the same time, the demand for women in the professions and in technical jobs will rise 40%. Where will we get these women if their colleges are insufficiently supported? Come on, get to work on all the millionaires you know—and be sure to earmark a slice of *your* first million for women's education!



OLIVIA H. N. COLE

Let's Agree to Disagree

■ The little item in my December column which quoted one woman's fear that working women were opening the door for communism seems to have started a tidal wave of mail. Two of the letters which arrived on the same day expressed such different views that it hardly seems possible that they were referring to the same thing. Each was many hundreds of words in length but I am quoting just a few short excerpts to show how one idea can create such poles-apart opinions. This, I suppose, is the essence of democracy.

Letter 1

"Hooray for Mrs. R.G.B.! I wish you had printed all of her letter. I think it would have made more interesting reading than your brilliant rebuttal. She's on our side and we'd always rather hear from our side. Nobody's arguing about all those fabulous women you named, but let's face it. Clara Bartons or potential Clara Bartons seldom read GOOD HOUSEKEEPING.

"On the other hand, I see your point. You must have spent many hours at a typewriter to get on the staff of GOOD HOUSEKEEPING. So obviously you think *that* more im-

continued on page 26

**FOR THE
VERY
YOUNG
WIFE**

continued from page 24

portant than being a good housekeeper or a mother. Therefore, how can you possibly help the girls who firmly believe that any country is a better place when the wives and mothers stay home and do the difficult and important job that God intended them to?"

Letter 2

"I am a working wife, but I hardly think the fact that I work has anything to do with being a communist. From my experience, women who stay home are not necessarily better housekeepers, cooks, mothers or wives. This depends on the individual.

"Why can't Mrs. R.G.B. live and let live? I'm glad she finds it possible to stay home—but if I don't want to or can't, that is my business. Do we all have to be cast in the same mold or be called communists? It seems to me that a truly free society, such as ours is striving to be, allows greater individual freedom."

Across My Desk

■ A monthly newsletter called *Voice of Women*. It comes from

Toronto, Canada, and is one of the most encouraging documents I've seen. It calls for the mobilization of all women for a "World Peace Year." Are you interested?

* * *

A note telling me that the Children's Bureau of the Department of Health, Education and Welfare will celebrate its 50th birthday on April 9th. Quite a baby! More about this interesting and important Bureau in my May column.

* * *



From the important to the small, but personal: A scale to please serious weight-watchers . . . it "remembers" your poundage by locking the dial in such a way that your former weight can be accurately measured against the current figure. ♦

Mrs. Stern's Parents' Magazine article on The Children's Bureau: A Half Century of Progress, leads me to offer you my own hearty congratulations on your fiftieth birthday. I am deeply grateful for all you have done to benefit all children, which includes my own. Your pamphlets on Pre-Natal Care and Infant Care were well read by me before and after the birth of each of my children. I have accepted them as the best source of information available, and would not have another child without carefully and thoughtfully rereading them. We mothers may forget some parts of child care as we go along, but thank heavens, the Children's Bureau never forgets.

Alice M. Benson
Alma, Michigan

Our Board of Directors unanimously asked me to communicate the following resolution to you:

"WHEREAS April 9, 1962 will commemorate the Fiftieth Anniversary of the establishment of the United States Children's Bureau, and

WHEREAS during this half century the Children's Bureau has provided notable leadership in serving the health and welfare of the children of this country, and

WHEREAS the strengthening of its program is a vital necessity to the welfare of the entire country, therefore,

BE IT RESOLVED that the Council of Jewish Federations and Welfare Funds congratulates the Children's Bureau on its achievements and looks to the further advancement of its services in the interests of America's Children and American's future."

Irving Kane
President
Council of Jewish Federations
and Welfare Funds, Inc.

I hope that the very significant contribution of the Children's Bureau to the well-being of children and youth in America can continue for many years to come.

John McDowell
Dean
School of Social Work
Boston University

If all who rejoice in the existence of the Bureau could attend, Washington boundaries would have to be stretched beyond recognition. Affectionate good wishes!

Sidney Hollander
Jewish Family and Children's Bureau
Baltimore, Maryland

I am terribly disappointed that I will be unable to attend your birthday party. I shall, however, be thinking of you and all the participants and will be looking forward to a report of its grand success.

Donald E. Long
Circuit Judge
Portland, Oregon

The history of the Bureau is and great accomplishment. It is really celebrating the progress of welfare services throughout the world at large. Words, speak the real imprint which the Bureau has left on children and youth. One need not look far in our society--family, church, clinics, laboratories, legislation, the tremendous impact which the Bureau has had on the lives of people. The Bureau's research, consultation, standardization, training of personnel, demonstrates a part of a persistent and deep concern for children "visible" and to ensure their health and useful life. To those who were unable to attend the Celebration on April 9th, and cannot attend, this occasion offers an opportunity of gratitude they feel toward those who have made the Children's Bureau what it is today.

Fred D.
Dean
New York
Columbia

The past fifty years of your progress in the field of child labor, the advancement of child health, services to crippled children, and the many other things you have established you as a leader in the most important undertakings on your concern with the health and welfare of children and look forward to a continued and fruitful effort in insuring the health and welfare of our citizens of our nation.

James E. Perk
Managing Director
National Tuberculosis

Since 1936, when I first entered the Children's Bureau has been a source of inspiration and stimulation. The four years of my professional life. I want to tell you how much great affection I feel for the Bureau and the wonderful things it has done for the children of the country.

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The history of the Bureau is one of pioneering, courage
and great accomplishment. Celebrating this Anniversary
is really celebrating the programs of child care and child
welfare services throughout the United States and the
world at large. Words, speeches, pictures, cannot convey
the real imprint which the Bureau has made in behalf of
children and youth. One need only name certain elements
in our society--family, church, schools, courts, hospitals,
clinics, laboratories, legislators, Congress--to realize
the tremendous impact which the Children's Bureau has made
on the lives of people. The reporting, fact-finding,
research, consultation, standard setting, new discoveries,
training of personnel, demonstration of programs--are all
a part of a persistent and determined effort to make
children "visible" and to enable them to live a healthy
and useful life. To those who will be attending the
Celebration on April 9th, and to the millions of others who
cannot attend, this occasion will represent the deep sense
of gratitude they feel toward the chiefs and the employees
who have made the Children's Bureau achieve greatness.

Fred DelliQuadri
Dean
New York School of Social Work
Columbia University

The past fifty years of your pioneering in the prevention
of child labor, the advancement of maternal and child
health, services to crippled children and public welfare
have established you as a leader in one of our country's
most important undertakings on behalf of mankind. We share
your concern with the health and welfare of our nation's
children and look forward to another fifty years of coopera-
tive fruitful effort in insuring better health for the young
citizens of our nation.

James E. Perkins, M.D.
Managing Director
National Tuberculosis Association

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sional life. I want to tell you on this occasion of the
great affection I feel for the Bureau and appreciation for
the wonderful things it has done over the years for the
children of the country.

Jessie M. Bierman, M.D.
Professor
Maternal & Child Health
School of Public Health
University of California

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I am terribly disappointed that I will be unable to attend your birthday party. I shall, however, be thinking of you and all the participants and will be looking forward to a report of its grand success.

Donald E. Long
Circuit Judge
Portland, Oregon

On behalf of the City of Cincinnati, I wish to extend to the Children's Bureau congratulations and felicitations on the occasion of their 50th Anniversary celebration. The professional leadership and service provided by the staff of the Bureau, over the last half century, has resulted in a national effort which contributed significantly to this country's programs for children and youth.

Cincinnati has been fortunate to have received cooperation, in particular from the Division of Juvenile Delinquency Service and its Community Services Branch of the Children's Bureau. We are indeed grateful for the consultive relationships established by this Division with the Cincinnati Police Department and the Citizens' Committee on Youth. Also the publications prepared by the Bureau have been very helpful and informative in assisting local public and private social agencies in developing more effective and successful approaches to youth welfare problems.

It is our wish that the Bureau's contribution over the past fifty years be recognized. Therefore, I am preparing a proclamation designating the week of April 8, 1962, as "Children's Bureau Week" in Cincinnati.

Walton H. Bachrach
Mayor
City of Cincinnati

The past fifty years of your pi of child labor, the advancement health, services to crippled ch have established you as a leade most important undertakings on your concern with the health ar children and look forward to ar tive fruitful effort in insurir citizens of our nation.

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James E. Perkins, M.D.
Managing Director
National Tuberculosis Association

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Those of us in the field of child development and child psychology are aware of the tremendous contribution the Children's Bureau has made, and is making, in the area of child welfare. Not only does the Children's Bureau deserve Happy Birthday Greetings, but also congratulations on a job well done and best wishes for continued success!

Irving Sigel, Ph.D.
Chairman of Research
Merrill-Palmer Institute of Human
Development and Family Life

Children are one of the chief products of my district, so therefore I have a great interest in them and their activities.

Victor Wickersham
Member of Congress from Oklahoma

For a number of years I have been tremendously interested in the Children's Bureau, and I am exceedingly sorry that I can not attend what I know will be an exciting and informative meeting. My sincere hope is that the Bureau will continue and that the next 50 years will be even more meaningful.

Chloe Gifford
Former President
General Federation of Women's Clubs

I have a sentimental regard for the Children's Bureau because I worked there, just out of college, in 1920. We made studies of children in industry--in the costume jewelry home industry in Providence, R. I., breaker boys in the coal mines of Pennsylvania and in crab and oyster shucking in Biloxi, Miss., before the passage of the National Child Labor Act. Julia Lathrop was Bureau Chief and I had no idea, then, that the Bureau was only eight years old. My interest in children has never waned. I am President of a private agency conducting a settlement, summer camp and hospital for emotionally disturbed children.

Dorothy C. Callahan
President
Christ Child Society, Inc.
of Washington, D. C.

There is no question in our minds about the great contribution which the Bureau has made toward achieving a high level of understanding of the need and desirability of international work on behalf of children. The fact that the United Nations International Children Fund is the best known and one of the most respected organs of the United Nations is the finest tribute to the U. S. Children's Bureau which has given it life and constant support.

Julia Henderson
Director
Bureau of Social Affairs
United Nations

Great achievements in child health and welfare during the first 50 years will be surpassed by the next half century of cooperative efforts under Children's Bureau leadership to promote health, to strengthen family life, and to create equal opportunities for all children.

Charles A. Janeway, M.D.
Children's Medical Center
Boston, Massachusetts

Best wishes from the staff of the Office of Education to the Children's Bureau on this special occasion. I look forward to a further strengthening of the cooperative relations between the Office of Education and the Children's Bureau to the end that the welfare and education of our Nation's youth may move to ever higher plateaus.

Sterling M. McMurrin
U. S. Commissioner of Education

My husband and I send our heartiest congratulations to you and to your colleagues in the Bureau. We also want to congratulate the former Chiefs of the Children's Bureau, most of whom are with you on this occasion.

We have watched the growth of the Bureau with the greatest admiration for its pioneering spirit and for its service to humanitarian needs. Its success is due in large measure to the devoted leadership given by you and the former Chiefs, as well as by the many dedicated individuals who have served on the Bureau staff over the last fifty years. I would like especially to mention my good friend Mary Taylor who served so selflessly and with such distinction until her death in 1957.

The Fiftieth Anniversary celebration reminds me nostalgically that my own first job in social work was with an organization financed by a grant from the Children's

The Children's Bureau has with singular distinction, by calling public attention to the needs of children, influencing legislation and development of health services to be counted by listing the national social and health programs that are truly for children of this generation.

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The Children's Bureau has accomplished in an area of country despite great adversity. Recent investigations of retardation have convinced us that the application of preventive measures through the prevention of such conditions such as

Over the years the Children's Bureau has been the only major governmental agency of the delivery of services which can significantly improve conditions in our future. In medical research, the programs in maternal and child preventive nature, are re of the Children's Bureau for the application of the crippling conditions that emotionally to this count

Robert E.
Professor
Johns Hopk

The Children's Bureau is the years since its creation and I am confident of great value in the future Committee.

This note can hardly express with you and my many colleagues at least, convey some part of that great company of years have represented so our own and other countries.

The Children's Bureau is a department of Government, people both in and out of the world believe that basic changes are needed to serve the needs of mother and child in families and communities. The high points of achievement of what agency or movement has made contributions and, indeed, the world as an expression of that has had an influence and a

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Faculty and Staff
School of Social Welfare
University of California at Berkeley

The Children's Bureau has compiled a remarkable record of accomplishment in an area which has been neglected in this country despite great advances in medical and social re- search. Recent investigations into the problem of mental retardation have convinced me that our most serious defi- ciencies are in the application of available knowledge through the prevention or amelioration of chronic handi- capping conditions such as mental retardation.

Over the years the Children's Bureau has stood out as the only major governmental activity working on the improvement of the delivery of services to the people of this country which can significantly reduce the numbers of crippling conditions in our future citizens. With further progress in medical research, the need for markedly increased pro- grams in maternal and child health, particularly of a preventive nature, are required and the expanded activities of the Children's Bureau will be required as the major focus for the application of these advances to prevention of crippling conditions that are a major burden financially and emotionally to this country.

Robert E. Cooke, M.D.
Professor of Pediatrics
Johns Hopkins University School of Medicine

The Children's Bureau is rendering and has rendered through the years since its creation valuable services in the public interest and I am confident will continue to perform services of great value in the future. Best wishes on behalf of the Committee.

Wilbur D. Mills, Chairman
Committee on Ways and Means
U. S. House of Representatives

This note can hardly express my disappointment at not being with you and my many colleagues on April 9, but it can, in part at least, convey something of my affection and respect for that great company of people who during the last 50 years have represented so ably the convictions and hopes of our own and other countries in behalf of children and youth.

The Children's Bureau is not and never has been merely a department of Government, but rather a group of devoted people both in and out of Government who have dared to be- lieve that basic changes could be made within a democracy to serve the needs of mothers and children and of entire families and communities. As such, the Bureau has had its high points of achievement and its discouraging days--and what agency or movement has not. But over the years its contributions and, indeed, its very presence in a troubled world as an expression of our country's concern for children has had an influence and an impact both at

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Julia Henderson
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Sterling M. McMurrin
U. S. Commissioner of Education

My husband and I send our heartiest congratulations to you and to your colleagues in the Bureau. We also want to congratulate the former Chiefs of the Children's Bureau, most of whom are with you on this occasion.

We have watched the growth of the Bureau with the greatest admiration for its pioneering spirit and for its service to humanitarian needs. Its success is due in large measure to the devoted leadership given by you and the former Chiefs, as well as by the many dedicated individuals who have served on the Bureau staff over the last fifty years. I would like especially to mention my good friend Mary Taylor who served so selflessly and with such distinction until her death in 1957.

The Fiftieth Anniversary celebration reminds me nostalgically that my own first job in social work was with an organization financed by a grant from the Children's Bureau, then under the direction of Grace Abbott. In 1924 I volunteered as an aid to the social workers in the Habit Clinic of Boston. This clinic, established as a demonstration project, pointed the way for the development of many similar mental hygiene programs for children all over the country.

We congratulate the Bureau on its past fifty years of service and send warm wishes for its ever-increasing success.

Mrs. Chester Bowles
Washington, D. C.

The Children's Bureau is, I think, my favorite agency in D.C. and for so many reasons I should have loved to be there to add my silent congratulations for all the devotion and splendid work they have done and are still doing. Alas, I cannot get down to Washington, but I shall be thinking of you and my professional links with the Bureau and sending every possible good wish for the next decade and the next half-century.

John R. Rees
Medical Director
World Federation of Mental Health

... capping conditions such as

Over the years the Children's Bureau has been the only major governmental agency concerned with the delivery of services which can significantly reduce the most serious conditions in our future. Programs in medical research, the programs in maternal and child health, and programs of preventive nature, are recognized as the Children's Bureau's major contribution for the application of the most modern scientific knowledge to the crippling conditions that have been so emotionally to this country.

Robert E. ...
Professor of ...
Johns Hopkins

The Children's Bureau is proud of the years since its creation and the interest and confidence of the public of great value in the future of our Nation's youth. I am confident that the Children's Bureau Committee.

This note can hardly express the appreciation with you and my many colleagues. It is a part at least, convey some of the appreciation for that great company of people who over the years have represented so well the interests of our own and other countries.

The Children's Bureau is no ordinary department of Government, but a department of people both in and out of Government. I believe that basic changes can be made to serve the needs of mother and child, families and communities. The Children's Bureau is a high point of achievement in what agency or movement has made the greatest contributions and, indeed, the greatest contribution to the world as an expression of our common humanity. It has had an influence and an impact that could hardly be overestimated.

An anniversary is a time for looking back and celebrating the past. It is a time to realize that it lies clearly within our grasp to lead the way in developing a new era of human values. I hope for so much as a measure for those programs that have been carried on private and public auspices that will bring distinction to the world, and insure the best qualities of heart and mind to a free society. My warmest wishes are privileged to take part in that count.

Leonard M. ...
Chairman ...
President

and constant support.

Henderson
Director
Bureau of Social Affairs
United Nations

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Charles A. Janeway, M.D.
Children's Medical Center
Boston, Massachusetts

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Commissioner of Education

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against the prevention or amelioration of chronic handi-
capping conditions such as mental retardation.

Over the years the Children's Bureau has stood out as the
only major governmental activity working on the improvement
of the delivery of services to the people of this country
which can significantly reduce the numbers of crippling
conditions in our future citizens. With further progress
in medical research, the need for markedly increased pro-
grams in maternal and child health, particularly of a
preventive nature, are required and the expanded activities
of the Children's Bureau will be required as the major focus
for the application of these advances to prevention of
crippling conditions that are a major burden financially and
emotionally to this country.

Robert E. Cooke, M.D.
Professor of Pediatrics
Johns Hopkins University School of Medicine

The Children's Bureau is rendering and has rendered through
the years since its creation valuable services in the public
interest and I am confident will continue to perform services
of great value in the future. Best wishes on behalf of the
Committee.

Wilbur D. Mills, Chairman
Committee on Ways and Means
U. S. House of Representatives

This note can hardly express my disappointment at not being
with you and my many colleagues on April 9, but it can, in
part at least, convey something of my affection and respect
for that great company of people who during the last 50
years have represented so ably the convictions and hopes of
our own and other countries in behalf of children and youth.

The Children's Bureau is not and never has been merely a
department of Government, but rather a group of devoted
people both in and out of Government who have dared to be-
lieve that basic changes could be made within a democracy
to serve the needs of mothers and children and of entire
families and communities. As such, the Bureau has had its
high points of achievement and its discouraging days--and
what agency or movement has not. But over the years its
contributions and, indeed, its very presence in a troubled
world as an expression of our country's concern for children
has had an influence and an impact both at home and abroad
that could hardly be overestimated.

An anniversary is a time for looking ahead even more than
for celebrating the past. In that spirit, we must appreci-
ate that it lies clearly with our country and our people to
lead the way in developing a keener and deeper awareness of
human values. I hope for strength and support in increasing
measure for those programs and developments under both
private and public auspices in child care and family welfare
that will bring distinction to our nation, set an example
for the world, and insure for the new generation those
qualities of heart and mind so essential to the maintenance
of a free society. My warm best wishes to all who are
privileged to take part in this rededication to the things
that count.

Leonard Mayo
Chairman
President's Panel on Mental Retardation

Children's Bureau to Observe Half-Century of Service

By BETTY MILES
Star Staff Writer

The Children's Bureau, a durable dream come true, will celebrate its 50th anniversary on April 9 with day-long ceremonies at the Statler-Hilton Hotel.

Julia Lathrop, first Children's Bureau chief, once summed up the bureau's purpose this way, in a letter to a little girl who wanted Uncle Sam to send her a baby brother "whenever you have any in."

Wrote Miss Lathrop " . . . Uncle Sam does not trust us with real babies, but only tells us to try to learn all the ways to keep babies and their older brothers and sisters well and good and happy. This is hard, slow work, and sometimes I feel a little discouraged because it is so slow. Your letter cheers me up and I am glad you wrote, although I am obliged to send this disappointing answer."

Battle Was Hard

Hard and slow work, too, was the nine-year citizens' battle for the bureau that ended in victory April 9, 1912, when President Taft signed the bill that brought it into being. On hand for the signing were some of the men and women who had fought for this weapon against abuses of their own time, and for a better life for children to come.

Among them were Lillian Wald, a nurse and founder of the Henry Street Settlement in New York, who first suggested a Federal Children's Bureau similar to the one that actually was created, and her friend, Mrs. Florence Kelley, secretary of the National Consumers' League. Both were longtime crusaders against ignorance and injustice. Along with another pioneer, the famed Jane Addams of Hull House in Chicago, they helped set up the National Child Labor Committee in 1903.

In those days, youngsters toiled in mines, cotton mills and glass works, under conditions no man would tolerate today. In 1910, for example,



President Taft signs the bill creating the Children's Bureau on April 9, 1912. Among the witnesses are Mrs. Florence Kelley and Miss Lillian Wald (far right) who launched the drive

for the bureau, and Dr. A. J. McKelway (from left) a National Child Labor official who led the fight which led of the bill by Congress.

one out of every seven children from 10 to 15 years was working, with virtually no controls to assure health or safety.

Won Support

An important step toward realization of the bureau was taken when Mrs. Kelley enlisted the aid of Dr. Edward T. Devine of Columbia University, a fellow trustee of the National Child Labor Committee. Dr. Devine arranged a trip to Washington for Miss Wald that won President Theodore Roosevelt's support.

But the major burden of the long campaign was carried by the National Child Labor Committee itself, Miss Dorothy E. Bradbury, Children's Bureau historian, reports. Bringing the committee into the struggle in 1905 was a "stroke of genius"

on the part of Miss Wald and Mrs. Kelley, she believes.

The committee worked for seven years to convince Congress of the need for a Children's Bureau. It maintained an office in Washington that was the springboard for legislative and educational efforts in the bureau's behalf. It helped build up public demand for a bureau, had a bill drafted, and arranged to have it introduced again and again in Congress.

Nobody Knew

Dr. A. J. McKelway, the committee's secretary for the Southern States who was in charge of the office here, once reminded a Congressional committee that the Federal government was spending sizable sums to help citizens care for their forests, cultivate their soil, pro-

tect their fruit trees and cotton plants, and cure their animals.

Yet nobody in America knew how many children under one year old died.

Estimates, based on data from an imperfect registration system, placed the deaths at 300,000 to 400,000 a year.

"Does it not make some difference whether it is 300,000 or 400,000 babies that die annually before they are a year old?" Dr. McKelway asked. "Are 100,000 babies a negligible quantity? And is it not time that this great Nation of ours was finding out not only how many die but why they die?"

At last, in 1912, with Senator Borah of Idaho as the bureau's champion during six days of debate, the Senate passed the bill. House passage followed.

Objections to the bureau were

imaginary, Senator Borah told his colleagues—among them the fear that States' rights would be infringed, or that parents' control of their children would be curtailed.

Deaths Studied

The first thing the new bureau did was study why babies died, and then conduct a campaign to save them. The study showed that most infant deaths resulted from factors existing before birth, that could be remedied, including sanitary conditions and poverty. One of the bureau's earliest efforts was a crusade for uniform birth registration.

Another important early project was a study of mothers' deaths in childbirth, a critical problem of the time.

The bureau pioneered in giving parents information about health needs of their children.

Infant Care is the all-time Government best seller, and four other Children's Bureau publications rank among the first six.

From 1921 to 1929 the bureau administered the Maternity and Infancy Act—also called the Sheppard-Towner Act—a forerunner of social security legislation, that helped State and local health agencies offer the best possible preventive programs to keep mothers and children well.

With the passage of the Social Security Act in 1935, the bureau was given responsibility for administering three important grants-in-aid programs to the States—services for maternal and child health, for crippled children, and for child welfare protection for neglected youngsters and those on the brink of delinquency.

Much has been done, but problems remain, even some of the basic ones that stimulated the bureau's creation, Mrs. Katherine B. Oettinger, bureau chief today, points out.

In spite of great success in reducing infant mortality, the record could be better, she notes.

New times also bring new problems.

"All its life, the Children's Bureau has had this mission—to spot fires here and there in the country, and try and get at the national problem they reflect," Mrs. Oettinger said.

The veteran "firewatchers" have their eyes these days on flareups of abuse of children by their own parents. The bureau already has called doctors, social workers, judges and others together for one conference on the subject, and will hold another next month.

As it has for half a century, in meeting this problem, the Children's Bureau hopes once again to alert the public to a danger to the young, then help to stamp it out.

JFK Will Open Celebration

PRESIDENT John F. Kennedy will make the opening address at the 50th anniversary celebration of the Children's Bureau at 10 a. m. Monday in the Statler-Hilton Hotel.

Former chiefs of the bureau and the present chief will be honored at an 8 p. m. reception Sunday in the Statler-Hilton. The women are Katharine F. Lenroot (1935-1951), Dr. Martha M. Eliot (1951-1957) and Katherine B. Oettinger, present chief.

This Federal bureau was promoted by President The-

odore Roosevelt and founded under President Taft's administration.

After President Kennedy's address, the Monday morning session will include speeches by Dr. Brock Chisholm, former director general of the World Health Organization, and Dr. Jerome B. Wiesner, Special Assistant to the President. They will forecast what life will be like for U. S. children 50 years from now.

TOPIC OF the 1 p. m. luncheon session will be "Needs of Children Around

the World." D. Q. R. Mulock Houwer, Secretary General of the International Union for Child Welfare, will speak.

The afternoon session, beginning at 3 p. m., will be a salute to the past, with a slide documentary of Children's Bureau history.

Secretary of Health, Education and Welfare Abraham Ribicoff and Dr. Buell Gallagher, president of City College, New York, will discuss today's challenge in the care of U. S. children following the 7:30 p. m. dinner.

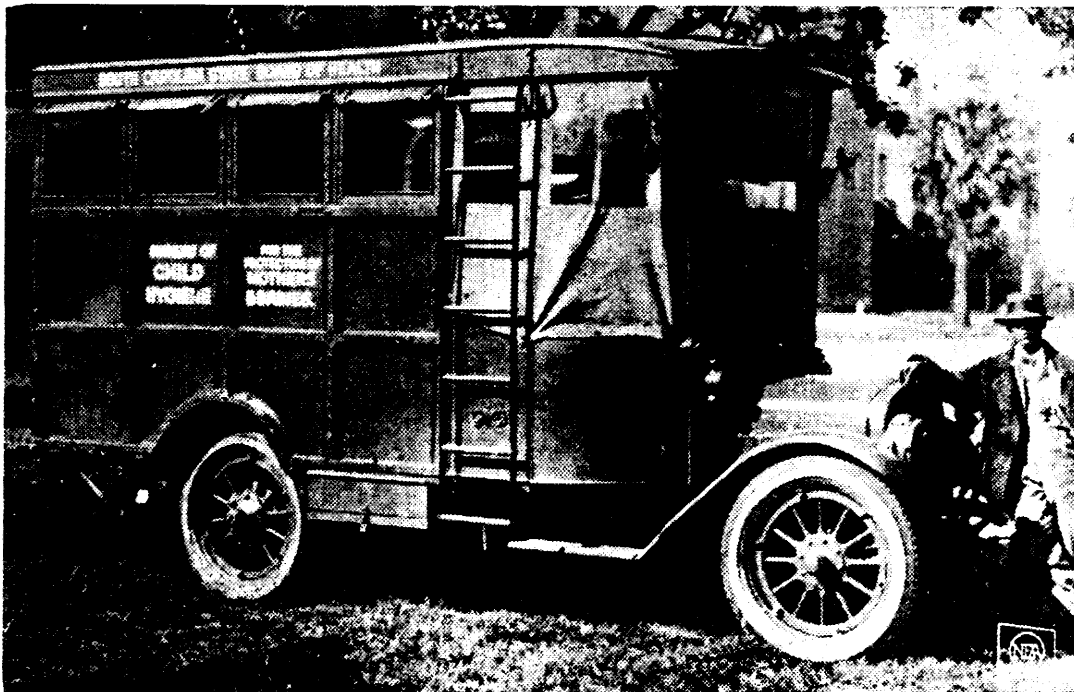
Fifty Years of Service---



President William Howard Taft is shown here signing the act which created the Children's Bureau in April of 1912.



Chief of U.S. Children's Bureau, Mrs. Katherine B. Oettinger is, in effect, foster mother to 67 million U.S. children.



Through the years, the Children's Bureau has been the champion of better health services for boys and girls. Early result was this traveling clinic in South Carolina in 1926.



Child shrimp worker was common sight before passage of Child Labor Law in 1924. Bureau groundwork helped.

In 1912, President Taft signed an act which created the U.S. Children's Bureau. For the first time in history, a nation had established a bureau specifically concerned with protecting the interests of children. Today, more than fifty years later, the bureau is expanding into new areas. Most of this expansion is due to findings which result from bureau studies. For example, in 1958, a survey revealed that 400,000 children under 12 years of age were caring for themselves while their mothers worked

full time. The study resulted in legislation which provides state aid to those children. "The most important goal for the bureau's next 50 years," says Mrs. Katherine B. Oettinger, chief of the Children's Bureau, "is to bring complete child welfare to every corner of the country where help is needed. Society moves forward in terms of what its care, hopes and aspirations are for its children." It is now working to set up a unit, encouraging opportunities for youth to serve community and country.

You and the members of the Bureau staff are consistently working to better the lives of the American children. I extend my best wishes for continued successful and beneficial work.

J. W. Fulbright
United States Senate

My admiration for past performance and for future accomplishment.

While I cannot be there in person, I do wish to express my appreciation of the 50 years of distinguished service during which the Children's Bureau has promoted the well being of the children of this country. Out of this history of 50 years of service I am hopeful that the Bureau will take fresh courage and inspiration for the continuing task of creating the opportunities in which the children of this nation will find their fulfillment.

Robert H. MacRae
Associate Executive Director
The Chicago Community Trust

Because of my long and close and because of my personal influence it has been for me to mothers and children in pointed not to be on hand to wish the Bureau the same with touch which have been its history. Many more happy and progressive with the nation's most

Edward
Deputy
Maryland

All of us who are interested in the welfare field know of the outstanding leadership the CB has given.

Mrs. Walter N. Rothschild
President
Maternity Center Association

This school has for many years working relations with the CB that this will be true in future

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Just a word to let you know how unhappy I am that I cannot be present on April 9 to help celebrate the Fiftieth Anniversary of the Children's Bureau. This truly will be a great occasion. The Bureau has played an increasingly vital role in the lives of our children and has attained new heights.

Robert C. Taber
Director
Division of Pupil Personnel and Counseling
School District of Philadelphia

This is indeed a momentous occasion to know that the attention of the fine work of this bureau appropriate ceremonies marking

Helen
Dean
College
Iowa St

It will not be possible for me to attend the celebration. Nevertheless we will try to organize activities in Puerto Rico to bring to focus the contribution of the Children's Bureau to the development of appropriate programs to meet children's needs throughout the nation and to arouse public consciousness of the many problems and forces that affect our children's lives.

Aida G. Pagan
Director
Department of Health
Commonwealth of Puerto Rico

The citizens of Alaska, who have been rewarded by the past of Bureau services.

I do want to extend my congratulations and at the same time thank you for the attention I have always experienced

Hern
Membr

I do wish to extend my congratulations to the Bureau for its fifty years of service to the nation. The Bureau has done an outstanding and vital job for America's children, and on its birthday I wish it many happy returns.

Henry S. Reuss

It seems like old times connected with the Children's Bureau

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my happy returns.

Ray S. Reuss

My admiration for past performance and my earnest hopes
for future accomplishment.

Edward B. Shaw, M.D.
Professor and Chairman
Department of Pediatrics
School of Medicine
University of California

Because of my long and close association with the Bureau
and because of my personal knowledge of what a powerful
influence it has been for improved services of many types
to mothers and children in Maryland, I am very disap-
pointed not to be on hand to help celebrate. I want to
wish the Bureau the same vitality, imagination, and human
touch which have been its hallmark since the beginning.
Many more happy and progressive birthdays. You are deal-
ing with the nation's most valuable resource.

Edward Davens, M.D.
Deputy Commissioner
Maryland State Department of Health

This school has for many decades had close and gratifying
working relations with the Children's Bureau, and we trust
that this will be true in future decades.

W. L. Kindelsperger
Dean
School of Social Work
Tulane University

This is indeed a momentous occasion. It is heartening to
know that the attention of the public will be called to
the fine work of this bureau of the government through
appropriate ceremonies marking its fiftieth year.

Helen R. LeBaron
Dean
College of Home Economics
Iowa State University

The citizens of Alaska, as well as other states, have
been rewarded by the past fifty years of Children's
Bureau services.

Paul L. Winsor
Commissioner
Department of Health and Welfare
State of Alaska

I do want to extend my congratulations and good wishes,
and at the same time thank you for the very fine coopera-
tion I have always experienced from your Bureau.

Herman T. Schneebeli
Member of Congress

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This is indeed a momentous occasion. I know that the attention of the public to the fine work of this bureau will be the result of appropriate ceremonies marking

Robert C. Taber
Director
Division of Pupil Personnel and Counseling
School District of Philadelphia

Helen R.
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Iowa State

It will not be possible for me to attend the celebration. Nevertheless we will try to organize activities in Puerto Rico to bring to focus the contribution of the Children's Bureau to the development of appropriate programs to meet children's needs throughout the nation and to arouse public consciousness of the many problems and forces that affect our children's lives.

The citizens of Alaska, as well as those of other states, have been rewarded by the past fifty years of Bureau services.

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Member

I do wish to extend my congratulations to the Bureau for its fifty years of service to the nation. The Bureau has done an outstanding and vital job for America's children, and on its birthday I wish it many happy returns.

Henry S. Reuss
Member of Congress

It seems like old times commencing a connection with the Children's Bureau. I have had past associations with the Children's Bureau in one way or another during the past fifty years. I have enjoyed being on hand to help in any way more particularly to extend the work of this important Federal agency.

Miriam R.
National

The Children's Bureau has been of prime interest to me for a long time, and it is with deep regret that I must decline your kind invitation. I must attend a meeting in London, England, at that time. I would much prefer to be with you in Washington, but there is nothing I can do about it since the situation is beyond my control. I know that your Fiftieth Birthday celebration will be an outstanding occasion and I send you my best wishes for continued success.

Tribute and honor to 50 years of the most important business...

Marjorie M. Culmer
President
Girl Scouts of the United States
of America

John W. Banning
Assistant Director
4-H Club and YMW
United States Dept

We are cognizant of the contributions which the Children's Bureau has made to the health and welfare of children all over the world and hope its next fifty years of life will be as productive and fruitful as its first fifty years.

Abraham Horwitz
Director
Pan American Health Organization

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Herman T. Schneebeli
Member of Congress

It seems like old times communicating with you in
connection with the Children's Bureau. Because of my
past associations with the Children's Bureau in one
way or another during the past few decades, I would
have enjoyed being on hand to meet old friends, and
more particularly to extend good wishes for the future
of this important Federal agency.

Miriam R. Ephraim
National Jewish Welfare Board

Tribute and honor to 50 years of work on the Nation's
most important business. . .

John W. Banning
Assistant Director
4-H Club and YMW Programs
United States Department of Agriculture

THE MISSION OF THE U. S. CHILDREN'S BUREAU

Since the turn of the century, protection and welfare of mothers and children has been a major concern and activity of the General Federation. In 1912, the alarming increase of maternal and infant mortality spurred the General Federation to concerted action that finally resulted in legislation which provided funds for the creation of state child hygiene and child welfare divisions.

At this same time, the vigorous campaigning of the GFWC was largely responsible for the establishment of the Children's Bureau and the Women's Industry Service, now known as the U. S. Women's Bureau of the Department of Labor.

Miss Grace Abbott, Chief of the Women's Bureau in 1922, summed up the GFWC's contributions for the increased welfare of mothers and children as follows: "The General Federation of Women's Clubs is responsible in large measure not only for the creation of the Children's Bureau, but by its cooperation in one piece of work after another that the Bureau has undertaken, it has made possible many of its subsequent achievements."

AS THE CHILDREN'S Bureau celebrates its 50th birthday, its mission remains unchanged, but the ways of fulfilling that mission have undergone massive change.

Then, as now, the Bureau was concerned about the problem of infant mortality. But then, one of the first steps in a campaign of baby-saving was to find out why babies died: One out of every ten babies died within the first months of life in 1915. Now, with infant death rates generally reduced by 75 percent, and with much more medical knowledge available to save the lives of infants, the Bureau is concerned about the fact that death rates among non-white infants are lagging ten years behind those of white, reflecting economic stress of parents, higher unemployment rates, and less knowledge of health care.

Reducing today's infant mortality rate in the United States, therefore, is an increasingly complex problem and, as in other programs of the Bureau, closely interwoven into the cultural, economic and social fabric of our national life.

In the early days of the Bureau's history, because of economic condi-

tions in our society, children were being flagrantly abused in what amounted almost to slave labor by industrialists who employed them in sweatshops, beet fields and coal mines. The Bureau campaigned actively to end such abuse. Today, the Bureau is finding an alarming increase in the number of children who are being physically abused by their parents—children still in such early stages of babyhood that they cannot talk—much less run—to protect themselves.

The problem is infinitely complex because it involves not only the doctors, who discover cases of physical abuse in children admitted to hospitals for these reasons, but also the law and the social agencies which must be involved if the children are to be safeguarded against injury and, in many cases, death, from such causes.

The Children's Bureau recently held a conference attended by pediatricians, judges, lawyers, psychiatrists, social workers, and other experts on child care who have first hand knowledge of cases of physical abuses of children. It is planning to work with all of the concerned agencies in exploring the best way to tackle this pressing problem. One of the implications of the situation certainly is that the parents of these children are simply unable to cope with their own tensions, or are so seriously disturbed, emotionally, that even a great deal of assistance in working out their problems in a constructive way may not help these helpless children.

In the early days of the Bureau's history, it was concerned at the high mortality rate of children born out of wedlock, and at the large numbers of such children who grew up in institutions. Its early emphasis was on creating the legal protections through the States which would give these children a reasonable chance in life.

Today, we know that one out of every 20 babies born in the United States is born out of wedlock. Some of these children still grow up in institutions, but many more of them are adopted now than 50 years ago, and others find their "reasonable chance" in life as they grow up in foster care. The vast network of social agencies, both public and voluntary, which has evolved in the past 5 years, is vitally concerned with giving these children the protection they need. But here

again there are new trends. For the first time in 35 years, there seems to be a decline in the demand, by foster parents, to adopt children born out of wedlock—even the traditionally sought after curly-haired white infant. The problems of securing homes for children of minority groups also continues, although several recruitment projects have been developed.

A major reason for the decline in adoptions may be the numerous articles in newspapers and national magazines emphasizing long waiting lists and the widely held idea that there are ten applicants for every available baby. There is reason to doubt that this proportion was ever accurate and it is obviously far from the truth today.

The Children's Bureau currently is consulting with adoption agencies looking toward a re-examination and new interpretation of policies which we hope will encourage qualified foster parents to seek children for adoption.

Another trend, and a most encouraging one, is the effort to develop, on a community basis, those services which the unmarried mother needs so that she not only will not repeat her mistake, but will be able to take her place in society, and adequately plan for her baby.

The Children's Bureau and the Bureau of Public Assistance have recently published a booklet, "Unmarried Parents", which offers advice to public welfare agencies on how to develop services to unmarried parents and their children that should help counteract the conditions that lead to illegitimacy.

The Bureau, following the recommendation of a standing committee, has activated a review and analysis of what is currently known about the illegitimacy problem; the improvement and encouragement of services, programs, research and demonstration; and publication of findings which can be useful to the helping professions which deal with this problem.

The passage of the Social Security Act, in 1935, has given the Bureau a job closely related to, but vastly expanding, its original mandate to investigate and report on all matters affecting children and child life among all classes of our people.

The program of grants-in-aid to the States in the fields of maternal and

child health, crippled children's services and child welfare services has shown steady growth over the years, and has meant better services to more mothers and their children.

But here again there are contrasts: When the crippled children's program got underway, the first push was to treat children who were obviously crippled; those with orthopedic defects. Today, with the advantage of vast *forward strides* in medical knowledge, it is possible to help children with many congenital defects which once were untreatable.

One of the most dramatic of these forward strides has been the treatment of children with congenital heart defects. Before the development of surgical techniques in the late 40's, these children were literally doomed to an early death. Through a cooperative program between the States and the Children's Bureau, however, thousands of these children now get the help they need each year. The growth of the program can best be shown by 2,000 cases accepted under the crippled children's program in 1952, as compared with some 14,000 in 1960.

When the Children's Bureau came into being, parents sometimes hid their "mental defectives" in attics; some even kept them chained, because of their own personal guilt feelings that they had borne such a child.

Today, mental retardation not only is a topic openly discussed, but one about which progress is being made. Due, to a large extent, to the impetus of grant-in-aid funds administered by the Children's Bureau, every state health department but one now has some form of training or treatment program for children who are mentally retarded, aimed at helping them adjust to their condition in the environment of their home. Prior to 1951, no State health department had such a program.

This treatment phase has been joined by a relatively new preventive phase as causes of mental retardation have been identified. We now know, for example, that phenylketonuria, an inborn error of metabolism, can lead to such severe retardation that a child who has this condition undetected will spend most of his life in an institution. If it is detected early enough for treatment, however, he can be given a special diet which prevents the development of retardation. The Chil-

dren's Bureau is cooperating in setting up a testing system, on a national basis, which will establish the presence of phenylketonuria in a newborn infant, even before he leaves the hospital. It is hoped that within the next year, some 400,000 infants will get the new screening test as a prelude to putting it into general national use.

Some of the problems with which the Bureau today is coping did not exist in 1912. These are problems presented by our increasing urbanization; the fact that family units no longer include a constellation of cousins and aunts, plus a grandmother closeby, to step into the home in times of illness, or to watch a young child if the mother has to work.

The Children's Bureau is, of course, vitally concerned with the extension of those services which will help out in such situations.

Homemaker service, of comparatively recent development, can be used to help a family stay together when the mother is ill and must be hospitalized. Day care centers, operating under approved and licensed procedures, can help to meet the needs of the ever-growing numbers of mothers who each year enter the labor force.

One of the problems which concern our nation's children is as old today as it was back in the times of the Egyptians when, according to an ancient inscription, the young people had lost respect for their elders, were disciplinary problems, and could never be expected to function as producing members of society.

No one could produce a composite definition of juvenile delinquency today. It is a problem far too complex to permit of either a simple or a single solution. What the Children's Bureau is trying to do now is to meet the problem head-on in two ways: By seeking ways to prevent it, through such methods as a new Youth Development Unit which will concentrate on the positive aspects of the healthy development of youth; and by seeking ways to control it, through consultation with the State public and voluntary agencies who now are dealing with it, in setting up good standards of care, in training those varied professional workers who deal with it, and in encouraging communities to

(please turn to page 25)

(continued from page 19)

take positive action on their own behalf in helping reduce delinquency.

The Children's Bureau's 50th Birthday will be an auspicious occasion not because the Children's Bureau thinks that it is responsible for all the progress in programs for children during the last 50 years, but rather because the Bureau's basic philosophy is that children are everybody's business. The General Federation of Women's Clubs is in the forefront of organizations which, from the earliest days have helped give life and meaning to this concept, through its cooperative efforts in support of goals for children. The Bureau has in the past and will continue in the future to work with every interested organization, public or voluntary, in the joint efforts which will always be needed to be sure that each succeeding generation has the best possible chance for a good start in life.

By Donald A. Harrington, Ph.D., *Consultant,
Speech and Hearing, Division of Health Services, Children's Bureau*

THE celebration of the Children's Bureau's 50th Anniversary on April 9, 1962, is a fitting occasion to review its past, to look at its present programs, and to express goals for the future.

The foundation for today's Federal-State programs for handicapped children was laid in the Social Security Act of 1935, title V, parts 1 and 2. The first grants-in-aid for maternal and child health services and for crippled children's services were small, but as the Federal grants increased, the states' appropriations increased at an equal or faster rate. The present Federal appropriations of \$25 million for maternal and child health services, and \$25 million for crippled children's services reflect the nation's increasing concern for the health and welfare of its children. Even these amounts will need re-valuation in terms of the rising child population, the increasing costs of services, and the special problems resulting from urbanization of the once rural population.

Purpose of the maternal and child health section of the Act is to extend and improve health services for mothers and children. Martha Eliot, M.D., chief of the Children's Bureau from 1951 to 1956, writing of the origins and development of health services (*Children*, July-August, 1960), points out "... (States) ... could use their grants to learn new methods of prevention, treatment, or program operation; to intensify services for groups of children or mothers with special needs, to apply new knowledge through the organization of special demonstration projects. They could develop a wide variety of training opportunities for personnel. They were not required to apply an economic means test to persons served."

The purpose of the crippled children services section of the Act is to find children with crippling conditions and to provide them with medical, surgical and corrective services. No definition of "crippled" was included. The states could use funds to study methods of prevention and treatment.

In her article in *Children*, Dr. Eliot continued, "In carrying out its administrative functions the Children's Bureau has directed its attention toward stimulating improvement in the quality of care, experimentation by the States in new programs and methods, and increased use of multidiscipline groups of professional personnel; and toward focusing the State's attention on the child as a person rather than only the part of him affected by illness or impairment, or on procedure for procedure's sake. This emphasis on quality has been the controlling force within the Bureau. . . ."

Impact of the maternal and child health and crippled children's programs on the field of hearing conservation was not immediate. At first, only slightly more than two out of 1,000 children received services for crippling conditions. Services were mostly for orthopedic conditions, but by 1958 almost half of the conditions reported were other than orthopedic. By 1960, five out of 1,000 children received services for handicapping conditions.

Indicative of the growth of the program for the conservation of hearing is the fact that in the past decade, the number of children with hearing impairment receiving medical services through crippled children services increased from 12,509 in 1950 to 22,974 in 1960. (Similarly, children with cleft palate and cleft lip who received medical services under the program increased from 7,873 to 17,231 in the same period.)

In 1960, 46 state health departments or crippled children's agencies reported testing the hearing of 4,443,000 children, and referred for further evaluation and treatment 106,868 who appeared to have medically significant losses. At least 40 state health departments and crippled children's agencies provided medical and audiological services.

At present, in 32 states the maternal and child health division of the health department or the crippled children's agencies has personnel specifically assigned to conduct a speech and hearing program. During 1961, six ma-

ternal and child health and crippled children services programs made plans to add additional staff in speech and hearing. With Children's Bureau support, two states produced films on early discovery of hearing impairment and the development of hearing conservation programs. One state, in cooperation with the Children's Bureau, completed a technical monograph on identification audiometry.

The Children's Bureau also supports special demonstration projects in hearing conservation, and training programs in audiology and speech pathology. Four universities currently receive training grants in audiology.

Such specifics about activities of the Children's Bureau in the field of communicative disorders should not obscure the broad interests of the Bureau in the child with other handicapping conditions. The future developments for children with hearing impairments undoubtedly will parallel the developments for all other handicapping conditions.

Dr. Arthur J. Lesser, director, Division of Health Services, has summarized some of these developments from a broad viewpoint. They

are applicable to the field of hearing and speech:

1. Further broadening of the definition of "crippling"
2. Closer ties with maternity care services to increase the effectiveness of early casefinding
3. The removal of unreasonable barriers to eligibility for services, such as state requirements for court commitment, residence status, and means tests which do not reflect the great variations in the cost of care
4. Extension of the programs to urban areas
5. The development of new standards for care
6. The development of centers which are organized and staffed to provide the comprehensive services needed
7. The development of home care programs
8. The increased use of psychiatric services and greater attention to the social and emotional aspects of handicapping and long-term illness
9. The coordination with teaching and research centers of multidisciplinary services for children with multiple handicaps.

It's Your Children's Bureau

For 50 years, the mothers and children of America have had a special friend in the government—the Children's Bureau. The Bureau is unique among government agencies, for it operates as a catalyst, not an authority; as a partner of its advisory committees of experts, not merely as a dispenser of government grants. It is the national guardian of the health and well-being of children and mothers and their families. It is the standard-bearer, the pioneer and the motivator of research. It stimulates public discussions of the social, emotional and physical health problems which beset children; informs the people and the Congress as to how these ills may be corrected.

In the government booklet *It's Your Children's Bureau*, published to commemorate the 50th birthday of the Bureau, we read, "It was citizen concern that demanded a Federal Children's Bureau in 1912 and it is citizen concern that has been the keynote to the advances the Bureau has been able to make for children. . . . You must keep your Children's Bureau alert and sensitive to the circumstances surrounding boys and girls in your community and state. Only if you demonstrate your concern and support in this way can the Bureau continue to fulfill its historic mission as spokesman for children and to carry its responsibilities to this Nation's children and their parents."

As Julia Lathrop, the first Chief of the Bureau, said in 1912, "This Bureau is an expression of the Nation's sense of justice;" and her successor, Grace Abbott, added, "Justice for all children is the high ideal in a democracy."

This ability to create a friendly, human relationship between an impersonal Federal government and the citizen is what this editor considers the highest function of democratic government.

Our best wishes to the Children's Bureau for continued successful effort in the uphill struggle for justice for all children in a world where justice has become the watchword.

H. H. H.



Follow up Reporter

Associations Building, 1145 19th St. N. W. • Volume 2 Number 2 April 1962

CHILDREN'S BUREAU IS 50 YEARS OLD

Some 1,000 persons were expected to be on hand for the celebration of the 50th birthday of the Children's Bureau on April 9, 1962. A Citizen's Committee chaired by Melvin A. Glasser, Dean of University Resources, Brandeis University, planned the all day program culminating in a dinner session that was addressed by the Honorable Abraham A. Ribicoff, Secretary of Health, Education and Welfare and Dr. Buel Gallagher, President of City College, New York.

President John F. Kennedy addressed the Assembly Monday morning at the opening session.

Following the President's address, Dr. Brock Chisholm, former Director General, World Health Organization and Dr. Jerome B. Wiesner, Special Assistant to the President, spoke.

The luncheon speaker was Mr. D. Q. R. Mulock Hower, Secretary General, International Union for Child Welfare who spoke on the subject of "A Look at the Needs of Children Around the World".

A documentary of the Children's Bureau history was narrated for the afternoon session by Mr. Ben Grauer. Miss Frances Perkins, Dr. Martha Eliot, Miss Katharine F. Lenroot and Mrs. Katharine B. Oettinger took part in the presentation.

A reception Sunday evening, April 8th, honored the present and past chiefs of the Children's Bureau.

Bureau's Birthday, Golden Opportunity

WASHINGTON (AP) — President Kennedy said Monday the golden anniversary of the U.S. Children's Bureau is a golden opportunity to rededicate ourselves to the improved welfare of all children.

Kennedy spoke to perhaps a thousand people gathered in a hotel ballroom to observe the 50th anniversary of the establishment of the Children's Bureau.

He recited the steady growth since then in accomplishments on behalf of children but he added:

"We've still got a good deal to do and I think the purpose of any anniversary, any birthday is to recommit ourselves to what we have to do."

Kennedy congratulated the staff of the Children's Bureau and those interested in its work and said that thanks to their efforts they were making "this country a happy nursery, a happy place for children to grow up."

And he said he hopes that what is suggested today as dar-

ing and new will be regarded as normal 50 years from now in the life of the people.

He mentioned efforts now under way in various fields, including improved physical fitness.

"There is nothing more unfortunate," Kennedy said, "than having short, fat stubby children who go to the gymnasium to watch others play basketball."

He spoke also of the formation of a commission on mental retardation of children and his hopes for taking this ailment "from out of the shadow of the clouds, out of the darkened corners of the room."

There still are too many children dropping out of school, Kennedy said, and there is a sharp drop in the need for unskilled labor which is "going to be a great challenge to all of us."

"There is no sense," Kennedy said, "in wasting our most valuable resource, which is a talented, capable young man or woman."

Journal of American Osteopathic Assn
June, 1962

The Children's Bureau of the U.S. Department of Health, Education, and Welfare recently had a birthday. On April 9, at the Statler-Hilton Hotel, Washington, D.C., President Kennedy congratulated the Bureau on its long and useful service to this country.

This federal bureau, promoted by President Theodore Roosevelt, was founded during the administration of President Taft. Bureau chiefs, both past and present, were honored at a reception the Sunday prior to the opening of the fiftieth anniversary celebration. They are: Miss Katharine F. Lenroot (1935-1951), Dr. Martha M. Eliot (1951-1957), and Mrs. Katherine B. Oettinger, the present chief.

President Charles Naylor of the American Osteopathic Association represented this profession as it joined countless others in their congratulations to this outstanding service bureau of the U.S. Government.



Los Angeles Times

Battered child: No 'accident'

'When They're Angry ...'

"She burned her legs on a hot-water faucet," the parents explained when they brought their 8-month-old daughter to Children's Hospital in Los Angeles. Doctors found second-degree burns on the infant's left foot and entire lower right leg—but X rays also showed a fracture of the left leg. Questioned, the father said he sometimes tossed the baby around in play.

Five months later, the mother brought the infant in again. This time, the child had a fractured right elbow, skull, and left leg, and a seared back. This, the Los Angeles doctors decided, was another case of "The Battered Child Syndrome." They notified the authorities.

"Since 1959, we've been receiving an increasing number of reports from pediatricians and hospitals about physical abuse of children by their parents," says Katherine Oettinger, chief of the U.S. Children's Bureau, which celebrates its 50th anniversary this week. "We're now giving the problem of the battered child top priority," Mrs. Oettinger said. "Among the things we want to know: How big is the problem on a national scale? How can we get doctors to recognize and report cases of child abuse?"

Hospital Survey: So far, the most significant statistics on battered children are those gathered by Dr. Henry C. Kempe, a pediatrician at the University of Colorado School of Medicine. He wrote to 71 large hospitals around the nation and received reports of 302 maltreatment admissions during a year. Of these, 33 died and 85 suffered permanent brain damage.

Most commonly, Dr. Kempe said, the infants suffer fractures of the arms and legs, but much more serious injuries are not infrequent. "One day last November, we had four battered children in our pediatrics ward," Dr. Kempe remarked. "Two died in the hospital and one died at home four weeks later. For every child who enters the hospital this badly beaten, there must be hundreds treated by unsuspecting doctors. The battered child syndrome isn't a reportable disease, but it damn well ought to be."

Profile: Dr. Kempe and other observers believe that returning the battered child to his parents is dangerous; in fact, there's a 50 per cent chance he'll be beaten again. The definitive psychiatric profile of these abusive parents has yet to be drawn (University of Colorado psychiatrists are now working on this), but one Los Angeles social worker suggested that "when they're angry, they act like children who break their dolls."

Yet without tangible evidence that a child was deliberately hurt by his parents, no doctor, obviously, cares to become involved in a court action. That's why pediatricians and the Children's Bureau are hopefully watching the reaction of California judges to some X rays recently developed by Dr. John L. Gwinn, a radiologist at Los Angeles Children's Hospital. Using the X rays of known battered children, Dr. Gwinn has developed an index which lets him identify how—and even when—a young child's bones were fractured.

The children, Dr. Gwinn explained, are usually infants too young to climb trees or ride bicycles. They are also too young to talk—and, of course, the parents are usually the only witnesses, Dr. Gwinn pointed out. "But if the X rays show a history of repeated injuries to the child, we can be pretty sure that the most recent damage was no 'accident.'"

CELEBRATING A HALF CENTURY OF SERVICE TO CHILDREN

On April 9th, 1962, a Citizens Committee headed by Mrs. John F. Kennedy as Honorary Chairman and Melvin A. Glasser as Chairman, helped Children's Bureau observe its 50th Anniversary with a celebration held at the Statler Hilton Hotel, Washington, D.C., and attended by some 1000 persons.

In pre-celebration news releases, Abraham A. Ribicoff, Secretary of U.S. Department of Health, Education and Welfare, pointed out that the United States was the first nation in the world to establish a bureau specifically concerned with protecting the interests of children.

He further pointed out that 'during all its lifetime the Children's Bureau has had a distinguished record of accomplishments in reducing infant and childhood mortality, in preventive health, and in helping dependent, neglected and delinquent children'.

The program at the Hotel consisted of four sessions:

1. A look backward over the past 50 years.
2. An analysis of the present.
3. A prospectus of the future as it may exist in 2012 - only 50 years from now.
4. A report on conditions affecting children around the world.

Regarding the program, Mr. Ribicoff said:

"This look backward at accomplishments, forward to new challenges, should give us all new insights into ways in which we can best serve children, whether as members of public and voluntary organizations, or, most importantly, as parents".

LADIES' HOME JOURNAL

April 1962

**A
LITTLE CHILD
SHALL
LEAD THEM**

By MARGARET HICKEY

PUBLIC AFFAIRS DEPARTMENT

Often we smile at anecdotes about the brief rebellion of the child who runs away from home. No one seeing Stephen Bowen's wild flight, the desperation in his brown eyes, the tenseness of his small body could have been amused. Plainly, here was a child in trouble. Stevie ran a long way, not knowing where, not caring, just away from the neglect of a disturbed mother, the brutality of a drunken father. Although he did not know it, this lonely, frightened little boy had taken the right direction. It led him to the first real security of his young life and, eventually, to a foster home and an uncrippled childhood.

Not all stories of deprived children have such happy endings. That so many have is due in large part to a little-known Washington bureau and to its small staff, who work quietly and unstintingly to help others meet the physical and emotional needs of children.

Since 1912, when it was established by Congress, the Children's Bureau, beginning with its drive to reduce shockingly high infant and maternal death rates, has pioneered in the field of child welfare. It has pushed for governmental and voluntary co-operation in campaigns for better adoption practices, juvenile courts and birth registration. It has cheered on the fight for child-labor laws, for care and assistance for the unmarried mother, for protection of the migrant child, for understanding of the fine line between neglect and delinquency.

As the Children's Bureau celebrates its fiftieth anniversary, *Journal* editors express their appreciation for its fact finding and sound research, so often quoted in our own editorial championship of children's health and well-being. But little time should be wasted in backward glances. The prevention of damaged lives will not wait. Our primary goal, of course, must be security for the child in his own home, with parents themselves giving love and security. Homemaker services should be provided during illness or incapacity of the mother; day care and health services to protect the child when his family cannot care for him. The homeless or abandoned child needs temporary care until permanent placement can be made; the physically and mentally disturbed child must be rehabilitated.

Establishment of the Children's Bureau made the United States the first nation to create a governmental agency devoted solely to its children. The Children's Bureau has become their lobby, small and modestly budgeted, but with goals so great and vital they have become a powerful expression of our belief that its children are a nation's most important resource.

END

Children's Bureau Activities Marked On Golden Anniversary

Thousands of children in Iowa are healthier, happier and better cared for today because of a partnership between national and state governments which has developed over the past 50 years. From the federal government's first direct legislative action to protect the health and welfare of the nation's children, in 1912, has grown a pattern of federal-state cooperation which benefits all children, but particularly assists those who are physically handicapped, mentally retarded, emotionally disturbed, neglected, abused, or for various reasons left without their parents.

Noting that this year will mark the Golden Anniversary of the Children's Bureau, Department of Health, Education and Welfare in Washington, Mrs. L. J. O'Brien, Ft. Dodge, Chairman of IWA's Child Care Division, recently emphasized the great progress on behalf of children since its establishment by Congress gave the health and welfare of children a national priority.

"When Congress took the first nation-wide step to promote child health and welfare, it was moved to act by grim facts," Mrs. O'Brien said. "At that time, in 1912, tens of thousands of babies would not live through their first summer," she declared. "Many mothers did not survive childbirth. Parents often died young, leaving children to grow up in orphan asylums. Families hid defective children in attics. Crippled children were doomed to half-lives without the opportunity to use their capabilities. Children worked in sweatshops, mines and fields for a pittance a day."

Today, this picture has largely changed, because of legislative safeguards and development of services to children at all levels of government. Child health and welfare is vastly improved because of greatly increased knowledge of medicine and the development of skills by doctors, social workers, nurses, psychologists, and other professions working together. In the background has been the gradually expanded programs of the Children's Bureau, which has grown from a staff of 15 in Washington, D. C. to some 270 today. Actually these figures tell only a little, for through the three great programs to the states administered by the Children's Bureau, and set up under the Social Security Act in 1935, thousands of health and welfare workers man services for children, with federal funds matching and backing up those provided by the states. In our own state, many are employed in the maternal and child health, child welfare and crippled children's programs in which Children's Bureau grants play an important part.

Working in partnership with state and local governments, the Bureau has done much in the past 50 years to collect and disseminate information about child life and the conditions of children and to stimulate the forma-

tion of services which helped to bring about:

- 1) a 74 per cent reduction of the infant mortality rate, from 99.9 per 1,000 live births in 1915 to 26.4 in 1959.
- 2) a 94 per cent reduction of maternal deaths associated with childbirth, from 60.8 per 10,000 births in 1915 to 3.7 by 1959.
- 3) the substitution of foster family care for institutional care of neglected and dependent children. As late as 1935 there were nearly 150,000 children in institutions, with about 100,000 in foster homes. In 1960, this number had dropped to approximately 80,000 in institutions, with over 200,000 in foster homes.

- 4) greatly increased help for crippled and handicapped children. In 1937, when the federal-state programs of service to crippled children were just getting under way, slightly more than two children of every 1,000 under 21 were being helped with crippling conditions, mostly orthopedic. By 1960, nearly 5 children of every 1,000 were receiving these services. And with today's greater medical knowledge, help is being given for such conditions as congenital heart disease, epilepsy, rheumatic fever, and hearing impairments, once considered incurable.
- 5) programs for mentally retarded children. As late as 1954, no state health department had a program for mentally handicapped children. By 1960, all but one state had such a program.

In its effort to serve all children, the Bureau has cooperated with a variety of agencies, public and private, to help bring about better care for premature babies, increased numbers of prenatal clinics, better adoption procedures, better standards of living for children in families receiving public assistance, reform of child labor laws, day-care programs for children of working or sick mothers, protection of the rights of illegitimate children, standards for juvenile courts, and protection of children against labor in mines, sweatshops and fields. It is impossible to estimate the millions of children and their families who have benefitted, directly or indirectly, from the Bureau's services.

Programs, standards, and recommendations of the Bureau, often considered revolutionary when first put into operation, have been accomplished through research and special studies, through the distribution of pamphlets on child care and other subjects to millions of parents, and through special conferences and institutes on subjects such as delinquency and child labor, including the famous White House Conferences on Children and Youth to assess the needs of children. In addition, the Bureau has sought constantly to broaden the legislative basis for health, welfare and protective services to children, including provisions for direct services to children with special needs such as crippled children.

The National Association of Social Workers, The Iowa Wel-

fare Association and other professional and citizens' organizations are joining to call attention to results of such federal-state cooperation during the past 50 years, and to look ahead to problems still facing the country in meeting the needs of its children in the complex years ahead. These include: increasing numbers of teen-age marriages, high juvenile delinquency and illegitimacy rates, school drop-outs, youth employment problems, day-care for children of growing numbers of working mothers, and children in migrant agricultural families.

Just the sheer weight of numbers will require increasing services to increasing numbers of children. In 1960, there were over 71 million children in the United States. By 1970, this is expected to jump to 90 million, or 40 per cent of our population.

STATE OF LOUISIANA
EXECUTIVE DEPARTMENT
BATON ROUGE

PROCLAMATION

WHEREAS, the U. S. Children's Bureau of the Department of Health, Education and Welfare was established 50 years ago, as a result of a Congressional Act of April 9, 1912; and

WHEREAS, the U. S. Children's Bureau has worked closely with the State of Louisiana throughout the years to bring about happier and healthier life for our children; and

WHEREAS, Louisiana's children have benefited directly in many ways through the various joint programs of the U. S. Children's Bureau and the State, especially child welfare services, crippled children's services and maternal and child health services; and

WHEREAS, the services of the U. S. Children's Bureau through its studies and publications on child care have reached in some way into every family home and have been of help to many families and children not receiving direct services;

NOW, THEREFORE, I, JIMMIE H. DAVIS, Governor of the State of Louisiana, do hereby proclaim May, 1962, as

CHILD HEALTH AND WELFARE MONTH

in Louisiana, and urge the citizens of Louisiana to join with the Louisiana Chapters of the National Association of Social Workers in commemorating this Golden Anniversary which marks 50 years of service in behalf of our children.



IN WITNESS WHEREOF I have hereunto set my hand and caused the Great Seal of the State of Louisiana to be affixed. Done at the Capitol in the City of Baton Rouge on this the 4th day of May, A. D., 1962.

Jimmie H. Davis
GOVERNOR OF LOUISIANA

ATTEST
BY THE GOVERNOR

Maude O. Martin, Jr.
SECRETARY OF STATE

PROCLAMATION

WHEREAS, the U. S. Children's Bureau of the Department of Health, Education and Welfare was established 50 years ago, as a result of a Congressional Act of April 9, 1912; and

WHEREAS, the U. S. Children's Bureau has worked closely with the State of Louisiana throughout the years to bring about happier and healthier life for our children; and

children, and

WHEREAS, children have benefited directly in many ways through the various joint programs of the U. S. Children's Bureau and the State, especially child welfare services, crippled children's services and maternal and child health services; and

WHEREAS, the services of the U. S. Children's Bureau through its studies and publications on child care have reached in some way into every family home and have been of help to many families and children not receiving direct services:

NOW, THEREFORE, I, John Christian, Mayor-President of the City of Baton Rouge and the Parish of East Baton Rouge, Louisiana, do hereby proclaim May, 1962, as

CHILD HEALTH AND WELFARE MONTH

in the City and Parish and urge the citizens to join with the Louisiana Chapters of the National Association of Social Workers in commemorating this Golden Anniversary which marks 50 years of service in behalf of our children.

IN WITNESS WHEREOF, I have hereunto signed my name and caused to be affixed the Seal of the City of Baton Rouge, this 8th day of May, 1962.



John Christian
John Christian
Mayor-President
City of Baton Rouge
Parish of East Baton Rouge,
State of Louisiana

1,000 To Attend 50th Anniversary, Founding Of Children's Bureau

Some 1,000 persons are expected to be on hand for the celebration of the 50th anniversary of the Children's Bureau on April 9, Secretary Abraham A. Ribicoff said today.

Ribicoff pointed out that the United States was the first nation in the world to establish a bureau specifically concerned with protecting the interests of children. "During all its lifetime, the Children's Bureau has had a distinguished record of accomplishments in reducing infant and childhood mortality, in preventive health, and in helping dependent, neglected and delinquent children," he said.

"We are very glad to have a group of distinguished leaders in the medical, social, and religious fields join us in planning the Bureau's birthday party," the secretary said.

Citizens' Committee has been formed for the celebration, headed by Melvin A. Glasser, dean of University Resources, Brandeis University, as chairman.

"April 1903 will represent a landmark in national progress for improved child care in this country," said Dean Glasser. "In its unique fashion, the Bureau has been a pioneer in initiating and strengthening research and services for children.

"It has established principle and has shown the way for Federal responsibility and leadership in the prevention of child labor and in programs of health and welfare which subsequently were reflected in activities far beyond the children's field itself."

Dean Glasser sees the anniversary event as "a rare occasion to dramatize to the nation our concern for children and young people."

The commemoration will be designed to review the past 50 years of programs advancing the well-being of children and youth to determine goals for the next half century of these services, he explained.

Mrs. Randolph Guggenheimer, president of the National Committee for the Day Care of Children Inc., and a vice chairman of the Citizens' Committee, is chairman of the program committee for the celebration, which will take place at the Statler-Hilton Hotel, Washington.

Bertram Beck, associate executive secretary of the National Association of Social Workers, said that his organization is enlisting its chapters throughout the nation in helping with arrangements for the celebration.

Two former chiefs of the Children's Bureau are working on the Citizens' Committee: Miss Katherine F. Lenroot, who served from 1934 through 1951, and Dr. Martha M. Eliot, from 1951 through 1956.

Mrs. Katherine B. Oettinger, present Chief of the Children's Bureau, is serving as HEW liaison to the Citizens' Committee. Said Mrs. Oettinger:

"This will be an opportunity to bring together the best minds of the country to see what goals for children and youth should be. Certainly they should reflect our joint concerns to promote the total well-being of children."

In addition to Dean Glasser and Mrs. Guggenheimer, officers of the Committee include Dr. Robert A. Cooke, Johns Hopkins University; Judge Donald E. Long, Circuit Court, Fourth Judicial District, Portland, Ore.; Miss Ruth Freeman, Johns Hopkins University, and Mrs. E. Lee Ozburn, General Federation of Women's Clubs.

Dr. Leona Baumgartner, New York City Department of Health; Mrs. Richard J. Bernhard, Child Welfare League of America Inc.; Robert E. Bondy, National Social Welfare Assembly Inc.; Eli E. Cohen, National Committee on Employment of Youth; Miss Loula Dunn, American Public Welfare Assn.; Gunnar Dybwad, National Association for Retarded Children Inc.; Dean Fedele F. Fauri, University of Michigan, Ann Arbor.

Dr. Carol C. Fischer, Hehnmann Medical College, Philadelphia; The Right Reverend Monsignor Raymond J. Gallagher, National Conference of Catholic Charities; Dr. Edward D. Greenwood, The Menninger Foundation; George J. Hecht, American Parents Committee Inc.; Mrs. Thomas Herlihy Jr., National Committee on Children and Youth; Rabbi Philip Hiat, Synagogue Council of America; Mrs. Charles Hymes, National Council of Jewish Women Inc.; Nelson Jackson, National Urban League;

Mrs. Clifford N. Jenkins, National Congress of Parents and Teachers; Dr. Charles G. King, American Public Health Assn.; Herbert W. Kochs, National Council on Crime and Delinquency; Percy A. Lemoine, American Legion Child Welfare Commission; Mrs. Lucile P. Leone, National League for Nursing; Norman V. Lourie, Pennsylvania Department of Welfare; Dr. Reginald S. Lourie, Children's Hospital, Washington, D.C.; Mrs. H. Edmund Lunken, Association of the Junior Leagues of America; Dr. Dorothy S. Lyle, American Home Economics Assn.; Dr. Leonard W. Mayo, Association for the Aid of Crippled Children.

Miss Margaret Mealey, National Council of Catholic Women; Dr. Malcolm H. Merrill, Association of State and Territorial Health Officers; Leo Perlis, AFL-CIO Community Service Activities; Sheldon Rahn, National Council of Churches of Christ in the U.S.A.; Dr. Fritz Redl, Wayne State University, Detroit; Dr. Julius B. Richmond, State University of New York, Syracuse; Henry A. Riederer, National Council of Juvenile Court Judges; Thomas J. S. Waxter, State Department of Public Welfare, Baltimore; Dr. Myron E. Wegman, University of Michigan, Ann Arbor; Dr. George M. Wheatley, Metropolitan Life Insurance Co.; and Mrs. Clarence K. Whitehill, Child Study Association of America Inc.

San Juan, Puerto Rico

Bienestar Tiene Programa TV Hoy

Las Divisiones de Bienestar Público y de Salud-Madre-Niños y Niños Lisiados, auspiciarán un programa a efectuarse por WIPR-TV, hoy martes 15 de mayo, de 8:30 a 9:00 P. M.

Participarán la señora Aida Girau de Pagán, directora de la División de Bienestar Público, y el doctor Rafael Vilar Isern, director de la División Salud-Madre-Niños y Niños Lisiados, del Departamento de Salud. La señora Josefina del Mar actuará de mantenedora.

Tiene como propósito esta actividad conmemorar el Cincuentenario del Negociado Federal del Niño, y dar a conocer los servicios que prestan las mencionadas divisiones a las madres y niños de Puerto Rico.

The Change In Bringing Up Baby

By **ROBIN GROSS**
Blade Staff Writer

POLIO VACCINES, child psychology and diaper services have wrought some revolutionary changes in the ground rules for getting a baby—and his parents—through the crucial first two years of existence.

Today's society of working mothers and their helping husbands is reflected in a comparison of the present edition of "Infant Care"

with the first edition, published in 1914.

In its several editions the 48-year-old government-sponsored handbook for new parents has probably outsold every English-language book except the Bible and "Gone With the Wind."

It is compiled by the Children's Bureau, in 1914 under the U.S. Department of Labor and today under the U.S. Department of Health, Education and Welfare.

At 15 cents a copy it was and

still is one of the best bargains in print.

Both editions contain up-to-date (for the time) information, instructions and advice on every aspect of baby care from diaper changing to early discipline.

The first book carried detailed instructions for the making of baby facilities, particularly food, clothing and even furniture.

But since 1914 babies have become Big Business.

The new edition carries some instructions for making mashed foods, small baby beds and infant apparel. But it recognizes that mothers will buy these products.

Enormously increased medical knowledge is responsible for another big difference in the two editions. Scientists have almost eliminated some once-dreaded diseases and made others easily curable.

There is less concern today than in 1914 about some of the details of a baby's care.

Please Turn to Page 12

First (1914) And Present

Government Books On

Infant Care Compared



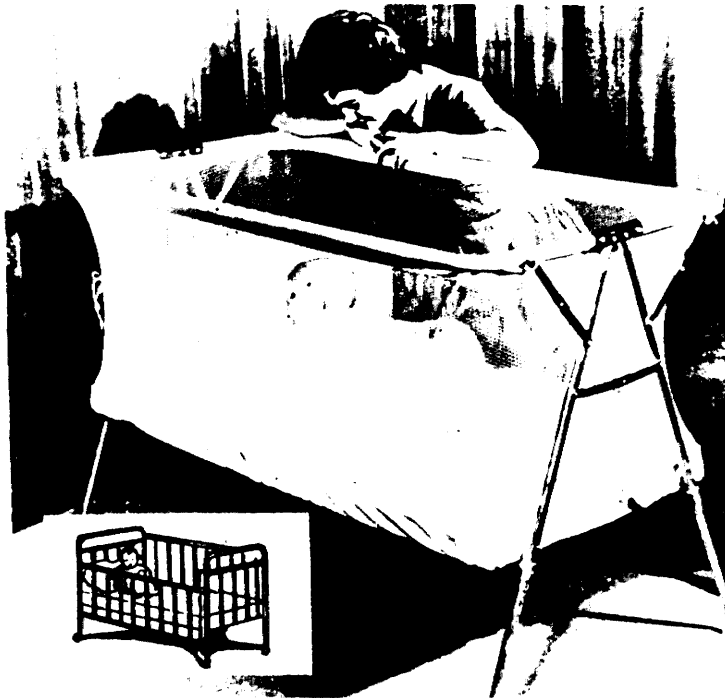
▲ A MODERN baby sleeps in the arms of his protector. Today baby business is big business, and, as is evident from the two books, there have been many changes.



◀ TIMES indeed have changed since the photo at left of a mother holding her baby was taken. This photo was taken even before the first government infant book.

Provided by the Maternal and Child Health Library, Georgetown University

Infant Care Then And Now



PICTURED above and at the right are photos and sketches displaying the changes that have taken place over the years. Above, a comparison is made of a modern crib with that of yesteryear, and at the right a modern bathinette with what grandmother may have used in her day.

(Continued)

The temperature of the sleeping room and regularity of feeding, sleeping and elimination are of less vital concern.

The importance of scrupulous cleanliness was recognized in 1914 as much as today. But it is easier to keep the baby, his food and his surroundings clean in these days of washable fabrics and furniture, pasteurized store-bought milk and commercial bottle sterilizers.

In terms of physical maintenance, the job of raising a baby is immeasurably easier and safer today than in 1914.

The first edition was written in an age when people were expected to start on the development of good habits before they were crawling. Today's mother is told to take a much more relaxed, laissez-faire attitude in early training.

Use of pacifiers was classed in 1914 as a "disgusting habit." Today it is recommended for calming the teething infant.

Fifty years ago 3 months was none too young to start toilet training.

Today mothers are warned they can "so easily make trouble for yourself and the baby if you start training too early."

This section also carries some disciplinary advice: "Save the noes for times when you really need to use them."

Self-regulatory feeding, in which a baby helps develop his own feeding rhythm, is recommended today.

In 1914 there were strong arguments for the three-hour nursing interval, which might involve waking the baby for feeding or making him wait a while if he was hungry too early.

Although the physical maintenance of today's baby is easier, the modern mother has some responsibilities that weren't even mentioned in 1914.

A nine-page section in the new edition, on "How Your Baby Develops and Learns," includes tips on how an infant learns to love, management of his anger feelings and prevention and soothing of his fears.

The growth of psychological and educational knowledge has radically affected advice on helping a child's emotional development.

And a new kind of society has just as radically affected his mother's role.

There is no mention of the nursemaid in the 1961 edition.

But there is no mention of the working mother and the baby sitter in the 1914 book.

The new book has a new section on "Your Family and the Community."

It recognizes that today's is an interdependent society. And mothers and fathers are reminded of their responsibilities—as citizens and parents—to play a role in the improvement of the community.

Mothers today are told not to worry if they don't want to nurse their babies. In bold-faced type the current edition says: "It is the spirit in which you feed your baby that counts, rather than the particular kind of milk he gets."

Not so in 1914 when breast feeding was considered vitally important for the physical health and emotional development of an infant.

According to that day's authorities, "any other method of feeding a young baby . . . is truly artificial."

But the 1961 edition does concede that scurvy, a disease caused by lack of vitamin C in the food, "is most often seen in bottle-fed babies. The breast-fed baby rarely gets scurvy."

The great medical triumphs over tuberculosis can be seen by reading that in 1914 it was "one of the common and fatal diseases of child-

hood" and today it is "less common than it once was" and "newer treatments are often effective in curing the more serious forms of the disease."

A smallpox vaccination was the only preventive medicine available for the baby of half a century ago.

Today every well-baby clinic offers immunization against diphtheria, whooping cough, tetanus, polio, typhoid fever and measles.

Apparently the premature baby didn't stand a chance 50 years ago and wasn't worth mentioning. Today there are two pages on special care for these infants, although the book admits that "most cases cannot be explained."

There is another special section on accident and poisoning prevention in 1961. But a supposedly sophisticated audience does not get the 1914 warning against the use of patent medicines on baby.

There is no special recipe section in 1961, although there are a few instructions for the mother who can't or doesn't want to purchase prepared baby food from the vast selection available on grocery shelves.

The first edition had detailed instructions for such delicacies as rice and barley jelly, scraped mutton and beef juice.

In 1914 mothers were told to feed young babies the whites of eggs only. Today the instructions are reversed and they are told to start with yolks alone as "babies are sometimes allergic" to the whites.

The rules for handling the product—the baby—have changed in many ways. But the product itself, as described in both books, is pretty much the same, a helpless, time consuming, at times exasperating but nonetheless delightful miniature human being. ★ ★ ★

May I say at least by letter HAPPY BIRTHDAY, and to express my great appreciation for all the work the Children's Bureau has done, is doing, and I hope will do in the years to come.

Gisela Konopka, D.S.W.
Professor
School of Social Work
University of Minnesota

I shall not be able to be present at the Bureau celebration on April 9, but I am thinking of you, however, and wishing the best for you. As you well know, the Children's Bureau is an important part of my life.

Ruth M. Ba
Former Chi
Now in Cal

It is with a feeling of nostalgia and regret that I am writing you that it will be impossible for me to accept your invitation to the fiftieth anniversary of the Children's Bureau. On the Committee Roster are several friends of my husband Edwin E. Witte. He would rejoice with you on this gala occasion.

Florence Witte
Madison, Wisconsin

The Bureau has served the Children's Bureau from a broad perspective and professional perspective. I wish and heartiest congratulations.

Althea
Trustee
Univers

I want to express my admiration for the work performed by the Children's Bureau and commend its staff for its dedication to solving the problems affecting the lives of children in our rapidly changing world. Keep up the good work!

John F. Shelley
Member of Congress

Although I cannot be with you on April 9, I do want to take this opportunity to thank you and others for the fine work you are doing for the Children's Bureau.

J.
Un

I sincerely regret that I will not be able to join with all of you in this tribute to one of the finest of all organizations in our government. Congratulations to the Children's Bureau for its half-century of magnificent service to all of us in the nation.

Bernice Milburn Moore, Ph.D.
Assistant to the Director
The Hogg Foundation for Mental Health

The National Congress of Color is pleased to express its appreciation for the work of the Children's Bureau, an agency which has pioneered in research and services to children.

Mrs. Jerome
President
National Con
and Teache

My sincerest congratulations and warmest best wishes to you and our friends who contribute so much to the well-being of our children. Since its establishment in 1912, the Children's Bureau has contributed greatly to our progress as a nation by offering children in need of assistance a helping hand. All of us who realize this investment in children yields great dividends in terms of better citizens are grateful that we have a Children's Bureau. I know that the same spirit of dedication and devotion that has been present in the Children's Bureau since 1912 will continue to pervade the staff and supporters of the Children's Bureau, thereby enabling you to meet the challenges and greater responsibilities that lie ahead.

Lister Hill
Chairman
Committee on Labor and Public Welfare
United States Senate

The Children's Bureau may be justly distinguished by its fifty-year record in the reduction of child and maternal mortality and physical disability. Oregon joins you in celebrating this half century of health service to have cooperated with the Children's Bureau in many activities in the interest of child health.

Richard
State He
Oregon S

The Children's Bureau and our friends who have worked together for such a long time that we should speak almost with one voice. April 9 will be a great occasion to celebrate the fine work the Bureau and its supporters have done in the years.

Louise A. Wood

The celebration of the birth of the Children's Bureau is a period of rejoicing for us as well as for you. Citizens

'S BUREAU -- April 9, 1962

50th ANNIVERSARY OF THE CHILDREN'S BUREAU -- April 9, 1962

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Ruth M. Bartlett
Former Child Welfare Representative
Now in California

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The Bureau has served the Children of America well, with
broad perspective and professional competence. Best
wishes and heartiest congratulations.

Althea K. Hottel
Trustee
University of Pennsylvania

Witte
Wisconsin

Although I cannot be with you on this historic occasion,
I do want to take this opportunity to congratulate you
and others for the fine work and splendid accomplishments
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J. Glenn Beall
United States Senate

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Richard H. Wilcox, M.D.
State Health Officer
Oregon State Board of Health

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Lister Hill
Chairman
Committee on Labor and Public Welfare
United States Senate

The celebration of the birth of the Children's Bureau is a period of rejoicing for us as well as for you. Citizens interested in children and youth are proud of what the Bureau has accomplished. Created as a result of the first White House Conference on Children and Youth, the Bureau has been a demonstration of the Nation's concern for its children. Appropriately, the Children's Bureau played a leading role in the establishment of the 1960 White House Conference on Children and Youth. We hail the achievements of the Children's Bureau and anticipate even greater accomplishments in the field of service to children and youth.

Pearl G. Herlihy
Chairman
National Committee for Children and Youth

We have grown up together. . . With the guidance, funds, and invaluable assistance of the Children's Bureau, our state program, predating the national one by a scant three months, has triumphed over many childhood diseases, and made significant improvements in other aspects of maternal and child health. We are happy to pay tribute to the pioneer work of the Children's Bureau which has benefitted all American children.

W. J. Rein, M.D.
President
Louisiana State Board of Health

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Richard H. Wilcox, M.D. State Health Officer Oregon State Board of Health

The Children's Bureau and our organization have worked together for such a long time that it is not surprising that we should speak almost with one voice. I hope that April 9 will be a great occasion with many tributes to the fine work the Bureau and its staff have done over the years.

Louise A. Wood National Executive Director Girls Scouts of the United States of America

Unfortunately, this just happens to be one of those days in the life of a school where something on campus requires faculty attendance. This is no way, however, diminishes our appreciation of the Children's Bureau's accomplishments over the past half-century or our pleasure over the very fact that this celebration is being held. On innumerable occasions I have referred to the Children's Bureau as a good example of how an organization with a minimum of statutory direction developed a genuine posture of government toward children of the nation. So much of the achievement in the whole area of protective services to children, as well as other kinds of programs on their behalf, can be traced directly to the leadership and inspiration of the Children's Bureau.

Wayne Vasey Dean Graduate School of Social Work Rutgers University



BIG BIRTHDAY:

■ In my April column I mentioned the fact that the federal government's Children's Bureau was celebrating its 50th birthday on April 9th. I've been reading the history of the bureau and I think you will be interested in a few of the fascinating steps which mark its progress.

Today it is hard to believe that at the time of the bureau's birth in 1912 young children were working in sweatshops, mines and fields at slave-labor wages; new babies were dying in pitiful numbers (about one in every ten); maternal deaths were shockingly high; orphanages were pathetically crowded; mentally retarded children were hidden because they were considered a disgrace. It all sounds like the dark ages. As indeed it was.

Who can estimate the devotion and energy which a few farseeing women poured into the bureau to give it force and effectiveness? We must salute them for countless benefits to our young—among them, these few high lights:

Between 1915 and 1959 infant mortality was reduced by 74 percent. Between 1915 and 1959 maternal deaths associated with childbirth were reduced 94 percent.

As late as 1933, there were some 144,000 dependent and neglected children in institutions, with 105,000 in foster family care. In 1960, there were only 21,000 in institutions, with 205,000 in foster homes.

As late as 1954, no State Health Department had a program of service for mentally retarded children. By 1960, with support from the Children's Bureau, all but one state had such a program.

FOR THE VERY YOUNG WIFE BY HELEN VALENTINE

■ The best suggestion I can give any harassed young housewife is this: Make a little sign and tuck it in the frame of your mirror or over your sink—a sign which reads "Something's got to give." The point, of course, is that something really does have to give if you're trying to run your home well, please your husband, give your children all the attention they need, and still be a person in your own right.

Decide what's most important. Surely your family comes before your furniture; comfort before fanatical cleanliness, fun before perfection. And remember that nothing you do for your family has the right kind of value if you neglect yourself—your health, your appearance, or your mind.

These are just a few of the bureau's accomplishments. And it is interesting to realize that the Children's Bureau has never considered itself the sole champion of children. One of its great assets is its eagerness and ability to work with all organizations and individuals concerned with the protection of our children.

Much work lies ahead; many new problems continue to arise. But the Children's Bureau is on hand to tackle them and, hopefully, to find the needed solutions.

P.S. There is one phase of the bureau's program which can be of immediate assistance to young mothers who have no serious problems but who need sensible advice in raising their infants and children. More about this next month.



OLIVIA H. COLE

A LITTLE BIT OF LEISURE

■ I smile when I hear a woman complain that she has no time. *Everyone*, it seems to me, has free time, but few of us recognize its extent. Perhaps we underestimate its potential because we don't put those odd minutes to good use.

Let's stop a moment and do a bit of arithmetic. Suppose you're 25 years old. We're told the average life expectancy of women today is over 70. Well, 70 will do. That's 45 years. If you took only one hour a day, you would have the tidy sum of 16,425 hours or, for an eight-hour day, 2,053 whole days. Wow! Just think of what could be accomplished in all those beautiful big fat days!

So, the next time you have an hour to kill (dreadful word!) perhaps you'll want to use it to further a project dear to your heart. It might be something simple and quiet like knitting an afghan or something stimulating

I remember vividly attending the Twenty Fifth Anniversary of the establishment of the Children's Bureau and I would have liked very much to be a part of the celebration of the Fiftieth Anniversary. The Children's Bureau has played a distinctive role in the national child welfare picture and, of course, has meant much to the states throughout the years. Congratulations and good wishes to the Bureau and to the staff.

Mrs. Edward Greshman
Director
Bureau of Child Welfare
Department of Pensions and Security
State of Alabama

I commend you for the excellent work which you are doing, and for the great contribution toward the children of America.

Ralph W. Yarborough
United States Senate

On behalf of the Institute I extend our very best wishes and congratulations and join with you and your committee in hoping that the next fifty years will be even bigger and greater in the history of the Children's Bureau.

Helen M. Thal
Assistant Director
Educational Division
Institute of Life Insurance
New York City

The Fiftieth Anniversary of the United States Children's Bureau in Washington is an occasion of real significance for UNICEF. From the inception of our work the Children's Bureau has played a most important part in the development of UNICEF.

Maurice Pate
Executive Director
United Nations Children's Fund

I cannot think of a more important and more enjoyable occasion than to participate in the anniversary of the Children's Bureau which has done so much to advance health and welfare services to children in this country.

Joseph F. Meisels
Chairman
Department of Social Work
University of Kansas

As chairman of the Board of Directors, Boys' Clubs of America, may I congratulate the Children's Bureau on achieving this important milestone of fifty years' service to our youth. On behalf of 600 Boys' Clubs, 600,000 boys, thousands of professional staff members,

We in public health and especially in the child health departments like ours and in our community health departments are deeply appreciative of the work which the Children's Bureau has done. It characterizes the Children's Bureau's contribution to the satisfaction at the outstanding work which the Children's Bureau has played in the past and which it will continue to play in the future. We are proud that the Children's Bureau has played in the past and will continue to play in the future a part in the development of our nation and of the world.

Chairman
Department of
Schools
University of

I regret that I cannot be with you on this interesting occasion.

Marion F. Folsom
Formerly Secretary
Health, Education and Welfare

May we offer congratulations to you and your committee on its constant efforts on behalf of the children and hope that in the coming years you will continue your leadership of the high endeavor.

The Children's Bureau has played a part in the development of protections and services for children and it is fitting that the fiftieth anniversary be recognized as an occasion for

Sara R. Caldwell
Director
Special Service
Mississippi Department of Health

Here in Victoria child care has been developed rather indirectly, from the work of the Children's Bureau. The work of "Children" reach Victoria through local subscriptions and circles, staff and students, Children's Bureau in several libraries, and the work has been warmly valued by our own people in the United States. We believe that our own insight into child care will be gained by your own continuing program.

Lady Jacobena Atkinson
President
Children's Welfare Society
Melbourne, Australia

S BUREAU -- April 9, 1962

50th ANNIVERSARY OF THE CHILDREN'S BUREAU -- April 9, 1962

Twenty Fifth Anniversary
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We in public health and especially those in State health departments like ours and in our Schools of Public Health, are deeply appreciative of the vision and leadership which characterizes the Children's Bureau. We certainly join in satisfaction at the outstanding role the U.S. Children's Bureau has played in the past and know that it will continue to pioneer courageously in the areas of Maternal and Child Health and Welfare indispensable to the destiny of our nation and of the world.

freshman

Charles E. Smith, M.D.
Dean
School of Public Health
University of California

Child Welfare
Pensions and Security
Administration

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ward the children of

I regret that I cannot be with you for the 50th birthday of the Children's Bureau on April 9. It should be a most interesting occasion.

Joseph W. Yarborough
United States Senate

Marion E. Folsom
Formerly Secretary of the Department of
Health, Education, and Welfare

and our very best wishes
you and your committee
efforts will be even bigger
Children's Bureau.

May we offer congratulations to the Children's Bureau for its constant efforts on behalf of the youth of our country and hope that in the coming years, it will provide continuing leadership of the highest caliber in its field of endeavor.

Assistant
Director
Division
of Life Insurance
Administration

L. A. Hapgood
Assistant Secretary
Kiwanis International

United States Children's
Bureau of real significance
of our work the Children's
Bureau part in the development

The Children's Bureau has played a vital role in the development of protections and services for children, and it is fitting that the fiftieth anniversary be recognized as an occasion for celebration.

Assistant
Director
Children's Fund

Sara R. Caldwell
Director
Special Services Division
Mississippi Department of Public Welfare

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the anniversary of the
so much to advance
children in this country.

Here in Victoria child care has gained considerably, if rather indirectly, from the work of the Bureau. Copies of "Children" reach Victoria through a small number of local subscriptions and circulate amongst child care staff and students, Children's Bureau pamphlets figure in several libraries, and the Bureau's courtesies have been warmly valued by our occasional child care visitors to the United States. We believe that in the future our own insight into child care will be influenced yet further by your own continuing programme.

Meisels
of Social Work
of Kansas

Lady Jacobena Angliss
President
Children's Welfare Association of Victoria
Melbourne, Australia

Directors, Boys' Clubs of
Children's Bureau on
the occasion of fifty years'
of 600 Boys' Clubs,
and staff members.

Ralph W. Yarborough
United States Senate

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Health, Education

On behalf of the Institute I extend our very best wishes and congratulations and join with you and your committee in hoping that the next fifty years will be even bigger and greater in the history of the Children's Bureau.

Helen M. Thal
Assistant Director
Educational Division
Institute of Life Insurance
New York City

The Fiftieth Anniversary of the United States Children's Bureau in Washington is an occasion of real significance for UNICEF. From the inception of our work the Children's Bureau has played a most important part in the development of UNICEF.

Maurice Pate
Executive Director
United Nations Children's Fund

I cannot think of a more important and more enjoyable occasion than to participate in the anniversary of the Children's Bureau which has done so much to advance health and welfare services to children in this country.

Joseph F. Meisels
Chairman
Department of Social Work
University of Kansas

As chairman of the Board of Directors, Boys' Clubs of America, may I congratulate the Children's Bureau on achieving this important milestone of fifty years' service to our youth. On behalf of 600 Boys' Clubs, 600,000 boys, thousands of professional staff members, volunteers and board members, I salute the contribution the Children's Bureau has made to our nation and, in fact, to children all over the world.

Herbert Hoover
Formerly President of the United States

Best wishes and congratulations to the Children's Bureau. This will certainly be a memorable occasion.

Fred V. Hein, Ph.D.
Director
Department of Health Education
American Medical Association

My best wishes to this outstanding agency which has rendered such valiant service and help to youth, and which this Court deeply appreciates.

Benjamin S. Schwartz
Judge
Court of Common Pleas, Juvenile Division
Cincinnati, Ohio

May we offer congratulations to its constant efforts on behalf and hope that in the coming year continuing leadership of the high endeavor.

The Children's Bureau has played development of protections and and it is fitting that the fifty recognized as an occasion for

Sara R. Caldwell
Director
Special Service
Mississippi Department

Here in Victoria child care has rather indirectly, from the work of "Children" reach Victoria through local subscriptions and circular staff and students, Children's in several libraries, and they have been warmly valued by our occasion to the United States. We believe our own insight into child care will be by your own continuing program

Lady Jacobena Anderson
President
Children's Welfare
Melbourne, Australia

The Children's Bureau has done this country as well as for the relations to the Bureau for the work it has done, and best wishes satisfying next half century.

Ralph H.
Iowa Children's
University

It is my pleasure, on behalf of the Osteopathic Surgeons, to extend organization and of its member Bureau on this occasion.

Charles L. Ballinger
Executive Secretary
American College

W. Yarborough
United States Senate

Marion E. Folsom
Formerly Secretary of the Department of
Health, Education, and Welfare

and our very best wishes
you and your committee
will be even bigger
Children's Bureau.

May we offer congratulations to the Children's Bureau for
its constant efforts on behalf of the youth of our country
and hope that in the coming years, it will provide con-
tinuing leadership of the highest caliber in its field of
endeavor.

Director
Division
Life Insurance

L. A. Hapgood
Assistant Secretary
Kiwanis International

United States Children's
of real significance
your work the Children's
part in the development

The Children's Bureau has played a vital role in the
development of protections and services for children,
and it is fitting that the fiftieth anniversary be
recognized as an occasion for celebration.

ate
Director
Children's Fund

Sara R. Caldwell
Director
Special Services Division
Mississippi Department of Public Welfare

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the anniversary of the
so much to advance
children in this country.

Here in Victoria child care has gained considerably, if
rather indirectly, from the work of the Bureau. Copies
of "Children" reach Victoria through a small number of
local subscriptions and circulate amongst child care
staff and students, Children's Bureau pamphlets figure
in several libraries, and the Bureau's courtesies have
been warmly valued by our occasional child care visitors
to the United States. We believe that in the future our
own insight into child care will be influenced yet further
by your own continuing programme.

Meisels
of Social Work
of Kansas

Lady Jacobena Angliss
President
Children's Welfare Association of Victoria
Melbourne, Australia

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Children's Bureau on
ne of fifty years'
of 600 Boys' Clubs,
ssional staff members,
salute the contribution
o our nation and, in
orld.

The Children's Bureau has done much for the children of
this country as well as for those of other lands. Congrat-
ulations to the Bureau for the important and significant
work it has done, and best wishes for a very fruitful and
satisfying next half century.

t of the United States

Ralph H. Ojemann
Iowa Child Welfare Research Station
University of Iowa

to the Children's Bureau.
le occasion.

ein, Ph.D.

t of Health Education
Medical Association

It is my pleasure, on behalf of the American College of
Osteopathic Surgeons, to extend the greetings of the
organization and of its membership to the Children's
Bureau on this occasion.

ng agency which has
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Charles L. Ballinger, D.O.
Executive Secretary
American College of Osteopathic Surgeons

s, Juvenile Division

50-Year-Old Children's Bureau Is Gearing to Meet Urban Needs

By a Washington Correspondent of the Post-Dispatch.

WASHINGTON, April 7—After 50 years of serving as "the nation's conscience for its children," the Children's Bureau is planning new services to meet additional needs that have emerged from a changing society.

Facing it are such serious problems as how to care for the increasing number of children whose mothers work; what to do about school dropouts; how to cope with the rising number of teen-age marriages and how to keep youngsters from idleness and boredom in an affluent society.

These and many other issues that affect children will be discussed Monday at a day-long meeting observing the fiftieth anniversary of the establishment of the Children's Bureau. President Kennedy will deliver the opening address.

Although the bureau is perhaps not well known by the public, it is credited with having had a large role in bettering the lot of American children since it was set up in 1912. Its research, leadership and drive for remedial legislation, as well as the federal grants it provides the states for maternal and child health services, child welfare programs and assistance to crippled children, are regarded as key factors in the improvement that has taken place.

Bureau's Achievements.

The bureau is viewed as having contributed significantly to such accomplishments as enactment of child labor laws, a large reduction in death rates for infants and mothers, substitution of foster homes and adopted families for orphanages as a haven for dependent and neglected children, better care for premature babies, increased numbers of prenatal clinics, help for the mentally retarded and many other social and medical advances.

In the opinion of Dr. Katherine Bain, a native St. Louisan who is deputy chief of the bureau, some of the biggest problems the agency will face stem from increasing urbanization.

"When the bureau started," she told the Post-Dispatch in an interview, "it was the rural areas that needed services. For example, there were high infant mortality rates in the non-city sections.

"Now the problem is the big cities. They have grown tremendously. At the same time, many of the middle-income families have moved to the suburbs, leaving in the cities a high concentration of low-income families and those with the biggest needs for child care."

It may be difficult to shift emphasis to meet the new need, for the tradition of emphasizing aid to rural areas is strong. In addition, federal grants go from the Children's Bureau to state health and welfare departments. "Very little of it trickles into the cities," said Dr. Bain. Although she did not say so, some officials of the bureau said new legislation may eventually be needed to deal with the situation.

Needed Services.

Some of the major children's services that will be needed, bureau representatives, agreed, are these: Day care for children whose mothers work; comprehensive youth development programs; homemaker services to provide emergency assistance to families in the illness or temporary absence of the mother; more child-care services in public housing projects, and better ways of aiding and protecting children subjected to parental abuse. These services either are lacking or exist in limited form.

The Kennedy Administration has given priority to a plan for establishing day-care centers for young children of working mothers. In line with a request

made by the President in his welfare message in February, the House passed a bill three weeks ago that would establish a program of aiding the states in setting up day-care centers by earmarking federal funds for this purpose.

The bill would authorize expenditure of up to \$5,000,000 in the fiscal year beginning next July 1 and \$10,000,000 annually after that. The Senate has not acted on the proposal, which is included in a general welfare revision measure.

Dr. Bain and other experts think there is a vital need for establishment of day-care centers because more and more mothers are working. A study by the Bureau of Labor Statistics showed that in March 1960 nearly one-third of all mothers with children under 18 years of age were in the labor force. Three million of the mothers had children under 6, pointing up the need for a care program.

The need was re-emphasized by a recent study by the Census Bureau. It showed that nearly 400,000 children under the age of 12 had no day care while their mothers worked full-time. Furthermore, another 1,500,000 youngsters were being cared for by other children under the age of 18.

There is precedent for the move being made by the Kennedy Administration. World War II when women entered the labor force in large numbers, federal funds were provided to help in setting up day-care centers. But the money was cut off after the war.

Youth Development.

On another front, the bureau is in the process of setting up a youth development unit. Its aim will be to help communities improve all aspects of their services to youth under the technical assistance provision of the Juvenile Delinquency and Youth Offenses Control Act enacted last year.

Dr. Bain feels that the effort in this direction must go far beyond the problems of juvenile delinquency or youthful unemployment, serious though these are. It should encompass normal teen-aged youths by providing an expanded range of community activities for boys and girls who often lack outlets for their energy, she said.

Dr. Bain has had long and varied experience in the field. She had an active practice in pediatrics in St. Louis for 13 years before joining the Children's Bureau in 1940. In St. Louis she was in charge of the children's allergy clinic and served on the staff of St. Louis

Children's Hospital and the Washington University school of Medicine.

As director of the division of research in child development, her first position with the Children's Bureau, she was responsible for planning research and developing standards for child

care. She has been deputy chief of the bureau since 1958.

The bureau's plans for child services are going to increase costs. President Kennedy in his welfare message called for lifting the present ceiling of \$25,000,000 on Federal grants to the states for child welfare services. In line with his request, the House authorized a gradual step-up that will reach \$50,000,000 annually by July 1, 1969.

PROCLAMATION

WHEREAS, Fifty years ago on April 9, 1912, the President of the United States signed into law, an Act establishing the United States Children's Bureau, the first such bureau in the world, whose responsibilities were to investigate and report upon all matters pertaining to the welfare of children among all classes of our people; and

WHEREAS, The Children's Bureau, Department of Health, Education and Welfare in cooperation with State and Local branches of Government has strengthened and improved the lives of millions of the nation's children; and

WHEREAS, The cooperation between Federal, State and Local Governments has been of direct assistance to children who are in need of help, such as the homeless, the dependent, the abused and neglected, the emotionally disturbed, the retarded, and the handicapped; and

WHEREAS, The cooperation between Federal, State and Local Governments has promoted the welfare of every child whether he be rich or poor, ill or well, of any race, nationality, or creed, and has provided information of value to all children and all parents; and

WHEREAS, These cooperative efforts between Federal, State and Local Governments have, since January, 1940, through the Child Welfare Services of the State of Wyoming, promoted the welfare of the State's children;

NOW, THEREFORE, I, Jack R. Gage, Governor of the State of Wyoming, do hereby proclaim the week of April 9-16, 1962 as

CHILD WELFARE WEEK

and urge all citizens to join the Nation in commemorating this Golden Anniversary of four decades of action in behalf of all children.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Great Seal of the State of Wyoming to be affixed this fourth day of April, 1962.

/S/ Jack R. Gage
Governor

ATTEST:

/S/ Robert Outsen
Deputy Secretary of State





Provided by the Maternal and Child Health Library, Georgetown University



Provided by the Maternal and Child Health Library, Georgetown University

Fifty Years of Progress By Children's Bureau

As the Children's Bureau marks its fiftieth anniversary April 9, it can look back on accomplishments in the welfare of children since 1912 and ahead to solving many new problems induced by changes in family life in an increasingly urban and mobile society.

The network of problems tied into the field of juvenile delinquency, long of vital concern, is assuming new ramifications. New questions about the day care of children of working mothers and children in the families of migrant agriculture workers demand answers. Answers must be found also to such problems as the increasing number of unwed mothers and their children, and many other social and health problems.

The idea of the Children's Bureau was first suggested to President Theodore Roosevelt by Lillian Wald, nurse-founder of the Henry Street Settlement, New York City, and Florence Kelly, of the National Consumers League. But it was only after several years of vigorous action by citizen groups that an act setting up the Bureau was passed during the administration of President William Howard Taft.

The new Bureau was faced with many awesome projects: babies were dying like flies; maternal deaths were high; many parents were dying at early ages and leaving their children destitute, destined to grow up in orphan asylums; families hid their "mental defectives" in attics; crippled children were doomed to half-lives of non-productive activity, and children were working in sweatshops, mines and fields at slave-labor wages.

In the half century since, millions of children have had a chance for a better life, due in some part to the Bureau's fact-finding and drum-beating for better physical and emotional conditions in which children could grow, in part to the efforts of State and voluntary organizations which helped such cases, and in part to the tremendous increase in our knowledge of ways to protect the health of children and to enhance their chances for healthy growth and development.

Highlights of Progress

A few highlights of progress during the 50-year history of the Children's Bureau include —

- Reduction in infant mortality, from 99.9 per 1,000 lives in 1915 to 26.4 in 1959.

(Please Turn to Page 4)

National Council, Foundation Pay Tribute To Children's Bureau

The National Council of Juvenile Court Judges and The National Juvenile Court Foundation in this issue salute the United States Children's Bureau which celebrates its 50th anniversary on April 9, 1962 after a half-century of achievement.

The Council's formal resolution of congratulation, which not only points to the half century of progress by the bureau but also 25 years of cooperation between the Bureau and the National Council follows:

WHEREAS April 9, 1962, marks the fiftieth anniversary of the founding of the United States Children's Bureau (now part of the Department of Health, Education and Welfare), and

WHEREAS that Bureau has for half a century fulfilled its Congressional mandate to investigate "questions of infant mortality, the birth rate, orphanages, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, legislation affecting children in the several states and territories" and has rendered distinguished service in behalf of the nation's children in all these fields,

NOW THEREFORE, BE IT RESOLVED that the National Council of Juvenile Court Judges (which in 1962 celebrates its own twenty-fifth anniversary) commends and congratulates the United States Children's Bureau on the completion of fifty years of progress for the Nation's children (including a quarter of a century of cooperation with the National Council of Juvenile Court Judges), and the Council looks forward with pleasure and hope toward concerted efforts to meet new challenges in the decades ahead.

HENRY A. REIDERER
President

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- A decrease in maternal deaths associated with childbirths, from 60.8 per 10,000 live births in 1915 to 3.7 by 1959.
- Displacement of institutions as the only solution for the care of dependent and neglected children.
- An increase in the number of crippled children being helped by special services, from two children for every 1,000 in 1937, when the Federal-State program was just getting underway, to five children in every 1,000 by 1960.
- Better services for mentally retarded children. In 1954, no State health department had these services, but by 1960, with support from the Children's Bureau, all but one had such programs.
- Improved care for premature babies, increased numbers of prenatal clinics, great strides in protecting the rights of all parties in adoption proceedings, and increased training of health and welfare workers.

The Children's Bureau will celebrate its fiftieth anniversary April 9 with an all-day conference at the Statler-Hilton Hotel in Washington, D. C. Looking both at the past, present and future, the speakers chosen for the birthday celebration will give new perspectives to the exciting job which lies ahead.

For as it faces the future, the Bureau is pledged to intensify its efforts on behalf of children in a changing world, striving to promote opportunities for every child to realize his full potential for a creative life in freedom and dignity.

CHILDREN AND COURTS

By MRS. KATHERINE BROWNELL OETTINGER

Chief, Children's Bureau

Department of Health, Education and Welfare

In 1923, after a conference held under the auspices of the Children's Bureau and the National Probation Association, the following statement was issued:

"There should be available to every community a court equipped to deal with children's cases."

This was the opening sentence in a report on the standards needed for juvenile courts in the United States, at a time when the juvenile court movement was in a period of relative infancy.

In 1954, the most recent statement of standards for juvenile courts prepared by the Children's Bureau in cooperation with the National Probation and Parole Association and the National Council of Juvenile Court Judges, begins:

"The essential philosophy of the juvenile court, and of other specialized courts handling children's cases, has been called 'individualized justice.' This in essence means that the court recognizes the individuality of a child and adapts its orders accordingly, that it is a 'legal tribunal where law and science, especially the science of medicine and those sciences which deal with human behavior, such as biology, sociology, and psychology, work side by side' and that its purpose is remedial and to a degree preventive, rather than punitive."

The visible contrast between the breadth of the two statements is a reflection, indeed an indication, of how the basic concept of the function of a children's court in the United States is deepening and coming into clear focus through periods of national change, and as the juvenile courts have been able to reach a clearer understanding of their appropriate and most effective role as an essential element in the community's total program of protection of the well-being of children.

Some of the evolution which has gone into the development of present-day philosophy about the role of the juvenile courts seems appropriate for review as the Children's Bureau of the U. S. Department of Health, Education and Welfare prepares to celebrate its 50th birthday.

Close Working Relationships

It was inevitable, from the basic charge which the Children's Bureau was created to carry out, that there would be necessary correlation and close working relationships between the judges of the juvenile courts and the Bureau if it was to carry out its Congressional mandate:

To investigate and report "upon all matters pertaining to the welfare of children and child life among all classes of our people."

It was especially charged with investigating "the questions of infant mortality, the birth rate, orphanages, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, legislation affecting children in the several States and territories."

What the framers of the original basic mandate to the Children's Bureau had in mind in relation to the Bureau's work with the courts was to some extent influenced by the testimony from such men as Judge Julian W. Mack, an ex-judge of the juvenile court in Chicago, and Judge Ben B. Lindsay of the juvenile court in Denver, who appeared at the hearings beginning in 1909 to speak for a Federal Children's Bureau on the ground that such a Bur-

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eau could contribute much to the study of juvenile delinquency.

Judge Lindsay said, "I was in a certain city recently, and I went to the chief of police and asked him how many children had been in jail recently. He said 100. When we investigated the record, we found there were 650 boys alone brought to the jail in that city of less than 150,000. . . . Another thing, 20 percent of the boys in some cities of this country come to jails before they come of age . . . according to some private investigations. Isn't that a fact, my friends, that this Government should know and be able to demonstrate?"

The kind of demonstration which Judge Lindsay envisioned did not have its organized beginnings until some years later; after the Children's Bureau had undertaken studies of children before the courts, of juvenile delinquency in wartime, of the progress made by the juvenile courts in handling children's cases since the inception of the juvenile court movement; of the organization and methods of some juvenile courts; and after the Bureau had developed, in participation with the Juvenile Court Judges and the National Probation Association, the first standard-setting document for the courts.

Court Statistics

The Children's Bureau began the systematic collection and publication of juvenile court statistics beginning with the calendar year 1927, attempting to carry forward the purposes set forth by an earlier committee of the National Probation Association that such statistics should, among other things, "furnish an index of the general nature and extent of the problems brought before juvenile courts."

The project required the initial cooperation of the juvenile courts themselves, who at that time furnished information directly to the Children's Bureau.

In the years since, this process has been considerably refined. The Bureau now receives its information in summary form from State agencies concerned with juvenile court or probation work. However, cooperative relationships have continued between the Children's Bureau and the National Council of Juvenile Court Judges, at present through several of its sub-committees.

502 Juvenile Courts Report

The Children's Bureau now collects data from a representative national sample of 502 juvenile courts, as well as collecting data from all other courts which wish to report. It is working jointly with the National Council of Juvenile Court Judges

with a view to developing a model juvenile court statistical case card, or face sheet, which would improve mechanisms and procedures for obtaining information for use of local courts as well as that desired both by State agencies and the Federal government. Underway also are plans for a nationwide survey of probation services in the country.

In addition, through cooperative arrangements with the U. S. Department of Justice, the Children's Bureau has initiated an experimental monthly reporting on delinquency cases disposed of by the courts in the 30 largest cities in the nation. The plan was presented at an annual meeting of the National Council of Juvenile Court Judges, where it received the support and assistance of the Council.

The climate of the relationship between the Children's Bureau and the juvenile court judges has changed radically over the years. With the passage of the Social Security Act, the courts were no longer, in many instances, the only social agency in the community concerned with the protection of children. Public welfare services were greatly expanded, and the courts themselves, far from having their role diminished in the multiplying network of social agencies, found their responsibilities for service in the community enhanced and expanded.

Some experimentation was the inevitable result as the new constellation of agencies designed to protect the social welfare of citizens tried to define their correct roles in a national climate where increasing emphasis was being put on the necessity for coordinated approaches to complex social problems.

Within the decade just past, the Children's Bureau has set up new standards for the juvenile courts which then, in a truly collaborative effort, have been translated into legislative acts not only for the juvenile courts but for a family court, through the joint participation of the Bureau, the National Council of Juvenile Court Judges and the National Council on Crime and Delinquency.

The judges are called upon frequently to provide assistance as the Bureau develops material which impinges either directly or indirectly on the work and responsibilities of the court. Examples are *Principles and Suggested Language for Legislation on Public Child Welfare and Youth Services*, *Legislative Guides for the Termination of Parental Rights and the Adoption of Children*, as well as such material now being developed by the Division of Juvenile Delinquency Service as guidelines for police in providing services for children.

Study Abuses of Children

As new areas of joint concern are delineated, the Bureau seeks the counsel of the judges in planning its own approach to the presenting problem. Most recently, in January 1962, the Children's Bureau held a one-day conference to discuss what can be done about the apparently growing number of infants and young children who are being physically abused by their parents.

Those who attended the conference included judges, lawyers, psychiatrists, social workers, pediatricians and other experts on child care, who have first-hand knowledge of cases of physical abuse of children.

While the most effective way of dealing with this problem is still in the discussion stage, it is apparent that:

1. The problem of physical abuse appears to be a growing one;
2. The problem is complex, and requires the efforts of medical, legal and social workers to treat;
3. Parents, who abuse their children, are the most difficult to reach in ways which will assure that the abuse is stopped. Therefore, the abused child is usually in an emergency situation, where he must be removed from the home if he is to be saved.

Obviously, the group concluded, the courts must play a key role in putting an end to such abuses, either by working with the parent or by taking other steps to be sure that children are not maimed or abused by their parents.

It is in connection with the joint interests of the Bureau and the organization of judges that two new committees have been established by the National Council—a committee for cooperation with Federal government agencies, and a relatively new committee for cooperation with the Children's Bureau.

These are mechanisms for maintaining a steady flow of information between the two groups, even as the participation of the judges in such national conferences as the White House Conference on Children and Youth, and the participation of Bureau staff members in the annual meetings of the judges is an added way of maintaining close and cooperative contacts.

The changing nature of our society, and particularly the rapid urbanization, coupled with the population explosion, which are its present most characteristic features, will mean that in the future many more problems will require the attention and action of those members of the helping profession

whose lives are devoted to the theory that each generation must have a fair chance to develop to its maximum capacity for productive useful citizenship.

Insuring that fair chance will require ingenuity.

The patterns for this ingenuity are already well-established in the now accepted principle that the jobs to be done must be done through the cooperative efforts of Federal and State governments, of public and voluntary agencies, and of enlightened citizens groups at every level of community life, from local to national.

The Children's Bureau's distinguished period of service as the spokesman for the nation's children would not have been possible if this principle had not been followed. The physical, social, and emotional well-being of children cannot be dealt with in isolation when so much is to be gained by considering the individual needs and goals of each child.

In Appreciation - The Children's Bureau
50th Anniversary

It is appropriate that our region join with people over the country in paying tribute to the Children's Bureau in this, its 50th anniversary year.

In 1912 the Congress of the United States created the Children's Bureau in an act which said the Bureau "shall investigate and report upon all matters pertaining to the welfare of children and child life among all classes of our people, and shall especially investigate the questions of infant mortality, the birth rate, orphanage, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, legislation affecting children in the several States and Territories."

This was the first recognition by law that the national government had a responsibility to promote the welfare of the children of the nation. The action was not taken lightly by the Congress. It came after years of strenuous, nationwide campaigning. Ten similar bills had been defeated but in a fearless way, individuals and organizations fought for a unit of the federal government to concern itself with what was happening to children.

Julia Lathrop was appointed by President Taft to be the chief of the new Children's Bureau and she set forth clearly from the beginning that "The final purpose of the Bureau is to serve all children, to try to work out standards of care and protection which shall give to every child his fair chance in the world."

The history of the Children's Bureau is a proud one, influenced through the many years by the energy of idealists and crusaders who were at the same time practical and intelligent.

Grace Abbott, the second chief of the Bureau, said this in 1931:

"Sometimes when I get home at night in Washington I feel as though I had been in a great traffic jam. The jam is moving toward the Hill where Congress sits in judgement on all the administrative agencies of the Government. In that traffic jam there are all kinds of vehicles moving up toward the Capitol. . . . There are all kinds of conveyances, for example, that the Army can put into the street - tanks, gun carriages, trucks. . . . There are the hayricks and the binders and the ploughs and all the other things that the Department of Agriculture manages to put into the streets. . . . the handsome limousines in which the Department of Commerce rides. . . . the barouches in which the Department of State rides in such dignity. It seems so to me as I stand on the sidewalk watching it become more congested and more difficult, and then because the responsibility is mine and I must, I take a very firm hold on the handles of the baby carriage and I wheel it into the traffic."

Presented at the 1962 Southeast Regional Conference of the American Public Welfare Association, Miami Beach, Florida, by Miss Frances Davis, Director of Child Welfare, Florida State Department of Public Welfare.

When the Social Security Act was passed and public welfare as we know it today was begun, the Children's Bureau was given responsibility for administering grants to states for Crippled Children, Maternal and Child Health, and Child Welfare Services. For public Child Welfare the Bureau has placed emphasis upon the improvement of the quality of the staff serving children. States have been given wide latitude with few restrictions and binding rules and regulations but with great encouragement from the beginning to have educational leave and other training programs and to develop, extend and improve services.

The Children's Bureau is not perfect. It has been consistently understaffed and even now a relatively small group of men and women are trying against great odds to maintain high standards for the Bureau and for their own work in it. Throughout the years, though, there has been the kind of leadership and determination expressed by Grace Abbott in 1934:

"Without apology, then I ask you to use courageously your intelligence, your strength, and your good will toward children in the progressive removal of the economic barriers which have retarded the full development of children in the past. There will, I warn you, be discouragements and disappointments. But the cause of children must always triumph ultimately. New standards of what constitutes scientific care and new knowledge as to what are the social needs of children will develop. The important thing is that we should be "on our way" toward adequately meeting their needs. Perhaps you may ask, "Does the road lead uphill all the way?" And I must answer, "Yes, to the very end." But if I offer you a long, hard struggle, I can also promise you great rewards. Justice for all children is the high ideal in a democracy... We have hardly as yet made more than a beginning in the realization of that great objective."

The needs of children are now quite different than in 1912 and ways of representing their interests have become more complicated. There are now many bureaus and agencies concerned in one way or another with the health and welfare of children. Everything has become more complex. The need, though, is still as great as ever for there to be within the federal government a unit which speaks forth clearly and fearlessly on behalf of children, not just for children in public assistance caseloads, not just for children who need foster home care, not just for children attending well-baby clinics or crippled children's clinics, but a unit with broad understanding and effective representation for all the children.

In 1962 the Congress has reaffirmed the intention of the nation to preserve such a unit. It has given a clear mandate to face up to the task of making comprehensive and improved services available to all children and their families. As in the years past, we look to the Children's Bureau for the kind of leadership that will enable us to "wheel the baby carriage out into the traffic."

COMMENTARY

Editorial Note: PEDIATRICS joins with pediatricians in celebrating the first 50 years of the Children's Bureau. That institution has not only extended its good work over the length of time but across the breadth of all our interests and activities. The author of our Commentary knows what the Bureau has done because of his own long experience with the education and the life of the practitioner; our leading article

comes from an unquestioned leader of Public Health in action. By happy chance, in writing from the Pacific and Atlantic coasts, these two contributors suggest breadth in another sense—that of our nation. Like Robert Frost after his Record Stride, we are elated that for the Children's Bureau's birthday we have

“... measured the country
And got the United States stated.”

THE CHILDREN'S BUREAU AND THE AMERICAN ACADEMY OF PEDIATRICS

OVER 400 years ago, Thomas Phairst (The Booke of Chylidren: 1544), wrote: “. . . but my purpose is here to doo theyme good that haue moste nede, that is to saye chylidren.” With only modernization of the spelling, these words express the objectives and sentiments of the 50 years of activity of the Children's Bureau. The American Academy of Pediatrics, founded some 20 years after the Bureau, had exactly the same incentives. John Lovett Morse, in his presidential address in 1932, gave the Academy a motto borrowed from that of a medical fraternity: “Not for ourselves alone.” It is proper that the Academy and pediatricians everywhere should take reverent note of the history and accomplishments of the Children's Bureau and duly applaud, on April 2, the fiftieth anniversary of its founding. This Bureau was the first national agency

in the world devoted to the welfare of children. The original congressional appropriation of \$25,600, supporting a director and 15 employees, is in meager contrast to today's funding of institutes and foundations—so small a spark! Results achieved by the Bureau have been proportionate not to the amount of financial support but to the efforts of those determined to effect real progress. The Bureau has sought and heeded the best pediatric counsel; both staff and advisors have been those dedicated to the improvement of child welfare. The names of the leaders in these accomplishments are recorded by Dr. Baumgartner; without exception, they are those whose selfless zeal and superlative skill are responsible for much progress in child welfare and many improvements in pediatric medicine during the last 50 years.

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George Wheatley, in his presidential address in 1961, stated:

One of the important contributions of the Children's Bureau has been to introduce high standards of medical care in the child health programs it has financed. While this has sometimes involved officials of the Bureau in controversy with organized medicine at state and local levels it has been good for children and good for pediatrics. The Bureau's progress has been an important factor in demonstrating good pediatric care and increasing pediatrics as a specialty.

Originally, the Children's Bureau functioned as a fact-finding agency, but when it promptly accumulated information of great significance this led to social legislation. This factual information inspired the Sheppard-Towner Act of 1921 for co-operative state and federal support of child welfare. This Act does not seem frighteningly socialistic by today's standards, but it met with some objections from organized medicine. The determination of pediatricians to support measures for the health and welfare of children resulted directly in the formation of the American Academy of Pediatrics. Thus there has been a resultant constant interdependence of the over-all objectives of the Bureau and of the Academy. There have been differences of opinion and sharp disagreement, but neither organization has ever lacked forceful direction and forthright policy—things which, for whatever praiseworthy objective, will inevitably lead to some controversy. It is enlightening to recall the many instances in which enthusiastic co-operation has been productive of so much good.

A succession of **White House** Conferences, called by **the President**, have been organized by **the Children's Bureau**—the second of these did much to determine the pathway of modern pediatrics and establish a pattern for Children's Bureau activity. Conferences that followed have sought, more and more, public interest in child

welfare and have fostered the support of many organizations in problems of childhood and youth; there has been steadily diminishing emphasis on purely medical matters. The hard core of medical direction has stemmed, however, from the Children's Bureau and its advisors.

The study of Child Care Services originated with the Academy but was carried to fruition only with the support of the Children's Bureau and the Public Health Service. The results of this study still reverberate in the field of child health and pediatric education. The Bureau has undertaken the education of the public in problems of child care with the publication of numerous booklets for the guidance of mothers. Equal service has been given to professional education in the distribution of advisory material. Funds have been directed to research, medical education in various fields of child care, and numerous excursions into problems essential to childhood apart from those things that are essentially medical but, nonetheless, of interest to the pediatrician.

In recent months the Academy has come strongly to the support of the Bureau in opposing a move to reduce it to a perfunctory fact-finding and advisory function and has recommended, instead, that its services to professional and lay education, to research, and to projects for the welfare of childhood should not be eroded. The Academy of Pediatrics has been at once best friend and severest critic of the Children's Bureau.

Today, on the fiftieth anniversary of its founding, the Children's Bureau continues to epitomize the real objectives of pediatrics: "to do them good who have the most need."

EDWARD B. SHAW

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ARTICLES

FIFTY YEARS OF WORK FOR CHILDREN

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ON THE fiftieth birthday of a distinguished man, the image he has created and the work he has done are viewed against the background of his times. To look at a distinguished institution like the Children's Bureau in the same way seems useful.

BEGINNINGS

The Children's Bureau was established in 1912 by the Congress. Those were vigorous days. Since the turn of the century reforms of all kinds, "progressive" movements, had been the order of the day. We had left behind pioneering in the West and had begun to pioneer in our own backyards, in our own communities. There was a new concern for man himself and for the underdog. Working conditions, progressive education, industrial hygiene, trust-busting, women's suffrage, adult education—these and many others were of growing concern to the people and their leaders. Ellen Key had not yet raised the slogan "the century of the child," but at Hull House and Henry Street Settlement and in many other quarters there was a growing concern about all children—not just our own, or those in our jail, or school, or orphanage.

Life for children and for those who cared for them was a vastly different one than today. Information on how to bring up children was largely handed down—how to feed them, how to prepare a bottle or make a baby dress, what to do about minor illnesses or temper tantrums. There were few magazine articles or books, no radio, television shows, or lectures where these problems were discussed. The average physician was too busy taking care of children

with temperatures over 102°F, those choking of diphtheria or toxic with scarlet or typhoid fever, to bother with less serious problems of childhood.

One couldn't buy a layette, children's clothes to size, canned juices, infant foods, paper napkins, and only rarely pasteurized milk. Laundry was a major operation without washing machines and with the intricate ruffles, laces, and tucks that adorned baby clothes. Not even patterns for infant clothes could be purchased. Supplying them became an early activity of some of the little children's bureaus in cities and states. Diapers were made and washed at home. Cooking was done largely on wood burning stoves, and reading by oil lamps, for gas and electricity had not yet widely replaced them. Few homes had telephones. Transportation was really "horse and buggy" and mostly on dirt roads where those who did have cars were still at the mercy of mud and blowouts. The common drinking cup had just been prohibited, but only on interstate trains. The importance of vitamins A and D in growth and development were soon to be discovered by Dr. E. V. McCollum and others. Children worked 60 hours a week at oyster shucking, picking slate from coal in mines, or making artificial flowers in sweatshops and tenements. Few cities had playgrounds. No one knew how many babies were born a year or how many died, because there was no uniform registry of births and deaths. The mother whose child lived through the first summer sighed with relief. Physicians and parents dreaded but accepted as inevitable the recurrent outbreaks of typhoid fever, diphthe-

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ria, meningitis, diarrheal diseases, and pneumonia. Placing children in foster homes instead of large orphanages or helping a mother support a child at home (then called mother's pensions) were pioneering ideas.

There were few trained pediatricians, social workers, nutritionists, public health nurses, or child specialists of any kind. The facts of child growth and development widely accepted today were only being discovered. The idea of preventing disease by caring for well children was new, but few physicians were interested in it. The whole child was just becoming an object of concern and study.

The times were, indeed, ripe for the establishment of the world's first national Children's Bureau.* Over the years many other nations have followed suit, each setting up organizations best suited to their needs.

The mandate given by the Congress in 1912 to the Bureau was to "investigate and report upon all matters pertaining to the welfare of children and child life among all classes of our people." To follow the record chronologically seems less useful than to look at the types of activities that have characterized its first half century. Decade by decade, points of emphasis have changed as the problems changed, as technological and economic conditions have changed, as the concern of the public has changed, as scientific knowledge and experience through social experimentation have accumulated. Out of the work of the Bureau and the many national and local organizations (private, governmental, and professional) with which it worked came the specific problems with which it struggled. The tools used over and over again were research, training of professionals, education

* The first governmental unit in the world solely concerned with children was the Bureau of Child Hygiene, created 4 years before the Federal Children's Bureau, by the City of New York, arising from similar pressures and the added one of frightfully high infant mortality rates among the immigrant, slum-bound families.

new services with an emphasis on team of parents and the public, development of work, and strengthening of laws when indicated. The most visible activities, perhaps, have been the publications of the Bureau, the least visible the research and training.

PUBLICATIONS

The image which the Bureau created in 1912 was a shining one, a vigorous defender of the child, a haven for those who had troubles about children. Its staff of 15 was soon deluged with requests for help—hundreds from mothers or about-to-be mothers. The letters piled up and clearly could not be answered individually. The solution?—popular publications for parents, of which *Infant Care*, the second one produced, has long been the most popular. There have been over 42 million copies in 10 revisions since 1914. The publication cost stood at first and for many years at 5 cents a copy, but has now reached 15 cents. As with all Bureau publications, the writing is done by experts on the Bureau's staff, but always with the painstaking and gratuitous help of advisory committees made up of the country's chief experts in the subject.

The publications for the public have been written and rewritten as the demand and the need for them became evident. The publications usually grew out of the activities financed by the Bureau's funds. For example, as work for handicapped children developed, the popular series for parents of such children appeared. The Congress in 1935 had given the Bureau the job of helping crippled children. The visibly crippled came first—the orthopedic; then those who for years had too often been hidden—the epileptic, the cardiac, the cerebral palsied, the mentally retarded. The pamphlets teach parents how to care for the child so handicapped, how to face realistically the problems they and such children have, and often where to turn for help in their own communities. The knowledge that other families face similar problems helps, too.

The publications for professionals have been of all kinds. Guides and standards for

many types of services have been developed and have helped professional workers at home and abroad learn of better ways to bring health and welfare services to children. All are written with the help of those experienced workers who have struggled with the problems involved. Many are done co-operatively with professional organizations or taken over by them. *Standards and Recommendations for Hospital Care of Newborn Infants—Fullterm and Premature*, first developed by the Bureau and now revised and published by the Academy of Pediatrics, is but one example of many similar documents.

Some guides lead to far-reaching changes. Take the *Standards for Specialized Courts Dealing with Children*, developed jointly with the National Probation and Parole Association, the leading voluntary agency in the field, and the National Council of Juvenile Court Judges. Since their appearances in 1954 these standards have received judicial recognition in state and federal courts and have led to several decisions prohibiting the transfer of juveniles from juvenile to adult institutions. Principles enunciated in the *Standards* are now appearing in state legislation, even as those for nurseries appear in health legislation throughout the country. The judicial standards are being translated and used in other countries. One of the Bureau's publications, by Dr. Ethel Dunham on the premature baby, has long been the world's authoritative text on this subject.

TRAINING

It is perhaps little recognized that the Children's Bureau has financed professional education in many fields. These projects, like the publications, have grown out of studies of needs, out of the different activities the Bureau has sponsored through the years. Thousands of professional workers for children, particularly physicians, nurses, nutritionists, and social workers of several kinds have been aided directly or indirectly through the scholarships, "educational leaves," the refresher courses or the direct

grants given universities and colleges, supported by the monies given to the Bureau by the Congress. Some go directly from the Bureau, others come via funds given to the states. The states themselves have provided larger amounts of state tax funds as federal funds increased. Fourteen universities are currently supporting departments of maternal and child health or courses in family medical practice, mental retardation, psychology, nursing, pediatrics, and obstetrics, through direct grants from the Bureau.

RESEARCH

The starting point for the work of the Bureau in 1912 was infant mortality, a subject "fundamental to social welfare, of popular interest, and [a study that would] serve a real human need," as well as proper for the Bureau's work "with its closely allied interests of child welfare in the home and community."

In the absence of uniform registration, no one then knew how many babies were born or died each year. Births were often entered nowhere but in the family Bible. Estimates gave two and a half million births a year and an infant death rate of about 124 for every 1,000 live births. A number of representative cities were selected where there *had* been registration of births and deaths, and the Bureau set out to get the facts. Within these cities every birth and every child death was recorded, an early instance of the Bureau's interest in all children, not just in selected groups.

This pilot study, in addition to uncovering the simple facts about numbers and causes of death, documented some of the social and environmental factors associated with infant deaths, formed a basis for social legislation, and gave impetus to the movement for universal registration of births and deaths across the nation. The General Federation of Women's Clubs was active in this movement, but it was not until 1932 that the last state joined it and nationwide registration became a fact.

Very early in its history, the Bureau supported research in various fields of medical,

clinical, and public health concern. It did this not by giving grants, for it was not authorized to do this, but by employing brilliant young researchers and assigning them to various university faculties. Predominant in the research were community action projects, rather than laboratory work. Thus young Dr. Martha Eliot, under the guidance of Dr. E. A. Park at Yale, began investigating the incidence of rickets in the fall of 1923 and showed what could be done in any community to meet the problem for all children. All babies born in a district were examined regularly (with x-ray records of bone growth) and mothers were instructed in the use of sun baths and cod-liver oil to prevent the disease. This was before synthetic vitamin "D" could be had in tablets. A study of older children determined the amount of rickets already present. It was a pioneer study which applied pertinent laboratory and clinical knowledge in a public health setting for all those who could benefit by the application of scientific knowledge. Many studies of Dr. Harry Gordon and his group associated with Dr. Samuel Levine at Cornell on prematurity and the prematurely born baby were financed by the Bureau in the same manner.

Studies have not been limited to clinical entities or medical affairs. Pediatricians are familiar with what is often called the "Academy Study." It surveyed child health services and pediatric education throughout the nation. Planned by a small group to which Dr. Katherine Bain of the Bureau's staff was loaned and supported by the Public Health Service as well, it is typical of many co-operative studies made with different professional groups. Social workers are familiar with the studies of foster home care, of the problems involved in placing children in different types of homes, of adoption procedures used in various states, of foster home care for mentally deficient children, of institutional treatment for delinquent children, of unit costs of child placement and institutional care of children, of programs and services available for the men-

tally retarded or of programs in public training schools for delinquent boys and girls, assigned by the courts.

Interest in and support for research by the Bureau has varied through the years. If support for these activities had been greater, particularly if funds for grants-in-aid for research had been readily available, there might now be fuller answers today to many questions about children's health and welfare—such as the causes of and the prevention of premature labor, congenital malformations, mental retardation, birth injuries, family breakdown, and juvenile delinquency. Legislation of this kind was put before the Congress several times, but for once those interested in children did not get their way. The Congress generously supported research in the reproduction and rearing of animals through the Department of Agriculture and later attacks on various diseases and handicapping conditions in man through the National Institutes of Health. Research in how to improve the product of human reproduction (i.e., the human infant) and many problems of child rearing have not been so supported. Not until 1961 at President Kennedy's insistence was there a real push to tackle these problems with at least some of the spirit in which medical research has been supported through the National Institutes of Health. To pinpoint the reasons for this lag is difficult. Was it lack of leadership in the Bureau? Failure to create an image that would capture public enthusiasm? Or a public tendency to view these affairs as something which should not be studied or interfered with? Or a sense of hopelessness in tackling them? A lack of strong support outside of government? A lack of techniques and able research workers in the field? All may have played a role. Progress has been greater in areas where exact knowledge of cause and effect was available, as in prevention of childhood diseases, than in areas where it has not, such as juvenile delinquency, or mental retardation. With an expanded research program, perhaps progress will be greater. The problems are complicated, but

TABLE I
INFANT AND MATERNAL MORTALITY—UNITED STATES,
1915 AND 1959*

Rate	1915		1959		Reduction (%)
	Rate	Rate	Rate	Rate	
Infant mortality (number of deaths per 1,000 live births)	99.9	26.4	74		
Maternal mortality (number of maternal deaths per 10,000 live births)	60.8	3.7	94		

* Expanding birth-registration area included 10 states and the District of Columbia in 1915; in 1959, 50 states and the District of Columbia. Source of data: National Vital Statistics Division.

as new knowledge is acquired, as effective ways to apply it are discovered, and as it is widely used, children should have happier, better lives. Already infant and maternal deaths are down; the common diseases of childhood are being controlled (Tables I and II), service programs of all kinds have been developed and improved, and there is already greater knowledge of the growth and development of children. These changes have come about, in part at least, because

of the research and other efforts of the Children's Bureau.

SERVICE THROUGH GRANT-IN-AID PROGRAMS

Though the original mandate to the Bureau was "to investigate and report," those who had fought for its creation for 9 years, the first chief and her advisers, and the public, had no idea of letting matters rest after investigations and reports. The infant and maternal mortality studies uncovered the facts. Then the controversial Sheppard-Towner Act of 1921 made grants to the states for the purpose of co-operating with them in promoting "the welfare and hygiene of mothers and infants." A Board, consisting of the Chief of the Bureau, the Surgeon General of the Public Health Service, and the Commissioner of Education, administered the Act that was in effect until 1929. It stimulated the development of maternal and child health programs in all the states. Each state decided what it wanted and needed to do. In all but four states the state health department was the planning group. Soon there were more prenatal and well-baby clinics and more sterile supplies for hospitals and for the midwives who then

TABLE II
DEATHS AND DEATH RATES FOR SPECIFIED CAUSES AMONG CHILDREN AGED 1 TO 14 YEARS
IN STATES REQUIRING REGISTRATION OF DEATH*

Cause of Death	1900		1949		1959		Reduction (%)	
	Number	Rate†	Number	Rate†	Number	Rate†	1949-1900	1959-1900
All causes	47,077	866.3	34,404	92.6	16,319	31.9	89.3	96.3
Tuberculosis, all forms	3,040	55.9	1,302	3.5	190	0.4	93.7	99.3
Scarlet fever	1,662	30.6	23	0.1	13	‡	99.7	‡
Diphtheria	7,077	130.2	435	1.2	62	0.1	99.1	99.9
Whooping cough	1,066	19.6	199	0.5	83	0.2	97.4	99.0
Acute poliomyelitis	911‡	7.2‡	1,282	3.5	176	0.3	51.4	95.8
Measles	1,723	31.7	570	1.5	281	0.5	95.3	98.4
Influenza and pneumonia, except pneumonia of newborn	7,767	142.9	3,223	8.7	3,294	6.4	93.9	95.5
Appendicitis	428	7.9	559	1.5	192	0.4	81.0	94.9
Gastritis, duodenitis, enteritis, and colitis, ex- cept diarrhea of newborn	5,284	97.2	940	2.5	626	1.2	97.4	98.8
Accidents	2,688	49.5	10,278	27.7	11,402	22.3	44.0	55.0

* Death-registration states: 1900, 10 states and the District of Columbia; 1910, 20 states and the District of Columbia; 1949, entire continental United States. Source of data: National Vital Statistics Division.

† Rates per 100,000 estimated midyear population for age group 1 to 14 years.

‡ Data for 1910.

§ Rate less than 0.05.

delivered so many mothers in their own homes. Nutrition, maternity, and "child hygiene" classes for mothers were developed. There were more public health nurses, physicians, and dentists working with children, particularly in rural areas.

Little attention had been paid to midwives. Instead of an estimated 5,000 in the country, new studies located some 45,000. In some states they presided at a very high percentage of births. They had to continue to be used because hospital maternity beds and physicians were scarce, so most states made efforts to improve the practices of midwives rather than to outlaw them.

The Sheppard-Towner Act did something else. The states and federal experts learned to work together toward a common goal and so laid a foundation for the many programs financed after 1935 by the Social Security Act in which both federal and state authorities are involved.

The development of the Social Security Act is a story in itself. Suffice it to point out that the 1920's had seen hundreds of studies about the social and economic conditions under which the nation's children were growing up, that the knowledge of pediatrics, child growth, and development was expanding tremendously; that social philosophies and public interest were demanding new approaches to solving social and economic problems; and finally that the great depression was so catastrophic that drastic social action was clearly indicated. The committees that made recommendations concerning children recommended (1) expansion of the mother's pension system through federal, state, and local co-operation in financing and operating the scheme; and (2) federal aid to the states to develop maternal and child health programs; medical care for crippled children and child welfare services.

Congress acted. The new Aid-to-Dependent-Children scheme took care of the mother's pension, since under the Social Security Act it was an income maintenance rather than a service program. The Children's Bureau was not given administrative

responsibility for it. The Children's Bureau, however, was given responsibility for maternal and child health, crippled children, and child welfare services. In 1936, \$8,150,000 was authorized, \$3,392,000 of which was appropriated. For 1962, Congress appropriated \$69,100,000. The dollars have significance only as we see what they have bought. These funds and the work they represent, as the Bureau frequently says, have been only one factor leading to remarkable improvements in the services available to protect the well-being of American children. But it can scarcely be doubted by those sufficiently honest and diligent to read the record that they have had a tremendous effect.

The work has often been with special groups of children—the cardiac, the newly-born, those neglected, abused, or abandoned by families for a variety of reasons, including deaths and illness. But work in behalf of special groups usually helped all children directly or indirectly. As the Lasker Award to the Crippled Children's program of the Bureau said, it "has helped 4½ million who are handicapped. . . . Not only were children helped but millions of other—young and old, have benefited by the extensive services set up under its aegis."

Here is a partial, randomly selected list of projects supported and developed with the help of the funds appropriated annually by the Congress* and administered by the Children's Bureau.

Regional centers to provide services for those with handicaps which demand scarce and expert skills—the congenital cardiac who needs surgery, the amputee.

Better maternity care, especially for women with complications of pregnancy.

New adoption and foster home services.

Pioneer studies in causes of stillbirths.

Immunization programs against childhood diseases.

Development of special service programs for premature infants, and children with rheumatic fever, cerebral palsy, etc.

* And the figures show that as federal dollars have been increased so have state and local appropriations, and in greater proportions.

Community day-care service for children of working mothers.

Help with problems of juvenile delinquency.

Special services to the war-time refugee children who came here after 1940.

Dental care for pregnant women and children.

School health services.

Better nutrition and social services.

Speech and hearing centers.

Treatment for the epileptic.

More social services to children in their own homes to prevent separation of parents and child.

Development of group foster homes and home-maker services.

Services for children of migrants and those in isolated rural areas.

Professional training for probation officers, police officers, and institutional personnel.

Help for unmarried mothers and their babies.

More preventive medicine for the well child and to the mentally retarded.

These grant-in-aid programs have become in many ways, the heart of the Bureau's work. Out of them come the problems that lead to research, to training of professionals, to public education, to legislative activity, to publications, to development of new types of activity. They are co-operative ventures, with the states, with universities, with voluntary agencies, with local communities.

Grants-in-aid are common practice with governmental agencies and private foundations. Those administered by the Children's Bureau have been unique in that they have stressed and insisted upon high standards of excellence in the services they support. This has led to criticism and perhaps to some hostility to the Bureau. Leaders on the local scene, however, have learned that this insistence on excellence has been invaluable in getting local support for better services for all mothers and children in the area, and not just more services.

The Bureau's leaders and their advisers have been idealists in their goals, but they have been realists too. The pattern of work has been remarkably the same for many programs. The important thing has been to have the best, most-tested knowledge available about what is good for children; the next is to be sure that everyone who can

make good use of this knowledge gets it. Knowledge is secured in many ways, through studies, experimentation, demonstration projects, conferences with knowledgeable people. Spreading it is accomplished through consultative services, through training professional workers, through setting standards, through professional publications and conferences, through public education, through travel grants, through paying for better services, through getting many groups with similar or related interests to carry more responsibility. The patterns vary from state to state, from rural areas to urban areas, but all from time to time have used these ways of spreading knowledge.

To give one recent example—mental retardation has been known since time immemorial. It is often recognized and admitted soon after birth and has been dealt with in many ways. The specific causes are little known. The reaction of parents and society has, in general, been to hide to victims—upstairs, in attics, in custodial institutions. But the 1950's took a new look at these children. By 1957 the Congress earmarked one million dollars specifically for special projects serving this group, and with success came more dollars. In 4 years, look at the achievements of the new program:

Fifty-two state and territorial health departments have special programs, and most of these give clinical services to mentally retarded children living at home and their families

Of the nation's 82 special clinics listed for retarded children, 50 were developed by this program.

Over 200 specialists of various kinds were recruited and trained for the new services.

Over 25,000 public health nurses got some training to assist families in the home care of the mentally retarded.

Fourteen medical schools are using special clinical services to retarded children as the basis to train students, interns, and residents.

Some 5,700 medical and nursing students, interns and residents have received some training in working with such persons.

More than 25,000 retarded children have been given complete evaluation and follow-up care, and currently 10,000 a year are being served.

Public health methods of screening newborn in-

fants to find cases of phenylketonuria, one cause of mental retardation, have been evolved and are being used. Last year 25 such infants were found and are on diets that will prevent retardation.

Educational materials, including four films, on retardation have been prepared.

This record, as the Bureau always emphasizes, is the work of many leaders and many groups, but the stimulus, the leadership, and the help of the Bureau has speeded movement toward the solution of an age-old problem. With the personal interest of President Kennedy in this problem, and new research programs, much more should happen.

THE EMERGENCY MATERNITY AND INFANT CARE PROGRAM OF WORLD WAR II

The EMIC program was a unique effort born out of wartime needs, specifically out of a call for help from the Commanding Officer at Fort Lewis, Washington. On a voluntary basis it provided medical, nursing, and hospital care for the pregnant wives of service men in the lowest pay grades, and for their babies through the first year of life. Some 1,500,000 patients were cared for, to the great relief of young mothers left alone to have babies while their husbands were overseas. The morale of young fathers was lifted by the knowledge that their families at home were being cared for and the bills paid.

This was the first nation-wide public medical care program for civilians ever undertaken in this country. Critics there were, with criticism directed chiefly to administrative problems inevitable in a service that grew rapidly in a wartime period. Twenty years later it seems strange that physicians did not study the lessons to be learned from it more carefully. It used existing facilities and personnel, was a voluntary scheme, and despite the heavy patient load left permanently improved practices, particularly in hospitals.

WHITE HOUSE CONFERENCES

The White House Conference for Chil-

dren has been a feature of American life since 1909, when the first one was called by President Theodore Roosevelt to discuss help for dependent children whose families, for whatever reason, could no longer care for them. Each decade since, the President has called the conference. The focus of interest varies and mirrors the concerns of the time. Standards on child welfare, child health, children in a democracy, the emotional development of children, and the needs of children and youth in a changing world have each received attention. Pediatricians have particular reason to be grateful about the 1930 conference. The 32 volumes to which it gave rise assembled an enormous amount of information about child health, growth, and development, and the conference itself initiated a new era in the development of the comparatively new field of pediatrics. Later conferences have grown larger, more diffuse in their focus, and though still widely heralded, seem to many to have lost some of their earlier vigor.

CHILD LABOR

Child labor was a burning issue when the Children's Bureau began, and was for years a focus of many of its activities: compilation of state laws, studies of conditions under which children worked in many specific industries and occupations, promotion of better laws and regulations. This work culminated in the Fair Labor Standards Act of 1938, which set a floor to wages and a ceiling for hours in interstate industries for all ages and opened the way for a national minimum standard for child labor. Until 1946 the Bureau specialists worked with many other groups on labor problems. When it was transferred to the Federal Security Agency in July, 1946, this function was left in the Department of Labor, to which the Bureau had been attached for years. The Bureau would appear to have lost considerable support when it was moved, for labor groups have become less concerned with children in recent years.

IN RETROSPECT, HOW AND WITH WHAT?

The Bureau has always been small for the size of the jobs it undertakes. This has probably been both a weakness and a strength. Its old reputation for doing more with a nickel than any other governmental agency has been well deserved. It began with a staff of 15 and a budget of \$25,640. Today it has a staff of slightly fewer than 270. While it administers grants of almost \$69,000,000, its total salaries and expenses are still less than \$2,500,000—and the grants are only part of its program. Research and publications must come out of this, too.

The character of a great institution, Alan Gregg once declared, is associated with the degree to which it can create an "air of expectancy"—expectancy that something great is about to happen and that it will be exciting to be a part of it. Certainly this was the image the Children's Bureau first created. It was the defender of America's children, not just the poor and neglected, but all children, all families. Judges, statesmen, clubwomen, church leaders, politicians, leaders in all walks of life were its champions.

An organization reflects, too, the quality of its leadership. Certainly those four women who were the Bureau's first four chiefs were remarkable leaders. Julia Lathrop (1912-1921) had been a close associate of Jane Addams at Hull House. Grace Abbott (1921-1934) had come to the Bureau to administer the new child labor law in 1917. Katherine Lenroot (1934-1951) had worked in the Bureau since 1915. Her father had been a senator from Wisconsin; and her practical political knowledge, in the best sense of that phrase, was large. Martha Eliot (1951-1956) was a pediatrician and scientist who joined the Bureau in 1924 as a young research worker assigned to Dr. E. A. Park, Professor of Pediatrics at the Yale School of Medicine; she later spent years as co-chief with Miss Lenroot. These four able women guided the Bureau with a firm and imaginative hand for almost half a century, no matter to what unit of gov-

ernment it was attached. The new chief, Mrs. Katherine Oettinger, comes from the social work field. The responsibility is large, for on her shoulders rests the job of charting the course for the nation's children in these rapidly changing times.

With so small a staff, Miss Lathrop saw immediately the "power of teamwork" and what she called "unsparing diligence and hearty interest." These characteristics came to distinguish the Bureau efforts over the years. The "unsparing diligence" made both enemies and friends, but children were the gainers.

With the myriad activities in which the Bureau has delved, it seems clear, too, that its one-of-a-kind specialists have added greatly to its success. Each knew, really knew, his or her own field, followed its ups and downs, shared experiences, stimulated, supported, criticized, and praised new ventures everywhere. The effect of work of this kind is impossible to measure, but I doubt if any physician who struggles to keep a prematurely born infant alive today would be able to do as much for his patient if the Bureau had not had Dr. Ethel Dunham on its staff for so long. Certainly thousands of New Yorkers today owe their lives to her efforts, for without her help I know we would not have developed our city-wide premature program. The deep sense of responsibility to their fellowmen, together with the wide experience of Bureau leaders and specialists, has been the main stay of the Bureau's wide influence. Coupled with this was an amazing ability to mobilize public support for what needed to be done and to recruit the active support of groups, from women's organizations to labor unions. Failures there have been, many of them, but what great endeavor has not had them?

THE PRESENT AND THE FUTURE

The record of our nation's efforts for children looks good and is good. Many individuals and organizations have helped make it so. It is a challenge to many nations around the world.

As we have helped our children for over 50 years, the nation itself has changed, and these changes also affect children. We are prosperous; family incomes and standards of living are up. Working hours are shorter. Yet we still have problems.

The numbers of children continue to grow. The nation is expected to add 33 million to its population in this decade (1960-1970) alone. At the same time, people are living longer so that the proportion of older people is rising, too. We are expanding at the ends of the seven ages of man, and, in comparison, dropping in between. Each year the number of adults in the middle are required to care for more of those at the ends: the babies and children, and the older people.

We are becoming urbanized at a fast rate. Two thirds of our people already live in city complexes, and 44% of our children (under 18) live in just seven states. We are on the move. In one recent year one of every five families moved to a new county.

The decline in our infant mortality rates has leveled off, although certain areas lag behind the national average. Two thirds of our maternal deaths are still from preventable causes. Out-of-wedlock births continue to rise. Dietary deficiencies are still prevalent in certain groups. More mothers of young children are in the labor force—an 83% increase in a decade. Manpower shortages in health, welfare, and education are serious and growing more so as the population increases.

Problems of all sorts are rising out of in-

creased specialization within the professions: problems that must be solved if children (and adults) are to get the best the specialists have to give. Health and medical care services are in need of drastic reorganization to cut down the fragmentation and duplication of care. We know much more about how to prevent, control, and ameliorate handicapped conditions than we put into practice.

Too little is known about preventing accidents, premature labor, emotional disturbances, congenital defects, mental retardation, and a host of other ills. Juvenile delinquency is increasing, and we are only slightly better equipped to control it than we were 50 years ago. We have not greatly improved our methods of handling family breakdown, narcotic addiction, or our techniques for reaching the "multiproblem," "hard-to-reach" family.

There is still enough to be done for children to warrant all-out effort. Results with the young pay off socially, even if they do not vote. The problem is to find methods and techniques and to apply them.

Will the Children's Bureau of the next half century create an image of what needs to be done? Will the necessary research, training of professionals, education of the public, and action programs receive support without the continuing leadership of this unit of government concerned with children? Or are there other ways to solve the problems our country still has in bringing up its children? In the light of past experience the answer seems clear.