

**CHILDREN'S BUREAU, HEARING  
BEFORE THE COMMITTEE ON LABOR  
OF THE HOUSE OF REPRESENTATIVES,  
SIXTY-SECOND CONGRESS, FIRST  
SESSION ON H. R. 4694, MAY 12, 1911**

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**VARIOUS**

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# CHILDREN'S BUREAU

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HEARING

BEFORE THE

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COMMITTEE ON LABOR OF THE  
HOUSE OF REPRESENTATIVES

SIXTY-SECOND CONGRESS, FIRST SESSION

ON

H. R. 4694

MAY 12, 1911

COMMITTEE ON LABOR

W. E. WILSON (Chairman), <i>Pennsylvania.</i>	FINLY H. GRAY, <i>of Indiana.</i>
W. L. HENSLEY, <i>of Missouri.</i>	JOHN J. GARDNER, <i>of New Jersey.</i>
JAMES P. MAHER, <i>of New York.</i>	E. B. VREELAND, <i>of New York.</i>
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DAVID J. LEWIS, <i>of Maryland.</i>	W. C. HAWLEY, <i>of Oregon.</i>
WILLIAM S. HOWARD, <i>of Georgia.</i>	J. M. C. SMITH, <i>of Michigan.</i>
FRANK BUCHANAN, <i>of Illinois.</i>	AGNES H. WILSON, <i>Clerk.</i>

WASHINGTON  
GOVERNMENT PRINTING OFFICE  
1911

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AA  
1911

[H. R. 4694, Sixty-second Congress, first session.]

**A BILL** To establish in the Department of Commerce and Labor a bureau to be known as the children's bureau.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That there shall be established in the Department of Commerce and Labor a bureau to be known as the children's bureau.

**Sec. 2.** That the said bureau shall be under the direction of a chief, to be appointed by the President, by and with the advice and consent of the Senate, and who shall receive an annual compensation of five thousand dollars. The said bureau shall investigate and report upon all matters pertaining to the welfare of children and child life, and shall especially investigate the questions of infant mortality, the birth rate, physical degeneracy, orphanage, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, legislation affecting children in the several States and Territories, and such other facts as have a bearing upon the welfare of children. The chief of said bureau may from time to time publish the results of these investigations.

**Sec. 3.** That there shall be in said bureau, until otherwise provided for by law, an assistant chief, to be appointed by the Secretary of Commerce and Labor, who shall receive an annual compensation of two thousand four hundred dollars; one private secretary to the chief of the bureau, who shall receive an annual compensation of one thousand five hundred dollars; one statistical expert, at two thousand dollars; two clerks of class four; two clerks of class three; one clerk of class two; one clerk of class one; one clerk, at one thousand dollars; one copyist, at nine hundred dollars; one special agent, at one thousand four hundred dollars; one special agent, at one thousand two hundred dollars; and one messenger, at one thousand four hundred and forty dollars.

**Sec. 4.** That the Secretary of Commerce and Labor is hereby directed to furnish sufficient quarters for the work of this bureau at an annual rental not to exceed two thousand dollars.

**Sec. 5.** That this act shall take effect and be in force from and after its passage.

a. J. J. B. 24/12

## CHILDREN'S BUREAU.

COMMITTEE ON LABOR,  
HOUSE OF REPRESENTATIVES,  
*Friday, May 12, 1911.*

The committee met at 10 o'clock a. m., Hon. W. B. Wilson (chairman) presiding.

The CHAIRMAN. We have met this morning for the purpose of considering H. R. 4694, a bill introduced by Mr. Peters, of Massachusetts, to establish a bureau in the Department of Commerce and Labor to be known as the children's bureau.

### STATEMENT OF HON. ANDREW J. PETERS, A REPRESENTATIVE FROM THE STATE OF MASSACHUSETTS.

Mr. PETERS. Mr. Chairman and gentlemen of the committee, I wish to call attention to one or two points in this measure, and then I shall present to the committee various ladies and gentlemen who are particularly qualified to state the purposes that it is hoped to accomplish by a children's bureau, and show to you the great public need which we believe exists to-day for such a bureau. This bill seeks to establish under the Department of Commerce and Labor a bureau known as the children's bureau. The bureau shall be under the direction of the chief, to be appointed by the President, and shall have certain other assistants. The total expense contemplated by this bill for the chief, assistants, for the experts, clerks, and everything else amounts to \$29,440 annually, including rent and the various salaries and expenses of the people connected with it.

Mr. SMITH. I notice you have some clerks mentioned without naming the compensation. At what do you estimate the salary of the 2 clerks of class 4, 2 of class 3, and 1 of class 2?

Mr. PETERS. I have estimated those as to classes, and that is included in my estimate.

Mr. SMITH. In your estimate at what do you figure their salaries? You have one clerk at \$1,000, and an estimate of all of them seems to be \$70,000, the way I figure it, at \$1,000 apiece.

The CHAIRMAN. Class 3 is composed of \$1,100 clerks, is it not, Mr. Peters?

Mr. PETERS. Yes; I think so, Mr. Chairman. They are all fixed by law definitely.

Mr. SMITH. There is a law on that subject now, is there?

Mr. PETERS. Yes. I have not got the amount in detail of the classes.

Mr. SMITH. I see that the compensation is put in for most of them, but left out in these cases.

Mr. PETERS. That is because the compensation for these particular classes is fixed by law.

The CHAIRMAN. I think class 1 is \$900; class 2, \$1,000; class 3, \$1,100; and class 4, \$1,200. I think that is the classification.

Mr. PETERS. I think you are right in that, Mr. Chairman. By specifying the classes the salaries and expenses are definitely fixed. I will insert an exact list of the expenses of the children's bureau, as asked for in my bill (H. R. 4694), which is as follows:

Chief .....	\$5,000
Assistant chief .....	2,400
Private secretary .....	1,500
Statistical expert .....	2,000
Two clerks of class 4, \$1,500 to \$2,000 each .....	4,000
Two clerks of class 3, \$1,600 to \$1,800 each .....	3,600
One clerk of class 2, \$1,400 to \$1,600 .....	1,600
One clerk of class 1, \$1,200 to \$1,400 .....	1,400
One clerk .....	1,000
One copyist .....	900
One special agent .....	1,400
One special agent .....	1,200
One messenger .....	1,440
	<hr/>
	27,440
Annual rent not to exceed .....	2,000
	<hr/>
Total .....	29,440

The first children's bureau bill was introduced in the Fifty-ninth Congress at the request of the National Child Labor Committee. It was indorsed by President Roosevelt and by Secretary Hitchcock, of the Department of the Interior. At that time it was intended to have the bureau made a bureau of the Department of the Interior. But it has now been thought better to put it under the Department of Commerce and Labor, because it will be more in line with the general work which the Department of Commerce and Labor is undertaking. This measure was brought before the Sixtieth Congress and referred to the House Committee on Expenditures in the Interior Department and to the Senate Committee on Education and Labor. After hearings, both of these committees reported the bill favorably, without any amendment, and that year President Roosevelt, in one of his special messages, referred specifically to the bill. The bill for a children's bureau was again introduced in the Sixty-first Congress, and very much the same routine was gone through with. The interest in the bill, however, had so much developed that at that time the possibility was considered of establishing not a bureau, but a department; but it was thought better to have the establishment of a bureau rather than a department, on account of expense. A similar measure was introduced at the last session by Hon. Herbert Parsons, a Representative from the State of New York, one who has always been a valiant champion of the interests of the children on the floor of the House. I regret that you are losing his presence here to-day in urging this bill, as well as that the country is now deprived of his services in the House. In the Sixty-first Congress this bill was introduced in both the Senate and the House, and in both of these bodies there were favorable reports made on the measure. I will submit, for the purpose of introducing



it into the record, Mr. Chairman, the exact references to those reports, so that in case anyone may desire they can obtain the information contained in the evidence of those hearings.

*Summary statement of committee hearings and reports on children's bureau bills.*

Sixtieth Congress, second session:

Hearing on H. R. 24148 before House Committee on Expenditures in the Interior Department, January 27, 1909.

Report on H. R. 24148 (Rept. No. 2144) recommended the passage of the bill.

Hearing on S. 8323 before Committee on Education and Labor, February 4, 1909.

Report on S. 8323 (Rept. No. 974) recommended the passage of the bill.

Sixty-first Congress, second session:

Hearing on H. R. 23259 before the Committee on Expenditures in the Department of Commerce and Labor, April 13, 1910.

Report on H. R. 23259 (Rept. No. 1675) recommended the passage of the bill.

Report on S. 423 (Rept. No. 417) by Committee on Education and Labor recommended the passage of the bill as amended.

Sixty-first Congress, third session:

Senate, on February 14, 1911 passed S. 423.

The total population of the United States in the 1900 census was 75,994,575 people, and of these 44.3 per cent, or 33,681,074, were under 20 years of age, and their care should be aided by the researches of this bureau. Seven million two hundred and fifty-three thousand seven hundred and thirty-six were from 1 to 4 years of age; 8,874,123 were from 5 to 9 years of age; 8,080,234 were from 10 to 14 years of age; and 7,553,089 were from 15 to 19 years of age. The most precious thing which the Government has, Mr. Chairman, are its children. After our years of struggle we founded a Government which is based on universal suffrage, and if we are going to preserve the benefits of universal suffrage we must have the children well brought up, strong, healthy, and able to understand the duties of citizenship. To care for the children is the one thing which meets always public approval. No class of appropriations in the country is so generally accepted by the people as the appropriations for the schools and for the health and welfare of the children. There has been a tremendous difficulty, however, in finding out the best way of meeting the children's problems. One community may meet them one way, and by carrying on experiments for the purpose of caring for delinquent children, or having, for instance, juvenile courts or some other phase of the child problem; another community in the country may be trying the same experiment, and yet each will be unable to benefit by the experience of the other. It is proposed by this bill that the Government shall collect and have in shape for ready reference all information which bears on the subject of the welfare of the children. It has been urged that the Census Bureau and the other various bureaus perform work of this nature. Mr. Chairman, the Census Bureau's duty is purely to collect statistics for the departments of the Government, such as they may be directed to, and not to make any deductions from them, and the work of this proposed bureau is not now done by any bureau and is in no way a duplication of work which is being done.

Directors of these bureaus of the Government were present at a previous hearing, and all stated that no duplication of work would

result. Director North, of the Census Bureau, who was before the committee at the hearing two years ago, said:

The Census Office is a purely statistical office. Its function is to collect the cold-blooded facts and analyze and interpret them, and leave to the public at large the duty of drawing the ethical or moral or industrial conclusions which those facts convey. I feel very strongly that if any legislation is enacted which in any way modifies the function of the Census Office in that regard it will be highly detrimental to the work of the office. Such statistics as the bureau finds it necessary to collect the Census Office would collect for it. We do now collect statistics for a number of the bureaus of the Government, and collect them in the way that they want them collected. That is the general position of the Census Office on that proposition, and I believe it is a position which is scientifically correct; that it is a position which it is necessary for the office to maintain if it is not to lose its standing as a purely statistical bureau. We do not want to divert our energies into studies of physical degeneracy, of orphanage, of juvenile delinquency and juvenile courts, and all that class of questions, which are not statistical questions.

Commissioner Neill, of the Bureau of Labor, who was before the committee, also stated at the same hearing:

I do not feel at all, Mr. Chairman, that any of this work is a duplication of the work we are doing, and it would be handled in a different way. There are only two or three things that we would touch at all, and then we would handle them in a way entirely different. I do not believe you could get the same quality of ability to do this work under the Bureau of Labor as you could if it was under an independent bureau. I think that is a point that should be considered in the concentration of Government work; that is something that should be kept in view. The concentration, in my judgment, is certain to lead to a less high-grade quality of work.

Question. You believe, then, the most practical thing and the most advisable thing is to establish a bureau?

Mr. NEILL. Unquestionably. \* \* \* I do not believe if the Government is going to spend money at all in this particular line, that it will be economical or that we shall get the best results if it attempts to simply make use to a limited extent of existing organizations, no one of which, so far as I know, is equipped or could equip itself without somewhat departing from its proper line of work, to study these things as thoroughly and as fundamentally as they ought to be studied.

Commissioner Brown, of the Bureau of Education, upon the same question said:

From the point of those of us who are engaged in educational work these purposes are of the utmost importance, and it seems to us that if we are to make proper provision for the future industrial efficiency of this country or its efficiency along all social lines, it will be necessary that such investigations as those that are contemplated in this bill should be undertaken with the utmost care. There is, then, on the part of those who are connected with the Bureau of Education and those with whom the Bureau of Education has most to do, a very strong sense of the importance of this measure. It certainly looks to the conservation of the character of our people in ways in which I am convinced we shall have to look to it with the utmost care within these coming years.

Referring now more particularly to this bill, I should say that for such work as the Bureau of Education has to do it is important that such work as is here defined should be done somewhere. We can not deal properly with the large questions of the education of children without a more detailed and accurate knowledge than we now possess as to the actual conditions surrounding the child life of the country, such conditions as are referred to in this bill.

I think the best way to accomplish this end is by the passage of such a bill as this and the establishment of a separate bureau.

You will see then, Mr. Chairman, that the heads of these three bureaus all believe that the work which we seek to accomplish should be placed under a separate bureau, and should not be placed on their hands. There is no infringement of State jurisdiction contemplated. It is not expected that this bureau will interfere or will recommend

legislation that will interfere with the State's responsibility for dealing with its own people. It is proposed, however, that this bureau will collect from the experiences of communities all over the United States legislation so that the States can act intelligently and can have the advantage of the collection of wide experience to go on. Through the bureau's information the States will better meet their duties toward their people.

In some work in which I was interested, Mr. Chairman, that was brought particularly home to me. I was in the Massachusetts State Senate at the time when it was proposed to establish in the city of Boston a juvenile court. I was one of the committee which drafted a bill. We experienced the greatest difficulty in obtaining any accurate information as to what was being done in the way of treatment of juvenile offenders all over the country, and we could only obtain information by writing to people or cities we happened to know were engaged in that work. Had an establishment of this nature been in existence it would have been possible to apply directly to it and then obtain accurate and definite information as to the way in which juvenile offenders were being treated, and by contrasting the various attempts to determine on the best plan for us to adopt.

There are many bureaus now, but the very fact that there are so many bureaus for so many other less subjects of much less importance than the treatment of children is an argument for establishing a bureau for this purpose. There are 117 bureaus already. The State Department has 9, the Treasury Department 19, the War Department 17, the Department of Justice 6, the Post Office Department 5, the Navy Department 22, the Interior Department 9, the Department of Agriculture 15, and the Department of Commerce and Labor 15. Mr. Chairman, if we have not neglected the creation of any bureau for these many objects, why should we longer postpone the creation of a bureau for this most important object of the care of our children.

I appreciate, Mr. Chairman, that the expenses of this Government have increased alarmingly within the last few years, and that we should take every means to cut them down and make the burden on our people less as regards taxation. But the establishment of this children's bureau is a mere trifle in the general expense and in the general good. It meets one of the most important responsibilities of the Government.

Mr. Chairman, for the last previous year we have appropriated for investigations of plant diseases and pathological collections \$22,930. I wish to call your attention to the fact that the creation of this bureau will only cost \$29,000.

The CHAIRMAN. You think that the cost of this bureau will only be \$29,000. You have in mind, I presume, the cost of clerical work here at Washington.

Mr. PETERS. Yes; the cost of the clerical work here at Washington.

The CHAIRMAN. Would it not also require, in order to make the bureau effective, considerable field work and also printing and work of that kind?

Mr. PETERS. This includes the expenses of all the men engaged in field work. It includes the expenses of everything except printing.

As I said, Mr. Chairman, for this last year we have appropriated for the investigation of plant diseases and pathological collections