

This
Item B
Copy:
Chron
Enum
Call N
Auth
Title:
Due D
Patro
Patro

The Child Labor Bulletin

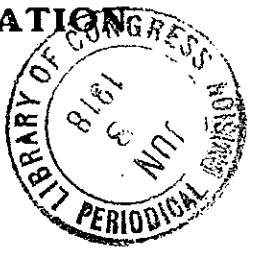
MAY, 1918

67#1

DR. ALEXANDER JEFFREY McKELWAY

FARM CHILDREN IN OKLAHOMA

FEDERAL AID FOR EDUCATION



PUBLISHED BY

National Child Labor Committee

to the states in the ratio which their urban population bears to the total urban population of the United States; also an initial appropriation of \$500,000, to be increased annually until the maximum of \$1,000,000 is reached in 1921, for preparing teachers, supervisors and directors of agricultural subjects, and teachers of trade, industrial and home economics subjects, which is allotted to the states in the ratio which their total population bears to the total population of the United States.

The Hollis bill for the promotion of elementary education, introduced into Congress last year at the instance of the Committee on National Aid to Education, provided for an initial appropriation of \$50,000,000, to be increased annually until the maximum of \$100,000,000 was reached in 1923, for the purposes of eliminating illiteracy, Americanizing immigrants and conducting rural schools, the appropriation to be divided into three funds (one for each of the three purposes) according to the ratios which the number of illiterates, foreign-born persons and rural children in the United States bore to the total number of such persons respectively, and the allotment of each fund was to be made to the states in the ratios which the number of their illiterates, foreign-born persons and rural children bore to the total number of such persons respectively in the United States. This measure was not acted upon by Congress, and it is now proposed to submit a new measure drawn upon a broader plan. This new bill for the promotion of general education as tentatively drawn by a committee of the National Education Association Commission on the National Emergency in Education, in cooperation with the National Child Labor Committee, is printed in full in this issue of *The Child Labor Bulletin*. It provides for an annual appropriation of \$100,000,000, to be divided among the states as follows:

One-twentieth for the purpose of cooperating with the states in instructing illiterates in the common school branches, in citizenship and for definite vocations—to be allotted to the states in the ratio which the illiterate population 10 years of age and over of each state bears to the total illiterate population of the United States; and

One-twentieth for Americanizing immigrants through instruction in the English language, training in the duties of citizenship, and development of respect for law and order and an understanding

FEDERAL AID FOR EDUCATION

EDWARD N. CLOPPER, PH.D.

Assistant Secretary, National Child Labor Committee

The people are no longer content to have our Federal Government confine its activities within the limits of what are generally understood to be purely national affairs. More and more we are looking to Washington for guidance and material help in matters that formerly were held to be the concern exclusively of the several states and local communities. This is clearly the tendency in the field of education. A series of federal acts for the development of agricultural education throughout the country and especially the recent Smith-Hughes Act for the promotion of vocational education, have stimulated thought as to the possibility of establishing a system of federal aid to the states for the benefit of other phases of public instruction, and already organized efforts are being put forth to make this a reality. There is general agreement as to the desirability of obtaining money from the Federal Government to widen the scope and make more effective the educational activities of the several states, but there is wide divergence of opinion as to the proper method of apportioning it among the states. In a federal form of political organization such as ours, this problem of allotment is most complicated because of the many different factors involved. Let us see how the matter has been approached so far.

The Smith-Hughes Act for the promotion of vocational education provides for an initial appropriation of \$500,000, to be increased annually until the maximum of \$3,000,000 is reached in 1926, for the purpose of cooperating with the states in paying the salaries of teachers, supervisors and directors of agricultural subjects, which is allotted to the states in the ratio which their rural population bears to the total rural population in the United States; an additional appropriation of the same amount for paying the salaries of teachers of trade, home economics and industrial subjects, allotted

of our civic and social institutions—to be allotted to the states in the ratio which the foreign-born population of each bears to the total foreign-born population of the United States; and

Five-tenths for equalizing opportunities for education by improving public elementary and high schools through the lengthening of the school term where it is now too brief, through standardizing, grading and supervising, through developing rural schools and providing thorough instruction—to be allotted to the states in the ratio which the number of teachers in the public schools in each state bears to the total number of public school teachers in the United States; and

Three-tenths for the promotion of physical education and recreation, medical examination of children of school age, employment of school nurses and instruction of the people in the principles of health and sanitation—to be allotted to the states in the ratio which the total population of each bears to the total population of the United States; and

One-tenth for training teachers, particularly for the rural schools—to be allotted to the states in the ratio which the number of teachers in the public schools in each state bears to the total number of teachers in the public schools in the United States.

The chief difficulty in this matter of federal aid, after the general principle underlying it has been accepted, is not in fixing the amount to be granted by Congress but in deciding upon the method by which it shall be allotted to the states. Shall it be on the principle of aid in proportion to each state's need, or on the principle of aid in proportion to each state's part of the country's population, or on some other principle? The allotment provided for by the Smith-Hughes Act and proposed in the bills just mentioned, is based upon the principle of aid in proportion to each state's part of that element of the country's total population which it is designed to benefit. In other words, the matter is viewed altogether from the national standpoint; it is held that in seeking to promote the general welfare through education, the nation should look upon each member of its population in the same way as upon every other member regardless of the state he lives in or of the number of his fellows in that state, and hence, that for the purposes of federal financial aid there should be no state lines so far as the method of determining the amount of aid per capita is concerned—for each

individual the Federal Government should allow a certain amount, an equal share of the appropriation, whether he lives in Maine or California, Wisconsin or Louisiana. All things considered, this is the fairest way of arranging the allotment but the population serving as the basis for the allotment should be that directly to be benefited instead of the total. Some of the various aspects of the subject are presented and briefly discussed in this article.

By the terms of the Hollis bill, if it had been enacted into law, New York would have received as its share of the illiteracy fund \$665,000, and Mississippi \$475,000, although only 5.4 per cent. of New York's population 10 years of age and over is illiterate while in Mississippi 22.4 per cent is illiterate. Opponents of the Hollis bill's method point out that Mississippi has a problem of illiteracy relatively much greater than New York's, but by this method of allotment would receive less assistance in solving it. Again, this bill would have awarded to New York \$545,000 for rural school improvement and to Mississippi \$694,000, although in New York the rural children 5 to 14 years of age form only 20.9 per cent of the total population of those ages while in Mississippi they form 91.2 per cent. Here also it is apparent that educating the rural child is a task relatively far greater for Mississippi than it is for New York, but the amounts awarded would not be based in any way upon a consideration of this fact.

In the tentative bill for general education, one-twentieth (\$5,000,000) of the total appropriation is intended for the instruction of the foreign-born, and the allotment to the states is to be made in the ratio which the foreign-born population of each bears to the total foreign-born population of the United States. Those who regard such allotment as unfair insist that inasmuch as a state must struggle individually to solve a problem connected with any element of its own population, the granting of federal aid should to some extent take into consideration the size and importance of that element in relation to the state's own population, rather than to the total population of the country. By equating, on the basis of 100, the percentages of a given element in the population of the different states, we can arrive at the proportional share of the federal grant that each state would receive if the allotment were made on this plan. In the following table the shares of eight northern and western states, and of five southern states are shown

as determined, first, on the principle of the proportion of each state's foreign-born population in the total foreign-born population of the United States, and also when based on the proportion of foreign-born persons in its own population, as calculated according to the method just described.

States	Allotment of \$5,000,000 for instruction of foreign-born, based on ratio of each state's foreign-born population to		Per Cent of foreign-born in own total population	Allotment per capita of foreign-born by second plan*
	Total foreign-born population in U. S.	Its own total population		
New York.....	\$1,016,500	\$224,000	30.1	\$0.08
Pennsylvania....	534,000	139,500	18.8	0.10
Illinois.....	446,500	159,000	21.4	0.13
Ohio.....	221,000	98,500	12.6	0.16
California.....	217,000	183,500	24.7	0.31
Iowa.....	101,000	91,500	12.3	0.33
Arizona.....	18,000	177,500	28.9	3.64
Virginia.....	10,000	9,500	1.3	0.35
Nevada.....	7,500	179,000	24.1	9.09
Alabama.....	7,000	6,500	.9	0.34
Georgia.....	5,500	4,500	.6	0.29
Mississippi.....	3,500	3,500	.5	0.36
North Carolina...	2,500	2,500	.2	0.33

* Allotment per capita of foreign-born by first plan \$0.37 in each state.

It is at once apparent from the above table, that by determining the allotment on the basis of each state's proportion of foreign-born in its own population, most of the populous states in this list would get much less, while others would get approximately the same as by the first plan—that is to say, the aid would be less unevenly distributed in reference to the states themselves. However, Nevada, which has more wealth per capita than any other state in the Union, and Arizona, which also ranks high in respect of wealth per capita, would receive far more. The difference in the results of the two plans is brought out strikingly by the allotments per capita which, according to the first plan, would be 37 cents to each state, but by the second would vary from 8 cents in the case of New

York to \$9.09 in the case of Nevada. Such a distribution would be decidedly unjust.

Let us see what the result would be with regard to the distribution of money for the instruction of illiterates. The tentative bill for federal aid proposes an appropriation of \$5,000,000 for this purpose also. Calculating the shares of the same states in the same way as with regard to the foreign-born, we have the following table:

States	Allotment of \$5,000,000 for instruction of illiterates based on ratio of each state's illiterate population to		Per Cent of illiterates in own total population	Allotment per capita of illiterates by second plan*
	Total illiterate population of U. S.	Its own total population		
New York.....	\$368,000	\$68,500	5.4	\$0.17
Georgia.....	353,000	258,000	20.7	0.66
Pennsylvania....	321,000	73,500	5.9	0.21
Alabama.....	319,500	285,500	22.9	0.81
North Carolina...	264,000	230,500	18.6	0.79
Mississippi.....	263,000	279,000	22.4	0.96
Virginia.....	211,000	189,500	15.2	0.81
Illinois.....	152,500	46,000	3.7	0.27
Ohio.....	113,000	39,500	3.2	0.32
California.....	67,500	46,000	3.7	0.61
Arizona.....	30,000	260,500	20.9	7.91
Iowa.....	27,000	21,000	1.7	0.70
Nevada.....	4,000	83,500	6.7	17.76

* Allotment per capita of illiterates by first plan \$0.91 in each state.

Here we find, of course, that the states with large percentages of illiterates in their population would receive much larger sums than those with small percentages if the allotment were proportionate to the size of this element in their own population, instead of in the total population of the United States. On the latter plan, some of the states with small percentages would enjoy much larger awards than some of those with large percentages, as is shown in the first column. A valid objection to this plan, however, is that to base the allotment entirely upon percentages would ignore the relative

numerical importance of this element in the several states, and that in the case of two states having the same percentages but great difference in the number of illiterates, the federal award would be the same for each. This is exemplified in the above table in the case of Illinois and California. Each would receive \$46,000 because 3.7 per cent of the population of each is illiterate, but Illinois has 160,000 illiterate persons and California only 74,000, or fewer than half as many, and this amount of money could therefore not produce the same results in Illinois as in California. Again, Georgia and Arizona have about the same per cent of illiterates in their population and consequently on the second plan would receive about the same amount, while on the first Georgia's share would be more than eleven times the share of Arizona because Georgia has 390,000 illiterates and Arizona only 33,000.

Here, too, the contrast between the results of the two methods is more sharply revealed in the allotments per capita—by the first plan each state would receive 91 cents for each illiterate, but by the second there would be great variation in the aid, extending from 17 cents in the case of New York to \$17.76 in the case of Nevada.

It is sometimes argued and with considerable force of logic, that if the opportunities and facilities for education were the same in all parts of the country there would be no occasion for federal aid; and that it is only because certain states are not able to maintain such good schools nor to have such long terms as other states, that the proposal is made. This being true, it would follow that federal aid, if granted at all, should be granted so far as possible on the principle of helping most where help is most needed. However, the grants under the Smith-Hughes Act are based upon the principle of aid in proportion to each state's part of the country's total population, and the Hollis bill was drawn on the same principle, as is also the tentative measure for federal aid for general education. Opponents of this latter plan contend that it would be the proper one to follow if the country were a unit for the provision, support and administration of schools, but that theoretically it is not the proper basis for distributing federal money among forty-eight states which are so many independent units so far as the maintenance of schools is concerned, and whose individual ability to maintain schools varies over a wide range. This ability can be fairly measured in terms of a state's total wealth per capita of its total population.

and comparative figures are available in the report of the U. S. Bureau of the Census for 1912. According to this report, the western states, generally speaking, have the greatest amount of wealth per capita, and the southern states the least, the range extending from \$5,038 in Nevada to \$726 in Mississippi. Comparing the figures for the five southern states in our list with those for the eight northern and western states, in respect of the estimated true value of all their property in 1912 per capita of their population 5 to 17 years of age inclusive, and their average expenditures for school purposes per capita of this population, together with these expenditures expressed in mills for each dollar of the former (which is simply the ratio of the latter to the former), we have the following table:

States	Amount per capita of population 5-17 years of age inclusive, in 1912, of		Ratio of expenditure to value
	Estimated true value of all property	Average expen- ditures for school purposes	
Nevada.....	\$29,400	\$40.24	1.4
California.....	16,320	49.28	3.0
Iowa.....	13,470	26.79	2.0
New York.....	11,320	28.09	2.5
Illinois.....	10,660	26.19	2.5
Arizona.....	8,870	30.57	3.4
Pennsylvania.....	7,650	23.05	3.0
Ohio.....	7,590	26.70	3.5
Virginia.....	3,540	8.63	2.4
Alabama.....	2,990	5.74	1.9
Georgia.....	2,730	6.18	2.3
North Carolina.....	2,440	5.48	2.3
Mississippi.....	2,200	4.59	2.1

These figures indicate that, at the time referred to, Mississippi was spending for school purposes per capita of her population of school age, less than any of the other states in this group and was not taxing herself to the same extent as most of the others in proportion to her ability as represented by her wealth. With the exception of Iowa and Nevada, all the states of the northern and

western group, it appears, were spending more in proportion to their ability than any of the five southern states, and the exception of Iowa and Nevada is due to their great amount of wealth per capita, for each was actually spending far more for the education of each child than any of the southern states. The record of Ohio is especially creditable as she leads the other states in the list—with not quite three and one half times the wealth per child, she was paying out nearly six times as much as Mississippi for each child's schooling. While it is true that the wealth of these five southern states at the time was much less than that of the others, it is equally true that they were not putting forth as much effort as most of the others, and although undoubtedly in need of help, their need was not quite so urgent as it appeared to be. It would seem from a consideration of these figures, that if federal grants were made in inverse ratio to a state's ability to provide for education as determined by its wealth, there should be some minimum standard fixed for individual effort to which the state should be required to conform in qualifying for the award of federal aid, and this minimum standard might be based upon some measure of local school support, similar to the one employed in the table above.

The federal grants under the Smith-Hughes Act for 1917-18 are, of course, based upon total population as already explained; the amounts are not comparable with the average expenditures given in the preceding table because the latter had to be calculated for the year 1912-13 in order to admit of comparison with the estimated true value of all property which has not been reported by the Census Bureau since 1912, and they are listed below to show the actual distribution among these states of federal money for vocational education. In general the sums range in the same order as the population of school age, New York, Pennsylvania and Illinois receiving most and having most children, but there is a noteworthy departure in the case of California which receives more than North Carolina, Alabama, Virginia, Mississippi or Iowa, although having fewer children than any of these. This discrepancy serves to illustrate the desirability of allotting the aid according to the number of persons directly to be benefited, whether illiterates, foreign-born, or all children of school age in urban or rural districts, instead of according to the total population of all ages, a great part of which is only indirectly affected.

State	Federal grants under Smith-Hughes Act for 1917-18	Estimated number of children 5 to 17 years of age inclusive in 1916
New York.....	\$154,210	2,336,165
Pennsylvania.....	127,312	2,123,686
Illinois.....	93,772	1,514,070
Ohio.....	78,815	1,217,544
Georgia.....	41,581	912,227
North Carolina.....	36,164	772,240
Alabama.....	34,575	740,603
Virginia.....	32,942	665,716
Mississippi.....	30,912	635,270
Iowa.....	35,829	583,278
California.....	39,545	571,274
Arizona.....	15,000	62,608
Nevada.....	15,000	17,515

A review of the several methods of distribution considered in this article leads one to the conclusion that federal aid should be granted on a national basis rather than on any of the state bases discussed here. For the purposes of such assistance the country should be viewed as a unit and the allotment to any state should be determined simply by its proportion of that part of the national population which the money is intended to help. No fairer plan has as yet been suggested.

A questionnaire was sent out recently by the National Child Labor Committee to state and city superintendents of schools, presidents of state normal colleges, deans of university schools of education and others interested in the subject. The questionnaire and a summary of the replies are printed below:

1. Should the proposed federal aid for education be restricted to elementary schools, urban and rural?
Answers—Yes 26; no 42.
2. Should it be restricted to rural elementary schools?
Answers—Yes 10; no 55.
3. If devoted primarily to rural elementary schools, should it be extended to special urban schools or classes such as those for the foreign-born?
Answers—Yes 32; no 9.
4. Should it be restricted rather to educational work for special groups, such as foreign-born adults, illiterate adults, foreign-born children, or illiterate children?
Answers—Yes 19; no 39.

5. Should it be used merely to add to state and local funds or to obtain specific results as to standard or length of term, course of study, or preparation of teachers?
Answers—For state and local funds 7; to obtain specific results 44.
6. In other words, do you think federal aid should be granted for general school purposes, or for special purposes, as for instance, the reduction of illiteracy, the Americanization of the foreign-born, the improvement of rural schools, or for any other special purpose?
Answers—General purposes 25; special 45.
7. Should federal aid be allotted to the states in inverse ratio to their ability to provide for education, granting the largest sums to those least able and the smallest to those most able; or would you prefer a distribution of the amount among the states proportional to the population of school age?
Answers—Need 21; population 25.
8. If the aid be granted only for special groups, would you favor its allotment according to the number of persons composing these special groups in each state?
Answers—Yes 46; no 4.
9. Would you favor a requirement that each state legislature appropriate an amount equal to the federal allotment, in addition to its regular appropriation for general school purposes, this regular appropriation to be not less than the average for the preceding five years?
Answers—Yes 58; no 8.
10. Would you favor making federal aid contingent upon adoption by each state of specified compulsory attendance standards and provision for their enforcement? Also of provision for medical school inspection?
Answers—Yes 63; no 6.
11. Should this federal aid be extended for the benefit of education in the territories and colonies also?
Answers—Yes 69; no 4.
12. What body should have charge for the federal Government of the administration of such aid—a new federal board or should the duties of the Federal Board for Vocational Education be extended to include this work also?
Answers—New Board 14; Vocational Board 31; Bureau of Education 7; Federal Department 18.
 (Note: The proposed Federal Department of Education was not mentioned in this question but nevertheless 18 of the persons addressed favor entrusting the administration of such aid to such a department; similarly, seven prefer the placing of such administration in the hands of the present Bureau of Education.)
13. To what extent should the Federal Government undertake details of administration?
Answers—Most want supervision only.

TENTATIVE DRAFT OF A BILL

- To create a Department of Education;
 To appropriate money for the conduct of said Department;
 To appropriate money for Federal aid to the states in the promotion of education.

(This is a tentative draft of an education bill prepared by a Committee of the National Education Association Commission on the National Emergency in Education in cooperation with the National Child Labor Committee. All educators are invited to study the provisions of this tentative draft and to send suggestions for amendments or alterations to Superintendent J. A. C. Chandler, Richmond, Va., Chairman of the Committee. The final draft of the bill will be drawn after taking into consideration all suggestions received. It is the desire of the Commission to frame a bill which will enlist the support of the entire teaching profession.)

Be it enacted by the Senate and the House of Representatives of the United States of America in Congress Assembled, That there is hereby created an executive department in the Government, to be called the Department of Education, with a Secretary of Education, who is to be the head thereof, to be appointed by the President by and with the advice and consent of the Senate, who shall receive a salary of Twelve Thousand Dollars (\$12,000) per annum, and whose tenure of office shall be like that of the heads of other executive departments; and Section 158 of the revised statutes is hereby amended to include such department and the provisions of title four of the Revised Statutes, including all amendments thereto, are hereby made applicable to said department. The said Secretary shall cause a seal of office to be made for such department of such device as the President shall approve, and judicial notice shall be taken of the said seal.

Section 2. That there shall be in said department three Assistant Secretaries of Education, to be appointed by the President, each of whom shall receive a salary of Ten Thousand Dollars (\$10,000) per annum. Each Assistant Secretary of Education shall perform

such duties as may be prescribed by the Secretary or required by law. There shall be appointed, as is prescribed by law for the other executive departments, such chiefs of bureaus, branches or divisions and such educational attachés to American embassies in foreign countries, and such clerks, clerical assistants, inspectors and special agents or representatives, as may from time to time be provided for by Congress.

Section 3. That there be transferred to the Department of Education the offices, bureaus, divisions, boards and branches of public service as follows: the Bureau of Public Health Service from the Treasury Department; the Bureau of Educational Statistics; the Columbia Institute for the Deaf; Government Hospital for the Insane; Howard University, and such other educational activities as are now included under the Department of the Interior; the Smithsonian Institute, National Museum, Bureau of American Ethnology, Astrophysical Observatory, International Catalogue of Scientific Literature, National Academy of Science, National Research Council, and such educational war emergency commissions or boards or educational activities already established by act of Congress as in the judgment of the President should be transferred to the Department of Education. The President of the United States is hereby empowered in his discretion to transfer to the Department of Education such offices, bureaus, divisions, boards or branches of the Government connected with or attached to any of the executive departments, or organized independently of any department, devoted to educational matters which concern the United States as a whole or the educational system of any State or States of the Union, which in his judgment should be controlled by, or whose functions should be exercised by, the Department of Education.

Section 4. That the office records and papers now on file in and pertaining exclusively to the business of any bureau, office, division or branch of public service transferred by this act to the Department of Education, together with the furniture now in use in such bureaus, offices, divisions or branches of the public service shall be and are hereby transferred to the Department of Education.

Section 5. That the Secretary of Education shall have charge in the buildings or premises occupied by or assigned to the Depart-

ment of Education, of the library, furniture, fixtures, records, and other property pertaining to it or hereafter acquired for use in its business; he shall be allowed to expend for periodicals and the purposes of the library and for rental of appropriate quarters for the accommodations of the Department of Education within the District of Columbia, and for all other incidental expenses, such sums as Congress may provide from time to time. *Provided*, however, that where any office, bureau, division or branch of the public service transferred to the Department of Education by this Act, or by the President, as provided in this Act, is occupying rented buildings or premises, it may still continue to do so until other suitable quarters are provided for its use: *Provided* further, that all officers, clerks, and employees now employed in any of the bureaus, offices, divisions or branches of public service by this Act transferred to the Department of Education are each and all hereby transferred to the said Department of Education at their present grades and salaries, except where otherwise provided in this Act; *Provided* further, that all laws prescribing the work and defining the duties of the several bureaus, offices, divisions or branches of public service by this Act transferred to and made a part of the Department of Education shall, so far as the same are not in conflict with the provisions of this Act, remain in full force and effect, to be executed under the direction of the Secretary of Education.

Section 6. That there shall be a solicitor in the Department of Justice for the Department of Education, whose salary shall be Five Thousand Dollars, (\$5,000) per annum.

Section 7. That all duties performed, and all power and authority now possessed or exercised by the head of any executive department in and over any bureau, office, officers, board, division or branch of public service transferred by this Act to the Department of Education, or any business arising therefrom or pertaining thereto, or in relation to the duties performed by it and authority conferred by law upon such bureau, office, officer, board, division or branch of public service, whether of an appellate or revisory character or otherwise, shall hereafter be vested in and exercised by the Secretary of Education.

Section 8. That the Secretary of Education shall annually at the close of each fiscal year make a report in writing to Congress, giving an account of all moneys received and disbursed by him and

his department, and describing the work done by the department. He shall also, from time to time, make such special investigations and reports as he may be required to do by the President, or by Congress, or which he himself may deem necessary.

Section 9. That it shall be the specific duty of the Department of Education to cooperate with the states in the development of public educational facilities, including public health education within the respective states.

In order that the cooperation with the states in the promotion of education may be carried out for the best interests of education and public health in the respective states, the Secretary of Education subject to approval of the President, is authorized to reorganize such bureaus, boards, divisions or branches of public service as are transferred to his department. In this reorganization he shall consider:

(1) The encouragement of all types of research as may prove beneficial to the respective states and to the nation, appointing such educational attachés to the embassies abroad and such special collaborators as may be needed. Scientific research shall be made relating to illiteracy and to the Americanization of immigrants, in the general field of education, and in such other subjects as relate to the advancement of society. Careful studies of the organization and administration of educational systems in the United States and in foreign countries, including teacher-training, standards of instruction, and questions relating to the equalizing of the educational opportunities for children of rural and urban communities, shall be made.

(2) The encouragement of higher education and learned societies, including the appointment of such commissions as the Secretary may deem necessary.

(3) The encouragement of physical education and recreation these terms to be inclusive of all public health questions relating to school children and adults, and of social and recreational problems which relate not only to the native born but also to the foreign element of our society.

In order to carry out the provisions of this section, the Secretary is authorized to make such appointments, in the same manner as is provided for appointments in other departments, of such educational attachés abroad, and such investigators and representatives

as may be needed, subject however, to the appropriations that have been or may be made to any bureau, office, board, division or branch of public service that is transferred by this Act, or that may be transferred by the President subject to the conditions of this Act; and provided further, that any appointments that may be made which have not been provided for in the appropriations made to any office, bureau, board, division or branch of public service which is transferred by this Act or may be transferred, shall be paid for out of the appropriation made in Section 10 of this Act. All provisions of Congress for cooperating with the states in the promotion of education, unless otherwise provided by law, shall be supervised through and by this Department. The Secretary of Education is hereby authorized to assign, to each assistant secretary, such of the duties as in his judgment seems best, which by this act are imposed upon the Department of Education.

Section 10. That there is hereby appropriated to the Department of Education, the sum of Three Hundred Thousand Dollars (\$300,000) annually, to be available from and after the passage of this Act, for the purpose of paying salaries and conducting investigations, and of paying all the incidental expenses, including traveling expenses and rent where necessary, and for the purpose of allowing the Department to inaugurate a system of attachés to American embassies abroad to deal with educational subjects. But this Section is not to be construed as in any way interfering with any appropriation which has heretofore been made and which may hereafter be made to any bureau, office, division, board or branch of public service, which is by this Act transferred and made a part of the Department of Education, or which may hereunder be transferred by the President, and said appropriations are hereby continued in full force to be administered by the Secretary of Education in such manner as is prescribed by law.

Section 11. That in order to cooperate with the states in the promotion of education, as hereinafter specified, there is hereby appropriated out of money in the treasury not otherwise appropriated, the following sums:

For the fiscal year ending June thirtieth, nineteen hundred and nineteen, and annually thereafter, \$100,000,000.

Section 12. That in order to cooperate with the states in the abolition of illiteracy, one-twentieth of the sum annually appro-

diminished or lost, it shall be replaced by such state, and until so replaced, no subsequent apportionment for such education shall be paid to such state.

Section 21. That every state shall, not later than September 1 of each year, make a report to the Secretary of Education, showing in detail the work done in the state in carrying out the provisions and purposes of this Act and the receipt and expenditure of money in connection with such work. Said report shall be in such form as the Secretary of Education may prescribe, and if any state fails to make said report within the time prescribed, the Secretary of Education, in his discretion, may discontinue immediately any allotment of funds which have been made to said states. In addition to the regular report, the Secretary of Education shall, not later than December 1 of each year, make a report to Congress on the administration of Sections 11, 12, 13, 14, 15, 16, 17, 18 and 19 of this Act, and shall include in such report a summary of the reports made by the several State Boards of Education. The Secretary of Education shall, at the same time, make such recommendations to further define the purposes and plans for federal aid to the states in the promotion of education as will, in his judgment, improve the administration of the fund appropriated for cooperating with the states in the promotion and the accomplishment of the purposes for which said appropriation is made.

Section 22. That this Act shall take effect March 4, 1919, and all acts and parts of acts inconsistent with this Act are hereby repealed.

Can You Help Us Organize a MEMBERSHIP CAMPAIGN in Your Community?

OUTLINE OF WAYS AND SUGGESTIONS WHICH HAVE HELPED MAKE OUR CHILD LABOR EXHIBIT MEMBERSHIP CAMPAIGNS SUCCESSFUL IN OTHER CITIES

Appoint a Committee under an energetic Chairman, to arrange for the Exhibit. This Committee should consist of:

- A. **COMMITTEE ON EXHIBIT**
Responsible for finding good place for our exhibit for the week of the campaign. (Use of a vacant store without rental generally secured easily.)
- B. **COMMITTEE ON MEMBERSHIP SUBSCRIPTIONS**
1. Men and women who can reach people personally with an appeal to join the National Child-Labor Committee. They act as Captains in charge of teams of their own choice.
2. Sends in advance invitations to 200 or more representative men and women, to act as Patrons and to guarantee the success of the exhibit by subscribing \$10.
- C. **COMMITTEE ON COOPERATION**
1. To ask endorsement of Chamber of Commerce, Rotary Club, and other business men's organizations.
2. Get live young men, preferably belonging to these groups, to secure interest from business men.
3. Arrange for meetings and afternoon teas before and during exhibit, at the homes of prominent women.
- D. **COMMITTEE ON PUBLICITY**
1. To place our posters.
2. Get our press stories into newspapers.
3. Secure announcement in theater programs, on slides for moving picture houses, at meetings of all organizations, from pulpits and in church bulletins.
- E. **COMMITTEE ON HOSTESSES**
To assist at exhibit.
- F. **COMMITTEE ON PAGEANT**
To have our Pageant of Sunshine and Shadow presented by a group of young people (Sunday school, public school, Camp Fire or Scout group) as their contribution to the campaign.
- G. **CAMPAIGN TREASURER**
A man prominent in banking circles who will receive subscriptions, deposit in his bank and forward total to Committee's headquarters when campaign is completed.
Please subject to changes needed in community which will undertake to help the National Child Labor campaign.
The National Child Labor Committee makes itself responsible for expenses and sends its field worker.
The local Committee guarantees Service in working for the total sum which it has promised to raise.

(See Editorial note, page 11)