

production to be paid by the employer alone. I would not object were S. 1130 and H. R. 4142 attended to provide a 3-percent tax from the very beginning in 1936, because I believe that it is urgent to begin as soon as possible to build up the necessary reserves. In my judgment, however, it would be a serious mistake in policy for the Federal legislation to require the pooling of contributions and thus prevent any State from providing the fullest possible incentive to better management and employment stabilization.

CHILD WELFARE LEAGUE OF AMERICA, INC.,
New York, N. Y., February 9, 1935.

Hon. PAT HARRISON,
Chairman Senate Finance Committee, Washington, D. C.

DEAR SENATOR HARRISON: I would like to place the central office of this organization on record with your committee as favoring the measures in Senate 1130 for greater security for children, mothers' aid, maternal and child health, crippled children, aid to dependent children, and other welfare services, and participation by the Children's Bureau.

I do not believe it is beyond the competence of the Federal Government to take such steps as are embodied in this bill for the equalization of opportunity among children in the United States. In fact, I think our governmental structure would be open to severe criticism were it not to seize this opportunity for bringing to disadvantaged children throughout the country as even a measure of opportunity as possible. After all these children have nothing to do with where they are born or happen to live and should not be penalized therefor.

Consequently the assistance of the Federal Government in securing effective operation of mothers' pension laws, of insuring that children in rural areas shall be born as safely and successfully as others, that cripples shall not remain hidden away from treatment, and that children in poorer communities will not be deprived of modern social service opportunities, seems to me entirely worthy of support.

I should like to have the committee consider seriously specifying the Children's Bureau as the agent of the Government to administer the mothers' pension sections of the bill, because the Children's Bureau has had more contact with this matter than any governmental department and a permanent measure of this kind ought to be allied with a permanent department. Of course, the creation of a Federal welfare department would be the logical place for such service. The Emergency Relief Administration, admirable as it is, seems to me not quite logical as an administrator of a permanent service. I am enclosing copies of statements on these matters from several of our member organizations: (1) Mrs. Blanche La Du, chairman of the Minnesota State Board of Control; (2) Mrs. Virginia Kletzer, chairman of the Child Welfare Commission of Oregon; and (3) one of my own based on statistics which I think may be of special interest to you.

Very truly yours,

C. W. ARESON,
Assistant Executive Director.

**MINNESOTA'S STATEMENT TO THE COMMITTEE ON ECONOMIC SECURITY ON
CHILD WELFARE IN A GENERAL PROGRAM OF SOCIAL SECURITY**

In the State of Minnesota the various provisions for services to children proposed in S. 1130 have been dependent on and promoted by a State-wide program under the direction of the State board of control.

This program, established in 1917 by act of the legislature, placed on the State board of control the responsibility of promoting enforcement of every law for the protection of illegitimate, dependent, neglected, delinquent, and defective children. The board was authorized to organize county child-welfare boards and coordinate the activities of juvenile courts and reputable child-helping agencies. The experience of the State board of control since January 1, 1918, in promoting the program for the protection of children proves the value of the provisions proposed in S. 1130, title VII, section 703.

In Minnesota the State board of control may appoint county child-welfare boards on request of the county boards but the State makes no financial contribution for the administering of the child-welfare services in the county. Support of programs for such services depends on local interest and action of county boards. Because of this generally in only 20 percent of the counties has there been

any organized social service except that of volunteers. However, 92 percent of the counties have had and now have county child-welfare boards. In spite of the fact that no State aid has been available for administrative expense a beneficial program of general service for children, with special emphasis on the handicapped and dependent children has been carried on by volunteer workers through leadership and supervision of the Children's Bureau of the State board of control. This program in counties having only volunteer workers has been instrumental in raising the standards of services to children and has accomplished much. However, in counties which have provided funds for trained workers under organized supervision, a more complete program has achieved far-reaching and more satisfactory results which have been approved by Federal, national, State, and local child-welfare agencies.

In order that there may be an adequate program for the protection and care of homeless, dependent, and neglected children in every county of the State and especially in rural areas, a Federal appropriation to supplement and encourage appropriations by the State for such a program is absolutely essential.

MOTHERS' AID

As a part of the program hereinbefore outlined the board of control is required to promote uniformity and efficiency in the administration of mothers' aid, termed "county allowance" in Minnesota, by the juvenile courts. The law of 1917 provided for a refund by the State of one-third of the disbursements made by the county when the administration in such county was approved by the board of control. However, no appropriation was made by the legislature for such refund except a small sum in 1927 at which time the law providing for refund was repealed. Lack of State aid in administration of mothers' allowance has left the program without centralized supervision which has resulted in lack of uniformity and in inefficient administration.

Federal aid as proposed in S. 1130, title II would undoubtedly stimulate the legislature to make appropriations of substantial contributions and thus enable the board of control to exercise its authority which has been practically lost because of no State aid. Such Federal and State aid added to the appropriations of local subdivisions, inadequate at the present time, should insure, when added to the income of the family, security and reasonable subsistence compatible with decency and health for dependent children in their own homes.

The State board of control is the State agency now designated to supervise aid to mothers of dependent children in their own homes. Administration through such a State agency would conform to rules and regulations of the Federal administrator.

CRIPPLED CHILDREN

Minnesota was the first State in the Union to establish a free hospital for indigent crippled children. This hospital, which is rated as A1 by the American College of Physicians and Surgeons, serves the crippled children of the entire State by providing facilities for free traveling clinics, diagnosis, care, and hospitalization. The allocation of Federal funds for providing after care of these children, which care is now inadequate, would undoubtedly be matched by State funds sufficient, to render adequate service. Lack of after care when the child has been returned to its own home offsets many of the benefits derived from diagnosis, treatment, and hospitalization.

MATERNITY AND INFANCY

Minnesota has taken advantage of all opportunities provided by the Shepherd-Tomner Act and subsequent acts for the matching of Federal funds for furthering and strengthening State and local health services to mothers and children, and extending maternity nursing service to the entire State, especially in counties predominately rural.

The State board of control has cooperated through the Children's Bureau and through service on the State board of directors of the maternity and child-health program of the State board of health. There is no service in a welfare program for children of greater importance or more deserving of support by both Federal and State funds. We urge the allocation of sufficient funds to insure a program of adequate protection for maternity and child health.

In conclusion, on behalf of the welfare of the dependent and handicapped children of Minnesota and of these United States, we wish to respectfully urge that adequate Federal appropriations be made at this time for a program of general security for child health and protection. It is appropriate that the Federal Government come to the aid of the States and local communities in this time of extreme financial distress in order that the welfare of our children may be so protected as to insure the health and happiness not only of the present but of future generations.

MINNESOTA STATE BOARD OF CONTROL,
By BLANCHE L. LADU, *Chairman*.

STATEMENT BY C. W. ARESON, ASSISTANT EXECUTIVE DIRECTOR, CHILD WELFARE LEAGUE OF AMERICA, 130 EAST TWENTY-SECOND STREET, NEW YORK CITY, ON CERTAIN PROVISIONS OF THE SECURITY BILL S. 1130

I should like to comment briefly on title VII, sections 703 and 704 in favor of participation by the Children's Bureau in organization of child welfare services to redress glaring inequalities suffered by children in certain sections of the country. It is our opinion that such inequalities arise far more often from lack of proper organization of services to use available resources than from lack of money. It is rather common experience for the Child Welfare League to find in communities an expenditure of money that is adequate but applied ineffectively so that the available funds do not reach the largest number of children who need service. A striking example of results that may be secured even where funds are limited is presented by the Child Welfare Department of the State of Alabama, whose per capita wealth is one of the lowest but whose services to these children are more evenly spread and in many ways more effective than in numerous States far more able financially.

In assembling statistics for the White House Conference of 1930 the Child Welfare League of America found certain very striking contrasts which I wish to present briefly to the committee. Unfortunately these appear to be as between certain Northern and certain Southern States but this should not invalidate their meaning since in the compilation of the statistics from the Southern States Negro children are not included, and three, at least, of the Northern States are newer in population development and not above the average in per capita resources. The Northern States are: Massachusetts, Indiana, Wisconsin, and Minnesota.

The Southern States are: Virginia, North and South Carolina, Tennessee, Georgia, Alabama.

The statistics reflect the number of children per 10,000 of population (1) both of whose parents are dead; (2) whose fathers are dead; (3) whose mothers are dead; and who, in their respective States are in the care of agencies and institutions and not being cared for either in their own remaining homes or the homes of relatives.

Full orphans, that is, children with both parents dead, average $5\frac{1}{4}$ in the first group and $17\frac{2}{3}$ in the second group.

Children whose fathers are dead, that is, the type of families commonly aided by mothers' pensions or mothers' aid, average 12 in the first group and $30\frac{1}{2}$ in the second group.

By contrast, children whose mothers are dead, the type most obviously in need of other home or institution care, average $20\frac{1}{2}$ in the first group and $15\frac{1}{2}$ in the second group.

From the figures quoted it appears that a quite abnormal number of full orphans are occupying space in the institutions and agencies of the second group and are not being permanently provided for with new homes as their orphanage requires. Analyses of a large number of institution populations indicate that the numbers of orphans in the second group are at least 50 percent too high for this class. This seems to us to reflect the lack of sufficient service of the right sort to get these children into new and permanent homes.

With respect to children whose fathers are dead it is very obvious that in the second group an abnormal number are in institutions and agencies. This is the group ordinarily cared for at home by their mothers who receive support from mothers' aid or mothers' pensions and their abnormal number reflects the lack of development of this type of aid. This comment, of course, would reinforce our approval of title II, sections 202 to 211. It is now recognized, without the necessity of comment, that maintaining children from families of this type in institutions or agencies is a much more expensive process than assisting their