

there is a difference in the situation between various areas, and why try to put a strait-jacket on?

Let me answer just one thing further. You cannot force people to obey the laws; you have got to educate them. The education can be done much better through personal local contacts than it can be done by the writing of rules from one central agency.

The CHAIRMAN. Thank you very much.

Dr. Ellen Potter.

STATEMENT OF **DR. ELLEN POTTER**, TRENTON, N. J., REPRESENTING THE NATIONAL COMMITTEE ON CARE OF TRANSIENT AND **HOMELESS**

Dr. POTTER. I have come as representing the National Committee on the Care of Transient and Homeless to speak particularly about one general phase of the security program as found in this bill, and I am awfully sorry I come with a laryngitis that is quite a match for Dr. Epstein%. I shall try to be brief, therefore.

Reading that bill and contemplating the address that was given by the President which stated that there was to be turned back to the States the care of the chronically indigent or those needing relief, States and local communities to be handled as formerly, with the works program taking care of the large part of the problem that now exists, one realizes that contemplating the old age and other forms of security that are provided here, and also the works projects that are provided, that there will still be left a group of considerable size of persons who will not have security assured to them because of the difficulties that have developed and have become very greatly accentuated during the last 5 years. That group we have talked about during the last 3 years, for want of a better term: as the transient group—that is, a group of men and women, and men with their families who have traveled the country looking for work and to save you time and my throat? I would like to present that document as giving the history that lies back of the transient movement, on the basis of which America actually was expanded by the pioneers, the source from which our seasonal labor was recruited, and the group from which our unemployed floating population was *recruited when we mechanized industry and mechanized agriculture so that the number employed was reduced very considerably.

The CHAIRMAN. That will be put into the record.

(Dr. Potter subsequently submitted the following reference to the document referred to in her testimony:)

Federal Transient Program, An Evaluative Survey, May to July 1934, by Ellery F. Reed, Ph. D., director of research, Cincinnati Community Chest, with recommendations by the committee on care of transient and homeless. Published by the committee on care of transient and homeless, R. K. O. Building, 1270 Sixth Avenue, New York City.

(The document referred to is as follows :)

THE PROBLEM OF THE TRANSIENT

(By Ellen C. Potter)

Conspicuous among the problems revealed by the economic collapse of 1929, followed by the long continued depression, was that of the unemployed persons who in rapidly increasing numbers took to the road to find a job and who, at

the end of 12 months' fruitless search, found themselves not only without a job but "men without a country", for our archaic poor laws and laws of legal settlement denied them any right to material assistance.

In the third year of the depression every State, city, town, and village stood with its defenses raised against men, women, and children who could not prove long-time residence within its jurisdiction. The leading citizen as well as the common laborer resented the presence of the migrant; the public official, in response to local demand, threw him into the lock-up or ran him over the border to the next county or the next State; he was considered a menace instead of a human being to be integrated into the social structure of the community.

The migrant, whether he be a professional man or a common laborer, is no new phenomenon in America. Our country has been developed by those men and women of various national origins who had the courage to leave lands which they knew to seek out another land where political and religious liberty might be found, and where adventure and opportunity to better themselves was assured.

Our English forebears brought with them not only this urge to better themselves but also certain patterns of human relationship embodied in the old English poor law and the laws of legal settlement. These insured that those who prospered would assume through the overseer of the poor and tax moneys responsibility for providing under certain conditions the necessities of life for those less fortunate. These conditions required that a man or a family to be entitled to relief must have lived a certain number of months in a given locality to establish legal settlement and consequent right to assistance. Twelve months was the usual requirement and to this day in almost all the States of the Union this is the law.

There is further this complication: That the administration of relief previous to the establishment of Federal emergency relief was not a State function but a purely local responsibility; and as a result the person in need might have legal settlement in the State but not in the county or the municipality, and therefore no relief was to be had.

STUDIES OF TRANSIENCY

Because of these deplorable conditions and the absence of any legal responsibility for the care of this army of wanderers, the Federal Children's Bureau, in the summer of 1932, undertook a survey of the situation in the Southwest, with especial reference to boys and young men who by the thousands (estimated 200,000 for the United States) were found "riding the rods" of the railroads, their whole future endangered and their lives in jeopardy. The publication of the findings of the Bureau focused national attention on the problem.

In October 1932 a group of individuals, members of national agencies¹ deeply concerned with this problem, together with a number of persons' actively engaged in the study of the subject, organized themselves under the auspices of the National Social Work Council as a discussion group to explore the size and content of the problem, to plan experiments for its handling, and to bring more closely together the agencies already in the field in order to arrive at an understanding of the social phenomenon and, if possible, to work out some practical plan for its relief.

The activities of the committee, financed by Mr. Tracy W. McGregor, included deep delving into the historic background of the development of the United States as it relates to movements of population; survey of conditions relating to the homeless and transient in two areas, the South Atlantic and the Northeast Central States, which had not previously been studied. A census of "transiency" was taken in January and again in March 1933. These figures were analyzed and interpreted. Standards of care and types of services were evolved, and a definite effort was made to disseminate information as to the cause of

¹ Association of Community Chests and Councils; American Public Welfare Association; Bureau of Jewish Social Research; Child Welfare League of America; Family Welfare Association of America; International Migration Service; National Association of Travelers' Aid Societies; National Social Work Council; National Urban League; Y. M. C. A.; Y. W. C. A.; N. Y. Joint Application Bureau; Salvation Army.

² Tracy W. McGregor, of Washington and Detroit; Nels Anderson, Columbia University; A. W. McMillen, Chicago University; Harold P. Winchester, Albany.

this vast movement of population, possible methods of meeting the need, and methods of prevention.

Representatives of the committee participated in the hearings held before the Congressional committee previous to the creation of the Federal Emergency Relief Administration, and as a result the act creating that Administration included the definite provision that the Federal funds appropriated were to provide—

“the necessities of life to persons in need as a result of the present emergency, and/or to their dependents whether resident, transient, or homeless.”

It was also provided that—

“The Administrator may certify out of the funds made available * * * additional grants to States applying therefor to aid needy persons who have no legal settlement in any one State or community.”

It may be profitable briefly to review the findings of the committee resulting from its study, surveys, census, and discussion.

HISTORIC BACKGROUND OF MIGRATION

Migrancy is no new phenomenon in America. The early settlers and the more recent emigrants left intolerable conditions in order to find a more satisfactory way of life in a new environment. The early years of our development saw the colonists and later their descendants leave the seaboard for the Alleghenys, then on to the Mississippi, and across the plains to the Northwest and California. Alaska provided the last frontier where men could plant their stakes and claim the land for their own and out of it win success by a combination of physical strength, intelligence, and luck.

With this flow of population toward the west went the traditions of the old English poor law. So long as frontiers beckoned to the man and the woman who had courage, initiative, and health as their capital with which to undertake a new adventure, they were almost certain to succeed. Today the frontiers are closed, and legal barriers stand in the way of the man who takes to the road looking for opportunity.

This fact, that success in these pioneer undertakings was largely predicated upon individual initiative and hard work applied to the natural resources of the country, developed an American tradition, namely, that the man who failed had only himself to blame for his inability to “get on.” The “great depression” has shaken our faith in this belief.

This pioneer epoch was followed by the era of development and exploitation. Our canals and railroads were built and our forests were exploited by men who were lured far from home by good wages and high adventure. Our gold tempted thousands, with packs on their backs, into the gold fields hundreds and thousands of miles away from home, and often they remained and created a new and prosperous community.

With the development of the West, with its crops of grain, fruits, fish, and so forth, came the demand for seasonal labor, and the movement of population, men alone or with their families, followed the crop season from South to North, drifting “back home” with a little money in hand after the season’s labor.

Industrialization in the North and East after 1880 brought a steady drift of population from the country to the city, the younger generation of men and women finding opportunity beckoning. So great was the demand for labor, skilled and unskilled, that as a Nation we deliberately encouraged immigration from Europe, without regard to quality and with no program for the assimilation of those who came.

The census of 1880 shows 26.6 percent of our population urban as against 56.2 percent in 1930—a great shift in the economic balance of the country.

Into the midst of these movements of population a new factor was thrown in the early part of this century. The mechanization of industry threw men out of work more rapidly than new types of industry could find use for them, and again the phenomenon of men on the road looking for work became a fact, but at the time it was given scant recognition. It is now estimated that at least 3,000,000 were out of work in 1929.

Within our major movements of population there was also the migration of the Negro from the South to the North to be reckoned with, while the decrease in international trade sent the seamen to shore with no job.

These population movements have always constituted a risk to the individual who might find himself in need, for the rigid laws of settlement and public relief were likely to deny him assistance.

With the long-continued depression, industry and commerce stagnant, private charity without funds, public charity with its back to the wall, holding its relief funds for "citizens only" and inadequate at that, it is not to be wondered at that men and families took to the road, nor is it strange that the local community turned its back upon the stranger in need.

TRANSIENT COMMITTEE ACTIVITIES AND CONCLUSIONS

The Committee on the Care of Transient and Homeless, having digested these historic facts, undertook to look at first hand upon the present-day conditions. Surveys were made and on two occasions, early in 1933, a census was taken of the transients in care in various localities. Reports were received from SO9 cities in 48 States and the District of Columbia from more than 1,300 agencies.

The first census, covering 3 days, recorded 370,000 personally registered; and of these 304,000 were males. Boys under 21 years numbered 16,500; girls, 2,700; women, 14,482. The South and West showed the largest percentage of boys registered, and it was generally recognized that they were not seeking the assistance of social agencies but were fending for themselves in "jungles" outside the cities and en route on the railroads and highways.

The second census, on March 22, 1933, enumerated 201,000 persons, 177,483 being males. All the States in the Union were represented, indicating that while each made its contribution to this moving stream of transients, it also shared unequally in the burden imposed by them. Florida, California, New Mexico, and Arizona carried a heavy load that winter.

This census made clear that while the younger men take the long trail across the country, the bulk of the transient army moves within a radius of 500 miles of its home base. The March census also showed 3,165 families on the move, representing 14,187 persons, with 5,544 of them under 14 years of age.

Estimates made of the transients on the road ranged as high as 1,000,000 plus, but this was a rough guess.

Recognizing these stark facts, realizing that there was no law to compel a local community or a State to provide for these wanderers, the conclusion reached was that, at least for the period of the depression, these persons without legal settlement must be considered as a national responsibility, and plans for their assistance must be worked out on a national basis, to be administered by the States upon a level of decency and social understanding better than that accorded the unattached man who was provided for in municipal shelters.

THE FEDERAL PLAN

In August 1933, the Federal Relief Administrator accepted responsibility for the unsettled person and his family and began to develop plans for an attack on the problem. The attention of all Governors was called to the fact that each State was adding its contingent to the army of transients by its own inadequate relief program, and they were urged to give greater consideration to the prevention of transiency.

For purposes of administration a "transient"³ was defined as an individual (or family) who had resided within State boundaries less than 12 months. This was a definite recognition of the fact that in nearly all States 12 months' residence could be required for settlement. A transient, when accepted for care, was to remain a continuing responsibility of the State transient bureau until successfully adjusted.

The basic principles upon which the Federal transient program was to be built were these:

1. The plan must be comprehensive in its scope and undertake to meet the needs of men and boys, women and girls, and families in a manner adapted to the needs of each individual.

2. It must be Nation-wide in its application.

3. It must be dominated by Federal leadership as to standards and policy and financed entirely from Federal funds, except for hospitalization.

4. It must be worked out and administered on a State and regional basis, adapted to the situation in each State.

5. Any plans made to meet the present conditions should also include long-term social planning for revision of the laws of settlement, relief, and vagrancy.

³ A "Federal transient"

It was hoped that plans developed for the care of transients would inevitably improve standards of care for the local and State homeless.

The original Federal transient plan provided for a Federal director of transient activities. Each State was requested to set up a transient bureau under a director to be approved by the Federal administrator.

The State transient director was required to survey the State situation as it related to transiency, and, in cooperation with others interested, to devise a plan to meet the State needs. With the approval of the State emergency relief administration director, this plan was to be submitted to the Federal administrator, and, when approved by him, was to become the working plan for the State.

A total of \$15,000,000 was earmarked for purposes of this social experiment, and as plans were approved an allocation of funds was made.

STATE PLANS

In general, State plans conformed to the following pattern: Under the State transient director there were set up at strategic transportation points regional registration ⁴ and service centers, with a trained case-work supervisor and staff of interviewers in charge. This center received all applicants who had lived in the State less than 12 months.

An effort was made to plan with the client for his immediate relief and for his future. No compulsion was exercised in this planning.

The following services were authorized under the Federal regulations: Shelter, food, clothing, medical and health service (excluding hospitalization), transportation where indicated, work for wages or work for relief, integration into the community where found desirable, educational, recreational, and character-building programs, and case-work assistance if desired. Some localities provided shelter under State and Federal auspices; in others, local municipal, Salvation Army, or other shelters were used on contract or per diem basis. For young people, private social agencies such as the Young Women's or Young Men's Christian Association were used. In many areas camps⁵ were established to meet the need of shelter, health-building, and productive work. Great latitude was granted the States in the development of plans. Imagination was a prime requisite, and a great diversity of successful experimentation has been the result.

The development of State plans was relatively a slow process. Some declared they had no transient problem; others, while acknowledging the problem, were slow to work out the details and recruit staff. As of June 15, 1934, the District of Columbia and all the States except Vermont and Montana had their programs in operation, with 192,288 persons in care. Of these State and Federal transients there were 114,848 unattached individuals, of whom 111,152 were males and 3,696 were females; and 77,440 individuals in 21,252 families.

The "case loads" by States ranged from 126 in Idaho, 473 in Rhode Island, and 579 in Delaware, the three lowest, to 21,604 in California, 15,320 in Ohio, and 11,717 in Texas, the three highest. New York and Pennsylvania were slow in developing their plans and are not yet fully functioning. Florida, New Mexico, and Arizona show registration high in proportion to their population, probably due to climatic conditions and the search for health.

FINANCING AND ANALYSIS OF CASE LOAD

The financial obligations incurred by the Federal Government on behalf of transients during February totaled \$1,972,392 ⁶ with approximately 138,000 under care. These funds are used for food, clothing, shelter, medical care (except hospitalization), construction in camps and shelters, salary of staff, and money allowance to the man in camp, which ranges, in accordance with the responsibility of his job, from \$1 to \$3 per week.

An analysis of the transient figures available on May 23, 1934, indicates that of the 166,476 under care, 40 percent were in family groups. Of the unattached newly registered in March, 116,036 were white males, 207 Indians, 1,153 Mex-

⁴ Approximately 340 for the United States.

⁵ Two hundred or more now in operation.

⁶ In June, Mr. Aubrey Williams, assistant administrator, stated that expenditures are averaging \$2,500,000 per month, part of this for camp and shelter construction.

icans, and 9,965 Negroes. Of the women, 1,980 were white, 5 Indian, 11 Mexican, and 324 Negro. The Oriental races were represented by 152 men and 1 woman. Of the families, 6,749 were white, 26 Indian, 127 Mexican, 367 Negro, and 3 Oriental.

Considering the age distribution, 818 boys and 53 girls were under 16. Between 16 and 21 years there were 21,225 boys and 351 girls. Between 21 and 24 years there were 23,863 young men and 348 young women. In the family groups there were 681 under 1 year of age; 2,984 between 1 and 6 years; and 4,518 between 6 and 15 years.

INTERPRETATION OF RESULTS

The records of the transient bureau are devised not only for administrative purposes but also in the belief that the mass of social data obtained may provide material which, when analyzed and interpreted, will give us guidance in developing programs of prevention and treatment for this symptom of a serious social disorder.

As yet, no satisfactory interpretation of the results of the present program is available. We know that in March the closed cases indicated that 3,930 individuals had been assimilated into local communities; 684 had been provided with permanent institutional care; 5,746 had been sent from city centers to camps; 3,786 had been returned to their legal residences; 1,715 had been transported to relatives; 2,484 had secured work; 9,249 had left because of definite plans which they had formulated; 813 had been transferred for care to local relief organizations; and 33 had died.

But 102,000 of those interviewed had either refused to make any plans or left of their own accord without explanation. This lack of success must undoubtedly be attributed in part to lack of training and skill of the staff hastily recruited, with very little experience in making short-term contacts fruitful on behalf of the individual who has become infected with the lure of the road.

That the problem of transiency as we are at present viewing it is a serious one must be evident. In the moving army there are estimated to be 10 percent of the chronic hobo type, but the remaining 90 percent are found to be average normal individuals with at least a common-school to high-school education; older men with good work habits; boys and younger men with no work records because of the depression; family groups moving from place to place; and little children growing up with no sense of security, no background, and no normal community contacts and education.

If we do not handle the situation wisely and constructively, we run the risk of developing a nomadic tribe, irresponsible in its habits of life, subsisting ultimately as parasites upon society and potentially a dangerous group, contaminated, as it is bound to be, by the "chronics" who begin as petty thieves and end as criminals.

On May 1, the Federal administrator issued an order decentralizing much of the responsibility for transient administration and emphasizing the responsibility of the Emergency Relief Administration State director for the promotion of the program. Funds, however, are to continue to be earmarked for the purpose of the transient activities. Where State emergency relief directors have an appreciation of the gravity of the problem and imagination, which will stimulate the State transient director in the development of his plans, this shift in authority will be of advantage. Too often this understanding is lacking, and the development of State plans will be retarded unless the Federal transient director is ready and willing to give the State director support.

FIELD SURVEY OF THE PROGRAM IN ACTION

A field survey undertaken by the committee on the care of transient and homeless (with the approval of the Federal transient director), under the director of Dr. Ellery F. Reed, is now in progress for the purpose of evaluating the results of the first year of transient activities under Federal direction. Preliminary observations indicate:

1. A marked improvement, in local handling of the transient problem as contrasted with 12 months ago. Public opinion is swinging from indifference to interest in the transient program.

⁷ Illinois is undertaking social studies of the alcoholic, the Negro, and the chronic hobo.

2. Persons recruited from the ranks of the transients are being used in important places of leadership within the group, and in certain areas there is genuine participation.

3. Case-work procedures in relation to the transients are better understood and are more nearly the main line of dependence in the program, but group work procedures are essential to success.

4. There has not yet developed a unified standard transient philosophy and program throughout the Union, and there is still great need of Federal promotion in this field.

5. Camps established on public land with Public Works projects and work projects for public advantage in cities offer one of the most satisfactory solutions of the transient problem, pending the revival of industry.

6. Health services throughout the transient program are at a minimum, and the Federal refusal to provide hospitalization is a serious handicap.

7. The transients themselves are not a hotbed for communistic propaganda, but rather are a conservative lot.

8. The transient is everywhere better cared for than is the local homeless, and as a result there is a constant recruiting into the transient army.

These preliminary observations seem to indicate that the acceptance by the Federal Relief Administrator of responsibility for the transient, "unsettled" person has resulted in minimizing the social injustice which had become the bitter lot of the man on the road. It is developing, by practical experimentation, new methods of handling the unattached, unemployed man. It is arousing the public to a consciousness of the fact that our union of states creates a nation, and that from the Atlantic to the Pacific and from Canada to the Gulf, our unfortunate fellow citizens have certain rights to material and spiritual assistance which cannot be ignored.

THE FUTURE TASK

To secure the maximum return from the expenditure of Federal funds in this undertaking, much more field service under Federal auspices is required to interpret and guide the program.

A more active exchange of experience between States through conference or publications is desirable. More research based upon the social material available, in cooperation with university departments, is essential if we are to dig down to the roots of this problem and plan more intelligently for its immediate handling and for its prevention.

In addition, it is of the greatest importance that the Federal Relief Administration, in cooperation with other social agencies, shall promote the revision of our laws relating to relief and to vagrancy in the light of sound social practice, and that it shall help to secure either the abolition of the laws of settlement or their unification throughout the Nation.

Dr. POTTER. If we take the President at his word, that groups of this sort are to be handled by the States and local communities as they were previously, we go back to a system of handling that was of neglect, cruel, and sometimes punitive to these individuals, because local communities, particularly since the depression has become so long and so acute, feel that they have wanted to maintain their own people and did not welcome at all the stranger, even though the stranger came looking for work, which was a legitimate thing in our American system. You may remember in 1932 surveys made by the Federal Children's Bureau of the young men on the road, and it was at that time just previously that our committee began the study of this question, and we have had it for some 3 years, and I would like to insert in the record another brief report of what the studies of that national committee revealed. This is a document by Mr. Rabinoff, a member of the committee.

(The document referred to is as follows :)

THE NATIONAL COMMITTEE ON CARE OF TRANSIENT AND HOMELESS

The National Committee on Care of Transient and Homeless came into being on the initiative of several of the national agencies working in that field. The studies made during the early depression years by the National Association of Travelers Aid Societies, the Family Welfare Association of America and the Bureau of Jewish Social Research consolidated earlier experience of the private agencies on treatment of transients and suggested methods of organizing community resources to deal with what was fast becoming a major social-service problem. The **McMillen** study, made for the Federal Children's Bureau early in 1932, was followed by a series of newspaper investigations and reports, all of which confirmed the fact that there had been a tremendous increase in transiency, that younger people were "on the road" in great numbers and that broken morale, delinquency, acute suffering, accidents, and deaths were the byproducts of the neglect.

In reviewing the situation the advocates of a national committee found that there were many national agencies with local units interested in the Geld, but that there was lacking information as to the character and extent of the problem. There was little or no integration of program between the agencies, no attempt had been made to envisage the problem nationally, nor to assure reasonable treatment nationally or locally.

After a series of meetings the national committee was organized late in 1932, made up of representatives of some 15 national agencies, together with several individuals of established competence and concern for transients. Sponsorship was lodged in the National Social Work Council, an interested member of the committee supplied a small fund, and the Travelers Aid gave office space and the services of an executive secretary. The working plan called for a self-educative process for the committee, an analysis of the problem, the coordination of the functions of the agencies represented on the committee, and the development and promotion of a national service program for dealing with transiency and homelessness.

The activities of the committee during its first 8 months included the employment of two men to explore several sections of the country, to report first hand on conditions, needs, resources, services, and other factors necessary to programming. The local social agencies cooperated with the committee in taking a census of transients and homeless in January 1932, and another in March, securing, for the first time, some reliable data on numbers of people under care, their age, sex, and family distribution, their normal occupations and their cities of origin. Testimony was prepared and presented in cooperation with the American Association of Social Workers Committee on Federal Action before the Senate committee which was considering the Cutting and the Wagner-La Follette bills, with provisions for a Federal appropriation for the relief of transients. Subsequently the national committee had a series of hearings at which persons familiar with special aspects of the problem gave evidence drawn from their knowledge and experience. The witnesses included a number of transient and homeless men.

The data thus accumulated, analyzed, and reviewed in numerous meetings of the committee resulted in :

First. The recognition of the distinction between interstate transients, intrastate transients, and local homeless, the first group being the smallest of the three. All three were being either entirely neglected, or cared for in mass facilities created on an emergency basis. The three categories differed more in the source of responsibility for their care than in the nature of their difficulty. Furthermore there seemed to be a constant flow, back and forth, from one to another of the groups, according to differentials in treatment offered as well as to personal considerations.

Second. The conviction that the problem could not be adequately handled by private agencies, operating community by community. Too many people were involved, they shifted so constantly from place to place that effective care could not be given at one point. The causative factors were complex, probably stemming less from individual personality difficulties in these days than from social and industrial disturbances. Accordingly, the treatment program could only be built on national lines-to deal with the individual transient according to his need, to provide special facilities where necessary for categories requiring long-time care and to acquire knowledge and experience for an attack at the roots of the problem. Without such special provision, the transient is the last group to receive consideration, his relief needs competing

with those of local families, a complication enhanced by hostility and resentment to the stranger. A program nationally conceived and financed could mobilize resources and make an impression on an elusive and baffling problem, as old as civilization but now affecting hundreds of thousands of apparently normal individuals. In addition to the chronic transients long identified with the road, the reports showed migratory laborers, health seekers, young people and old looking for work, all varieties of educational and home background, Progressive demoralization was evident.

Third, the preparation of a treatment program, in two parts, the one directed to preventive aspects, the other to individual care. On the preventive side, the outline called for measures to provide educational recreational opportunities, employment, and training—the gamut of wholesome home and community life, even to adequate relief—for the lack of these elemental needs tends to tear people loose from their home and community moorings to try their fate in the mysteries of the unknown. For treatment, there was found to be need for breaking down the practice of mass shelter on an emergency basis, usually with, a time limit. The treatment elements recommended were (1) small shelter units, individualized shelter where possible ; (2) work opportunities, but not work tests ; (3) camps for those men who could profit physically and educationally by such work project ; and (4) central intake bureaus, with case work used to individualize the applicants, to make treatment assignments according to apparent need, and to select cases involving personality problems for intensive attention. Institutionalization, some restrictive and possibly even punitive measures entered into the plan, after the basic positive elements have been made available. The program stressed the importance of draining the shelters, camps, and other congregate provisions of experimenting with intelligent outlets from care, as well as selective intake.

Women transients and families, it was found, were appearing in larger numbers than ever before; and although the established principles of care still seemed applicable, sufficient resources were not being provided either by private social agencies or by the emergency and public units. Settlement and vagrancy laws, it was pointed out, needed modernizing on a national rather than a local pattern.

These findings, with supporting data, were widely distributed by the national committee in the form of reports on the census, a memorandum on standards of care for transients and homeless, and in committee reports. They were directed to private agencies, to public welfare officials, and, in some degree, to the press. Considerable interest was aroused, particularly in those cities where central registration bureaus or other community plans had been created or were in discussion.

When the Federal Emergency Relief Administration was established in May 1933, the present Chairman of the Committee, Dr. Ellen C. Potter, was called to Washington to organize a Division of Transient Activities. When her leave of absence from the New Jersey State Department expired, a new transient director, one of the two field men who had worked with the committee, was appointed. His successor, the present incumbent, was the second field director for the committee. All during these 8 months of the Transient Division's life, the committee has stood by, helped in planning and policy-making, putting its service and experience at the disposal of the Federal Administrator and his staff.

The results of the Transient Division work have more than repaid the investment. The committee's pathfinding, projected into reality by the F. E. R. A., has brought light into one of the darkest areas of human relationships. In no sector of the field has there been so drastic a shift. For the first time money and personnel have been applied to relief for transients. Now the problem can be examined on a national scale and provision made to reach some of the roots on which it has thrived.

The year ahead is crucial. With the groundwork laid, the program must now proceed vigorously, although experimentally, beyond the primary stages of food, shelter, and made work, to fundamental and long-time planning. The committee is now engaged in a study of the Federal program as it has thus far been developed. The study will evaluate past experience, but even more important, it will provide a point of departure for further planning. Apparently a substantial portion of the transient load can be reabsorbed into normal social and industrial life, as opportunities are opened up and vocational training facilities are applied to individuals. A residual group will require other forms

of care, some possibly on a custodial basis, because of physical or other forms of social break-down. It is even conceivable that the program will allow for the normal wanderthirst of youth, as has been tried successfully in some parts of Europe. Seasonal and migratory labor must also be isolated and provided for, under the social order promised by the "new deal", without being condemned to a pariah existence.

GEORGE W. RABINOFF

All of this, and more, is within the range of possibilities if the Federal Government can be brought to recognize a continuing responsibility for what is essentially a national, an interstate, rather than a local problem—one which requires a national perspective for evaluation as well as for treatment. The committee is disturbed by the present tendency reported in F. E. R. A. to throw responsibility for transient programs back to the several States. Such a course would result not only in the loss of this year's gains but would close the doors to the curative service directly ahead. This is the one phase of the F. E. R. A. program which is undeniably Federal, that is interstate in character. Administration may and preferably should be local, but financing, planning, and control must be national.

The one other task to which the committee has applied itself this year has been an analysis of the circumstances surrounding the resident homeless group, who now represent the "forgotten man", still neglected and forlorn, given the leavings, such as they are, after the local families, and now the transients, have been provided for—another Augean stable to be cleaned out. Preliminary studies have been initiated, with findings and program still to be developed.

So the National Committee on Transients intends to continue its interest, its studies, and its promotional efforts in the field of transiency and homelessness. Representing the private agencies which have turned over to the Federal Government the major share of the responsibility they had carried for transiency, the committee still has the role of interpreter between social work and the Government, an agent for building public and legislative opinion in support of the new program, an aide in recruiting and training of personnel, an objective formulator of standards and policies, and a defense against the break-down of the public service.

GEORGE W. RABINOFF,
Member, Executive Committee,
National Committee on Cure of Transient and Homeless,
New York City.

We undertook that study, and among other things found that the basic cause for the disability of these people was the archaic poor laws that were very rigid; and the settlement laws throughout the United States, which range from purposes of relief from 10 years in Rhode Island to 1 year in many other States; and with the laws of settlement sometimes being predicated on the mere leaving of the State with the purpose to go for work, resulting in some instances in many of the States being on the basis of 1 year's absence from the State.

And if you choose to have it, that is the statement in regard to the irregularities in the settlement laws which make for this great difficulty in the transient population.

CONDITIONS DETERMINING RESIDENCE AND SETTLEMENT FOR PERSONS SEEKING RELIEF

[Prepared by Research Department, Transient Division, Federal Emergency Relief Administration]

ALABAMA

Legal settlement.—Acquired in any county by a residence of 6 months prior to application for relief. (Ala. Code, 1925, sec. 2759, p. 455.)

Loss of legal settlement.—No specific statutory provisions as such.

Loss of residence.—(Voting.) Residence not lost by a temporary absence from the jurisdiction. Residence is a question of intention. (Ala. Pol. Code. 1923, sec. 366.)

ARKANSAS

Legal settlement.—No specific statutory provisions as such.

Residence.—Acquisition for voting purposes : 12 months in the State, 6 months in the county, 1 month in the precinct. (1916 Ark. Code, Kirby and Castle, 1916, sec. 2990.)

Loss of residence.—No specific statutory provision as such. (In the seeming absence of statutory limitations it is suggested that the majority rule to the effect that residence or domicile is a question of intention and is therefore not **lost** until a new domicile or residence is acquired will probably apply.)

ARIZONA

Legal settlement.—No specific statutory provisions as such.

Residence.—Acquisition for voting and employment on public-works projects : 1 year in the State and 30 days within the county or precinct. (Ariz. Code, 1928, sec. 1214, p. 267 ; H. B. 37, ch. 12, sec. 13528.)

Loss of residence.—Residence not lost until another or new residence is acquired. (Ariz. Code, 1925, sec. 1216.)

CALIFORNIA

Legal settlement.—Acquisition : 3 years, self-supporting, with intent to be permanently domiciled in the State, and 1 continuous year in the county, or county of longest residence, during aforementioned 3-year period. (Gen. Laws of Cal. (Dee&g's) 1933 Supp. Act 5515, secs. 1-13, inclu., p. 2043 ; Cal. St. and Amend. to Code, 1933, p. 2005-10, inclu., Gen. Laws of Cal. 1931, sec. 1, 2, 2½, added by Laws of 1931, ch. 110, 3-5.)

Loss of settlement.—One year's absence from the State or county. (Ibid., Sub. C.)

COLORADO

Legal settlement.—(Residence) acquisition : 1 year in the State, of which year there must have been a physical presence of 350 days. (Session Laws, 1933, act 202, ch. 143, p. 7467.)

Loss of legal settlement.—No specific statutory provisions. "A person's domicile continues until he has acquired a legal residence elsewhere." (*Kay v. Strobeck*, 254, Pac. 150, 81 Col. 144, Mar. 7, 1927.)

CONNECTICUT

Legal settlement.—Acquisition : 4 continuous years' residence, self-supporting. (Conn. Gen. Stat., 1930 Rev., vol. 1, secs. 1684, 5, 6, 7 ; see Conn. Bulletin, L. R. B. A. 1.)

Loss of legal settlement.—Settlement not lost until another is acquired. (1 Root 179 ; 5 Conn. 95 ; 3 Conn. 600 ; 1 Root 232 ; 1 Swift's Syst. 171.)

DELAWARE

Legal settlement.—Acquisition : In general, by 1 year's continuous residence. (Del. Rev. Code, 1915, sec. 1461, subsec. 17, p. 636 ; there are six ways of obtaining settlement here in the cited section, so that only a general rule is stated here. For complete details see L. R. B. A. 2.)

Loss of legal settlement.—Not lost until another is gained. (Ibid.)

DISTRICT OF COLUMBIA

Legal settlement.—Acquisition : No specific code provision, as such. However, by practice, residence is acquired by residing in District of Columbia for 1 continuous year. (L. R. B. A. 2, p. 4.)

Loss of legal settlement.—(Residence :) Majority rule restated. (Ibid.)

FLORIDA

Legal settlement.—Acquisitions : No specific statutory provisions as such.

Conditions precedent for relief.—Two years' residence in the State and 1 year in the county. (Corn. Gen. Laws of Fla., 1932 Supp., sec. 2276 (5), p. 374.)

Loss of residence.—Residence continues until a new one is acquired. (See cases cited, L. R. B. A. 2, pp. 7, 8.)

GEORGIA

Legal settlement.—Acquisitions: No specific statutory provisions as such.

Residence and domicil.—Acquisition (voting :) 1 year in the State and 6 months in the county. (Ga. Code, 1926, sec. 6397, par. 3.)

Loss of residence and domicil.—(Citizenship :) Residence, domicil, or citizenship continues until a new status is acquired. (Ga. Code, 1926, sec. 2163 ; Code, sec. 2181 ; cases cited L. R. E. A 2, p. 12.)

IDAHO

Legal settlement.—No specific statutory provisions, as such.

Residence.—Acquisition (voting ●) 6 months in the State, 30 days in the county. (1932 Idaho Code, vol. 2, ch. 4, sec. 33401.)

Loss of residence.—Residence continues until a new one is acquired. (Ibid. sec. 33-403.)

ILLINOIS

Legal settlement.—No specific statutory provisions, as such.

Residence.—Condition precedent for relief: 12 months in the county. (S. H. Ill. R. S., 1931, ch. 107, secs. 16 and 17.)

Loss of residence.—Residence or domicil continues until lost by the acquisition of a new residence or domicil. (*Payme v. Town of Dunham*, 29 Ill., 125 ; '74 Ill. 312 ; cases cited, L. R. B. A. 3, p. 2.)

INDIANA

Legal settlement.—Acquisition : 1 continuous year's residence in the State. (Burns Ann. Ind. St-at., 1826, ch. 91, sec. 12259.)

Loss of legal settlement.—Settlement lost by either the acquisition of a new one, or by a year's willful absence from the State. (Ibid.)

IOWA

Legal settlement.—Acquisition : Settlement acquired by 1 year's continuous residence in the State without having received a warning to depart. (Session Laws of Iowa, 1933, H. F. 235, ch. 99, pp. 1224.)

Loss of legal settlement.—Settlement lost by either an absence of 1 year from the State or by the acquisition of a new settlement. (Laws of 1933, H. F. 235, ch. 99, p. 122.)

KANSAS

Legal settlement.—Acquisition : One year's residence in the county. (Laws of Kans., 1933 (sp. sess.), H. B. No. 145, ch. 65, p. 81, rep. R. S. Kans., 1923, sec. 39, 305.)

Loss of legal settlement.—Settlement lost by either the acquisition of a new one or by 6 months' willful absence from the county. (Ibid., subsec. 7.)

KENTUCKY

Legal settlement.—No specific statutory provisions as such.

Residence.—Voting: 1 year in the State, 6 months in the county, 60 days in the precinct. (K. S., Bald. Rev. 1930, ch. 41, sec. 1439.)

Loss of residence.—Residence continues until another is gained. (K. S., Bald. Rev. 1930, sec. 1478 ; cases cited, L. R. B. A. 3, p. 25 ; Kentucky Digest, vol. '7, subject, Domicil.)

LOUISIANA

Legal settlement.—No specific statutory provisions as such.

Residence.—Voting : 2 years' residence in the State, 1 year in the parish, 6 months in the precinct. (Const. La. Art., 197, sec. 1 (1893).)

Loss of residence.—Residence lost by 6 months' absence from the precinct. (Ibid.)

Domicil.—Acquisition : 12 months' residence in the State. (*Boone v. Savage*, 14 La. 169 ; *Lowry v. Erwin*, 6 Rob. 192, 39 Am. Dec. 556 ; *Annis v. Bank of La.*, 9 Robb. 348 ; L. R. B. A. 4, pp. 34.)

Loss of domicil.—Domicil lost by the acquisition of a new one or by 2 years' voluntary absence from the State. (La. Civ. Code, 1932, art. 46.)

MAINE

Legal settlement.—Acquisition : Residence of 5 successive years, self-supporting. (Laws of Me., 1933, ch. 203, p. 345, and Me. R. S., 1930, ch. 33, sec. 1.)

Loss of legal settlement.—Settlement lost by either the acquisition of a new one or by 5 years' absence. (L. of Me., ch. 124, p. 96.)

MARYLAND

Legal settlement.—No specific statutory provisions as such.

Residence.—Voting: 1 year in the State and 6 months in either legislative district of Baltimore or county. (Const. Md., art. 1, Md. Ann. Code, vol. 1, p. 67.)

Loss of residence.—Not lost until a new residence is acquired. (Ibid.) (See also cases cited, L. R. B. A 4, p. 13.)

MASSACHUSETTS

Legal settlement.—Acquired by a residence of 5 consecutive years in the Commonwealth. (Mass. Ann. Stat., 1933, vol. 4, ch. 116, sec. 1, cl. 1-6.)

Loss of legal settlement.—Settlement lost by acquisition of another or new settlement, or by absence for 5 consecutive years from the Commonwealth. (Mass. Ann. Laws, 1933, ch. 116, sec. 5.)

MICHIGAN

Legal statement.—Acquired by 1 year's residence in any township, city, or county.

Loss of legal settlement.—No specific statutory provisions. (Restatement of majority rule. See cases cited, L. R. B. A 5, p. 15.)

MINNESOTA

Legal settlement.—Acquisition : (a) One year's residence in the State ; (b) 1 year's continuous residence in county ; (c) township, city, or village of longest residence. (Laws of 1933, ch. 385, S. F. no. 16667, amending Mason's Minn. Stat., 1927, ch. 15, sec. 3161. N. B. For complete details see L. R. B. A 6, Minn.)

Loss of settlement.—Settlement lost by the acquisition of a new one or by a willful absence of 30 days from State. (Ibid.)

MISSISSIPPI

Legal settlement.—Acquisition : 6 months' residence in county. (Miss. Code, 1930, ch. 144, sec. 5703.)

Loss of legal settlement.—No specific statutory provisions. (Probably follows majority rule. See L. R. B. A 6, pp. 10-11.)

MISSOURI

Legal settlement.—No specific statutory provisions, as such.

Residence.—Condition precedent for relief : 12 months in the county. (R. S. MO. 1929, vol. 2, ch. 90, art. 4, sec. 12952.)

Loss of residence.—No specific statutory provisions. Case law holds, "residence not lost until a new one is acquired." Residence is question of intent. (See cases cited, L. R. B. A 6, pp. 13-14.)

MONTANA

Legal settlement.—No specific statutory provisions, as such.

Conditions precedent for relief.—1 year's residence in the county. (Laws of 1933 (23 Ex. Sess.), ch. 19, p. 61, amending R. C. Mont. 1921, ch. 12, sec. 4531 and Laws of 1931, 22 sess., ch. 91, p. 169.)

Loss of residence.—Not lost until a new one is acquired. (R. C. Mont. 1921, ch. 4, sec. 33.)

NEBRASKA

Legal settlement.—1 continuous year's residence in the county or 1 continuous year's residence in the State and 6 months in the county. (C. S. Supp. Nebr. 1933, ch. 68, art. 1, sec. 68-114.)

Loss of legal settlement.—Settlement lost by acquisition of a new one or by 1 year's voluntary and uninterrupted absence from the State with the intent to abandon the Nebraska residence. (Ibid.)

NEVADA

Legal settlement.—No specific statutory provisions, as such.

Residence.—3 years in the state and 6 months in the county. (Nev. Stat. 1933, S. B. 9, ch. 12, p. 8, amending C. L. Nev., 1929, sec. 5143.)

Loss of residence.—No specific statutory provision, as such. Case law holds residence is question of intention, and residence not lost until a new one is acquired. (See cases cited. L. R. B. A 8, p. 3.)

NEW HAMPSHIRE

Legal settlement.—5 consecutive years in any town in the State. (P. L. of N. H. 1926, ch. 105, pp. 392-394, as amended and repealed by Laws of 1933, ch. 142, p. 198.)

Loss of settlement.—Settlement lost by abandoning domicil for 5 consecutive years. (Ibid.)

NEW JERSEY

Legal settlement.—Acquired by an uninterrupted domicil for 5 years in any municipality or town in this State. (Laws of 1931, ch. 373 ; N. J. Stat. Serv. 1931, ch. 161, sec. 249-254 ; Laws of 1933, Supp. . to Settlement (Rev. 1924), ch. 223, p. 627, 9.)

Loss of settlement.—Loss by absence of 1 continuous year, or by acquisition of new settlement. (Ibid.)

NEW MEXICO

Legal settlement.—No specific statutory provisions, as such.

Residence (voting) .-12 months in the State, 90 days in the county, and 30 days in precinct. (N. M. Stat. Ann., 1929, ch. 41, sec. 210.)

Loss of residence.—No specific statutory provisions, as such. Case law holds residence not lost until a new one is acquired. (See cases cited, L. R. B. A 8, pp. 19-20.)

Residence.—Aid to needy children : 2 years in State, and 12 months in county. (Laws of 1931, ch. 49, p. 88.)

Residence.—Public works : 1 year in the State. (Laws of 1933, ch. 68, p. 90.)

Loss of residence.—Not mentioned in above acts. (See L. R. B. A 8, pp. 19-20.)

NEW YORK

Legal settlement.—1 year in any town or city in the State. (McKinney's Con. L. of N. Y., 1930, bk. 47-B, art: VII, sec. 63.)

Loss of legal settlement.—Lost by either 1 year's absence from the State, or by acquisition of new settlement. (Ibid.)

NORTH CAROLINA

Legal settlement.—(a) One continuous year in State. (b) Interstate migrants acquire settlement by residence of 3 continuous years in State. (N. C. Code, Ann., 1927, ch. 24, art. i, sec. 1342, and P. L. 1931, ch. 120, p. 159.)

Loss of legal settlement.—Continues until a new settlement is acquired. (Ibid.)

NORTH DAKOTA

Legal settlement.—1 continuous year in the county. (Laws of 1933, ch. 97, sec. 4, p. 136.)

Loss of legal settlement.—Lost by a voluntary absence of 1 continuous year from the State, or by acquisition of a new one. (Ibid.)

OHIO

Legal settlement.—12 continuous months in the county, self-supporting. (Throck. Ann. Ohio Code, Bald. 1934, Cert. Rev., Div. IV, ch. 1, sec. 3477.)

Loss of legal settlement.—No specific statutory provisions. Case law holds settlement continuous until new one is acquired. (See cited cases, L. R. B. A 9, p. 12-13.)

OKLAHOMA

Legal settlement.—6 months in the county. (Okla. Stat. 1931, vol. 1, sec. 7562.)

Loss of legal settlement.—No specific statutory provisions, as such. Case law holds settlement continues until new one is acquired. (See cited cases, L. R. B. A 9, p. 18.)

OREGON

Legal settlement.—No specific statutory provisions, as such.

Residence.—Condition precedent for relief: 1 year in the State and 6 months in county. (Oreg. Code, 1930, vol. 1, sec. 27-1406, as amended by Laws of 1931, S. B. S, ch. 198, p. 313.)

Loss of residence.—No specific statutory provision. Case law holds settlement or residence continues until a new one is acquired. (See cases cited, L. R. B. A 9, p. 21.)

PENNSYLVANIA

Legal settlement.—1 year in the poor district. (P. S. 1934, title 62, sec. 800.)

Loss of settlement.—Settlement not lost until another or new one is acquired.

RHODE ISLAND

Legal settlement.—5 years in any town in the State, self-supporting. (Laws of 1934 (Jan. sess.), ch. 2114 (I-I. B. 704), amending Laws of 1929, ch. 1364, and Gen. Laws of 1923, ch. 104, title XII, sec. 1.)

Loss of settlement.—5 years' absence from place of settlement. (Ibid., cl. '7.)

SOUTH CAROLINA

Legal settlement.—3 years in the county self-supporting. (S. C. Code, 1932, vol. II, sec. 4967.)

Loss of legal settlement.—No specific statutory reference, as such. Case law holds settlement continues until a new one is acquired. (See cases cited, L. R. B., A 10, p. 16.)

SOUTH DAKOTA

Legal settlement.—1 year in State and 90 days in county. (C. L. of S. D., 1929, vol. II, ch. 8, sec. 10038.)

Loss of settlement.—By 30 days willful absence or by acquisition of new settlement. (Laws of 1931, ch. 251, p. 312.)

TENNESSEE

Legal settlement.—No specific statutory provisions as such.

Residence.—1 year in the county,

Loss of residence.—No specific statutory provisions. Case law holds residence or domicile continues until a new status is acquired. (See Cases cited, L. R. B. A 11, p. 2.)

TEXAS

Legal settlement.—No specific statutory provisions as such.

Residence.—1 year in the State and 6 months in the county. (Vernon's Ann. Texas Stat., 1930 (1934 P. S.) vol. 8, title 44, ch. 2, art. 2351, p. 21, subsection II.)

Loss of residence.—No specific statutory provisions. Case law holds majority rule applicable. (See cases cited, L. R. B. A 11, p. 6.)

UTAH

Legal settlement.—1 year in the State and 4 months in the county. (R. S. Utah, 1933, ch. 5, sec. 19-5-60.)

Loss Of settlement.—Settlement lost by 4 months' absence from the county, or by acquisition of new settlement. (Ibid, subsection 7.)

VERMONT

Legal settlement.- No specific statutory provisions as such.

Residence.—1 year in the State, self-supporting, or 3 years in the town. (P. L. of Vt. 1933, title 15, ch. 160, sec. 3923.)

Loss of residence.-No specific statutory provisions as such. Case law holds, settlement continues until a new one is acquired, (See cases cited, L. R. B. A 11, p. 14.)

VIRGINIA

Legal settlement.-(a) 1 year in town, city, or county, self-supporting. (b) Interstate migrants acquire settlement by residing 3 years in any town, city, or county.

Loss of legal settlement.-No specific statutory provisions. Case law holds, domicile or settlement not lost until a new one is acquired. (See cases cited, L. R. B. A 11, p. 18.)

WASHINGTON

Legal settlement.-No specific statutory provisions as such.

Residence.-Six months in county. (R. S. Wash., vol. 10, title 67, ch. 1, sec. 9987.)

Loss of residence.-No specific statutory provision. Case law holds, domicile or residence continues until a new one is acquired. (See cases cited, L. R. B. A 12, p. 3.)

WEST VIRGINIA

Legal settlement.-No specific statutory provisions.

Residence.-(a) 1 year in the county. (b) Interstate migrants acquire residence or domicile by residing in State for 3 years. (W. Va. Code, 1932 (1933 Supp.) ch. 9, sec. 598.)

Loss of residence.-No specific statutory provisions. Case law holds residence or domicile a question of intent and the same continues until a new one is acquired. (See cited cases, W. Va. Bulletin, title : Loss of residence and domicile.)

WISCONSIN

Legal settlement.—1 year in town, village, or city. (Wisc. Stat. 1933, ch. 49, sec. 49.02.)

Loss of legal settlement.-Settlement lost by absence of 1 year or by acquisition of a new settlement. (Ibid.)

WYOMING

Legal settlement.-No specific statutory provisions, as such.

Residence.—Condition precedent for relief: 90 days in the county.

Loss of residence.-No specific statutory provisions. Case law holds, domicile or residence continues until a new one is acquired. (*Duxstad v. Duxstad*, 100 P. 112, 17 Wyo. 411.)

[NOTE.—The foregoing digest purports to be nothing more than a source of rapid reference to the various State requirements. Because of its nature as a quick search manual many important details and distinctions have been omitted ; and for this reason, any question involving a more detailed treatment of a particular problem, should be referred to the bulletin of the State in which the problem arose.]

In 1933 the Congress did make, by a special amendment to the original act of the Emergency Relief Administration, provision for the care of this group as a special Federal responsibility with the

earmarking of funds and the development of plans to be at the discretion of the Emergency Relief Administrator, and the work of our committee was utilized in the development of that plan, which has been in operation now somewhat over a year, and we have in the last several months made an attempt to evaluate the results of the transient program. As a matter of fact, Congress made it possible for the Government to undertake a new form of social responsibility, and they carried it out in excellent fashion, and this evaluative survey of the transient program of the Federal Government is our evidence of the results, so that you may know what has been accomplished in that field.

A great many people, have referred to these persons and families as "bums" and individuals who were just going on the road for the sake of just going on the road. As a matter of fact., the studies of the statistics and interviews with individuals indicate that they are on the road definitely seeking work. Of course, there are a few young chaps who are there for the fun of it. At least 40 percent of the whole number is made up of families, quite a large number of those families have come out of the drought area trying to find a place for themselves, and at least 95 percent of those who have come for relief to the transient bureau have been men and boys and women who have had steady jobs up to the time the depression struck us.

The thing that we feel will happen if this bill is left just as it is, and if the President's purpose of turning back the old type of case to the States for their care, is that it will leave this rather large group of persons, census taken, and have by monthly intervals seemed to indicate a continuing increase in the load to be carried and an average group of over two hundred and sixty thousand and odd persons at any one time. We feel therefore that these people that have security must have some continuing Federal responsibility for them, and we should like to see written back into the law, knowing how quickly Federal policies can change under E. R. A., again the statement that the transients and the homeless individuals shall be a responsibility for care. It might even have to be another category in addition to the aged and to the dependent children, and so forth.

We believe also that there should be a provision made so that public-works programs are open to these people. As it is today, they do not have an opportunity for doing work on those jobs, even though they are able-bodied men who are able to work and want to work. We believe that if necessary there should be earmarking of funds for that purpose.

I should like also to introduce a copy of a letter sent at the request of Mr. Louis McHenry Howe for the benefit of the President, covering in brief the points I have made here today.

The CHAIRMAN. That will be placed in the record.

(The letter referred to is as follows:)

COMMITTEE ON CARE OF TRANSIENT AND HOMELESS,
New York City, January 31, 1935.

Mr. LOUIS MCH. HOWE,
*Secretary to the President,
The White House, Washington, D. C.*

MY DEAR MR. HOWE: We have your letter of January 17, in which you express the interest of the President in receiving the recommendations of the Committee on Care of Transient and Homeless.

Anticipating the probable reorganization of Federal relief and welfare measures, the committee recently completed an evaluative field study of the Federal Emergency Relief Administration program for transients. In general, the study shows that the Federal program has greatly improved the services available to transients. It is common knowledge that in the period prior to the F. E. R. A. the transient unemployed suffered a degrading level of relief giving, forcing them to scuttle about from place to place, however honorable their desires for work. Our study indicates that the transients, formerly the last group to receive attention, are now beginning to be treated like normal folk.

The results of the study have been made available to the administrators of the program. However, in view of the pending legislation and the importance of gains already made, the committee wishes to emphasize certain of its recommendations which seem pertinent to the several bills now before Congress,

Just as the administration has suggested the division of the relief load into "employables" and "unemployables", similarly, transients fall into the same categories. The committee recommends that transient employable persons be given the same provisions for work as persons who have legal settlement in the several States. We note that this represents a departure from present Public Works Administration practice which disqualifies persons away from home or without legal settlement. It may be necessary to set up special work projects under the Federal Government, corresponding to the C. C. C. camps, for certain of the unattached employable transients. Furthermore, transient families who now comprise 40 percent of the transient load, should be declared eligible for work on regular Federal work projects.

It is probable that the large proportion of the transient population will be found amenable to regular-work provisions, thus integrating them into the normal population and discontinuing the traditional policy of segregating transients as a pariah group. The findings of the committee's study indicate that the transients represent a fair cross-section of the normal population of the country.

A more difficult problem is presented by the transient unemployables who correspond in their general characteristics to those whom the Federal Government is considering turning back to the States. The difficulty of determining eligibility for employment is even greater than with residents. Even after employability has been determined, there remains exactly the same difficulty which originally impelled the Federal Government to take over responsibility for nonresidents; i. e., the resistance of local governmental units to providing for persons for whom they have no legal responsibility and against whom there has existed a traditional prejudice.

For these "unemployable" transients, therefore, it would appear to be necessary to continue Federal provision on a relief basis. Our study indicates that one of the assets of the Federal program has been the way in which it has begun to break down the transient load according to the special problems. It is now known that a considerable number of the transient group require institutional, custodial, or specialized medical care of various kinds. The F. E. R. A. transient program has begun to provide for the chronic unemployables dislodged, by their lack of residence, from provisions to which they would otherwise be entitled.

It is recommended, therefore, that much of the present set-up be retained and further adapted to the special needs of this class, under Federal control, although possibly under localized administration.

We are conscious that transiency is a byproduct of many other factors, and that the measures for general social security and reemployment influence the extent and type of the transient population. Such programs as rural rehabilitation, subsistence homesteading, public works, employment exchanges, drought relief, youth service, and so forth, help to dry up the sources of transiency. It is suggested, furthermore, that the liberalization of settlement provisions in the economic security bill will also tend to stabilize those elements in the population who have not yet established roots or are in danger of becoming dislodged by unsettled industrial conditions.

We urge that the administration continue its policy of Federal responsibility and planning for this interstate problem of transients, so frequently overlooked in welfare measures.

Pours very respectfully,

ELLEN C. POTTER, A. D.,
Chairman Committee on Care of Transient and Homeless.

Dr. POTTER. The other points I wish to make, I make not as the representative of the committee on transient and homeless but as an individual who has been for 15 years tied up with State administration of health and welfare activities, and in the field of child welfare, child health, and general public welfare. I notice in the bill, section 201, which places the responsibility for the administration of assistance to dependent children in the hands of the emergency relief administration.

I believe that the tried experience of the Federal Children's Bureau in that field makes them the logical agency for the administration of that through existing permanent agencies of Government which have been set up over a long period of years and which are accustomed to working with the Federal Children's Bureau.

Then, too, in regard to sections 701, 702, and '703, as a State official, I am whole-heartedly in favor of those activities. I functioned as a State official under the general supervision of the Federal Children's Bureau, and I realize that they do understand the psychology of the States and they do understand how to work, and it is already existing and not an emergent type of administration that would have to function in this present-day emergency.

In regard to the crippled children's work in particular, I would like to say that that seems to us in our State, and I am sure in other States, one of the real advances for the Federal Government to make, and I would like to call attention to the fact that \$3,000,000 for the purposes stated is a relatively small sum, but it will, however, do a tremendous piece of work, and that we should hope to see increased if it is felt that additional educational work is needed for the crippled.

Thank you, and I certainly apologize for my throat.

Senator WAGNER. May I ask you just one question? Somebody suggested that the definition of a crippled child is not definite enough in the act.

Dr. POTTER. I think that phrase that was used in the studies that were made about 1930 of the Hoover group spoke of the physically handicapped child, and I think that that in general covers the implications in that act. When you say "crippled", that usually means to a person some orthopedic defect that needs to be handled; but there are many other physical handicaps that might conceivably be carried in this bill.

The CHAIRMAN. Thank you very much.

Mr. H. B. Anderson.

STATEMENT OF H. B. ANDERSON, SECRETARY CITIZENS MEDICAL REFERENCE BUREAU, INC., NEW YORK

The CHAIRMAN. Mr. Anderson, you represent the Citizens Medical Reference Bureau ?

Mr. ANDERSON. I represent the Citizens Medical Reference Bureau, Inc., 1860 Broadway, New York.

For the past 20 years I have been engaged in the work of opposing compulsory medicine. I have written this book of facts against compulsory vaccination and the various bulletins and news letters gotten out by the Citizens Medical Reference Bureau.